

Organisational change and development in the public sector: inhibiting factors in Pakistan

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Abstract

Pakistan is at the crossroads of a political, social and economic change process. Population is severely affected by the working of the public sector. They feel crippled trying to get basic requirements met such as a passport. The government is working towards changing and improving the public sector.

This study contributes to limited literature in Pakistan on organisational change and development in public sector organisations. The objectives of the research are fourfold. Firstly, to analyse public sector organisations of Pakistan developing a coherent understanding of factors which inhibit organisational change and development in them. Secondly, evaluating the multifaceted impact of identified inhibiting factors on the working of public sector organisations of Pakistan. Thirdly, to use that understanding to propose a model for public sector reforms in Pakistan and other developing countries. Fourthly, to impact the way public policy is framed.

The study benefits from public sector reforms in developed countries and highlights a developing country perspective. Pollitt and Bouckaert's (2011) model for public sector reforms was selected from literature and tweaked to fit the case of a developing country scenario. Bouckaert's (2007) work on organisational culture was used to strengthen the model.

A qualitative approach was used and thematic analysis was undertaken. Semi-structured interviews and participant observations were used to triangulate data sources and strengthen the case study.

The study built on Pollitt and Bouckaert's (2011) model and identified Pakistan specific variables. Consequently, a revised model was proposed which will be applicable to the developing country scenario and specifically to the case of Pakistan.

This study aims to fill gaps in the literature. Firstly, it contributes to existing literature on developing countries and impacts the way public policy is framed and executed. Secondly, it contributes to limited literature on organisational change and development in the public sector organisations of Pakistan. Thirdly, the Pollitt and Bouckaert's (2011) framework has never been applied in the case of Pakistan, a gap which this study aims to fill. Finally, this study helps to develop a holistic model to understand public management reforms in Pakistan and other developing countries. This is of great practical relevance to other regional developing countries with a similar model of governance and cultural setting e.g. post colonial India and Bangladesh etc.

Despite multifarious bottlenecks public sector institutions in Pakistan have survived and aspiring for a better future. The study is an effort to identify variables impacting the working of these organisations, and addressing them could reform the public management system in Pakistan. It is hoped that this paves the way for future research in this discipline benefitting the public.

“Then which of the favours of your Lord will ye deny?”

(Al Quran 55:13)

Dedication

- To my great grandfather Sheikh Tajuddin Jalandhari who inculcated the spirit of education in the family.
- My Parents, Wasim and Bushra who supported my education and instilled in me the confidence to pursue my dreams.
- My wife, Afra for her constant love, support, concern and encouragement throughout this journey.
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Author's Declaration

I hereby certify that this thesis is entirely my own work and has not been taken from the work of others, save, and to the extent that such work has been cited and acknowledged in the text of my work. This thesis has not been submitted for any other qualification at this or any other institution.

Chapter 1 – Introduction

1.1 Background

Pakistan is at the cross roads of a political, social and economic change process. The population at large is severely affected by the performance and working of the public sector organisations. They feel crippled trying to get their basic requirements met, such as the issuance of a passport or driving license (Hanif, 2013; Islam, 2005). The public administration in Pakistan is inherent with corruption, inertia and a lack of will to change (Islam, 2005; Jones, 1997; Kennedy, 1987; The World Bank, 1998). The politicians and those who have power to manipulate, such as the elite play a significant role in the state of affairs and make it more complex (Alavi, 1990; Hussain, 2007; Talbot, 2009). This is exacerbated further by the lack of transparency, merit and accountability at all levels. In a survey conducted by Transparency International in 2010, 59% of the respondents faced corruption while dealing with public sector departments and officials (Transparency International, 2010). Moreover, Pakistan has been ranked at 117 out of 168 countries in the Transparency International Corruption Perception Index of 2015 (Transparency International, 2015). This deep rooted corruption has led to the collapse of many public sector organisations, such as the Pakistan Railways and Pakistan International Airlines to name a few (Aftab, 2013; Akhtar, 2014; Wasim, 2012). In addition, there are a number of high profile corruption cases under investigation against industrialists, politicians and civil servants (Dastageer, 2015; Pena et al., 2000). This growing menace of corruption has impacted the reform process as well, making it difficult for them to be implemented (Fjeldstad and Isaksen, 2008; Islam, 2005; Khan, 2002; Mian, 2015).

The government does want to change this and is working on a number of projects to improve the working of the public sector. This is seen at the federal and the provincial level, where successive governments in the past have undertaken projects and also come up with a number of commissions and committees. From the Pay and Service Commission in 1949 under Justice Munir to the Anwar-ul-Haq commission at the time of General Zia-ul-Haq in 1979, and the National

Reconstruction Bureau (NRB) at the time of the military regime of General Pervez Musharraf in 1999 to National Commission for Government Reforms under Dr Hussain in 2008 (Burki, 1969; Hussain, 2007; Islam, 1989; Islam, 2005; National Reconstruction Bureau, 2002; Naz, 1990). One of the key motivations for this study is public sector organisations in Pakistan that are attempting to challenge the status quo and do things differently. The National Highway and Motorway Police being one of the prime examples in the public sector, which has been declared as an exemplar in public service, and also declared as the only corruption free public sector organisation as per the National Accountability Bureau of Pakistan and it still stands up to this title (Bari, 2016; *Dawn*, 4th March 2005; *Dawn*, 23rd July 2011; *Dawn*, 31st December 2014; National Highways and Motorway Police, 2002). The department was able to significantly reduce corruption because of its operation in the country and there was a demand from the population at large to revamp the rest of the Police on this model (*Dawn*, 4th March 2005; *Dawn*, 23rd July 2011; *Dawn*, 31st December 2014; *Dawn*, 9th March 2016; Kausar, 2013; National Highways and Motorway Police, 2002; Transparency International, 2010).

Organisational change and development is an area of management that the government is looking into in Pakistan for public sector reform. This is evident from the introduction of competitive exams for public sector recruitment through the federal and provincial public service commission's (FPSC), coupled with the introduction and use of Information Technology to facilitate the smooth running of public sector organisations (Asghar, 2014; Federal Public Service Commission, 2002; Kausar, 2013). The example of the Punjab Information Technology Board (PITB) in facilitating computerised land records, introduction of computerised vehicle registration numbers and driving licenses are a proof of this (Punjab Information Technology Board, 2012). A lack of political will at times, and mainly the lack of expertise is the main hindrance which is felt in embarking on this process of change (Hussain, 2007; Islam, 2005; Kiggundu, 1998; Peters and Savoie, 1998). The old school feel that the method adopted by them is the right method and there is no need to challenge the status quo (Minogue, 1998, Pierson, 2000). This is evident in the personnel working in public sector organisations but

there is an added feature in the case of post colonial states, the strong structures in government institutions which continue as part of the British legacy give little leeway in doing things differently (Ahmad, 2013; Islam, 2005; Peters, 2010; Prado and Trebilcock, 2009; Riggs, 1964).

One cannot shy away from the history of Pakistan and how the public sector organisations evolved. The Mughal rule seems to have a significant impact on the administrative institutions of Pakistan pre-colonisation and once Pakistan was de-colonised, there was a strong imprint of colonialism and the military-bureaucratic oligarchy played a significant role throughout Pakistan's inception. The centralised command and control mechanism of the British is still seen to prevail in post colonial Pakistan (Imam and Dar, 2013; Islam, 1989; Jones, 1997; Kennedy, 1987; Ministry of Planning Development and Reforms, 2015). This is evident from the way the state of affairs is run at the federal and provincial level through the different government departments. Despite successive attempts by a number of leaders they were unable to tame this wild horse, which resulted in the current state of dormancy, arrogance and lack of will to change in the working of the public sector organisations and uphold the colonial state of mind to rule rather than serve the people (Ahmad, 2013; Hussain, 2007; International Crisis Group, 2010; Islam, 2005). Some veterans in the field who have witnessed the colonial rule first hand have the view that the initial foundation was laid in a manner which facilitated the continuation of the elite mind set of the bureaucracy. They were not willing to compromise on their role under the successive leaderships and formed a permanent centre of power despite the change of governments. This can be traced back to the time of Jinnah in 1947, the founder of Pakistan and first Governor General who had established a Secretary General a civil servant under him who according to some historians ran a parallel government through the bureaucracy which was part of a planning committee. At times the cabinet was by passed and the planning committee implemented its own vested agenda. This continued for a number of years till the abolition of the office of Secretary General in 1951 by the then bureaucrat turned Governor General Ghulam Mohammad. These initial years laid the foundation for a bureaucracy ingrained with the colonial mindset. This was challenged through the reforms carried out under the leadership of Zulfikar Ali

Bhutto in 1973 by breaking up the civil service into occupational classifications through groupings such as the Police Group, District Management and Secretariat Group (Ahmad, 2013; Alavi, 1990; Hussain, 2007; Jabeen and Jadoon, 2013). He also allowed lateral entry into the civil service to keep in check the powerful bureaucracy and its recruitment being reserved for a selected few normally belonging to the elite (Alavi, 1972; Islam, 2005; Jabeen and Jadoon, 2013). This paved the way for the initial reform process to take place but going forward, successive governments were unable to meddle significantly with the bureaucracy and the working of the public sector organisations of Pakistan (Ahmad, 2013; Alavi, 1990; Hussain, 2007).

The public servants feel that the state of affairs is in their favour. Unfortunately, the helpless general public is forced to be content with the way things are in terms of lack of delegation, minimal decentralisation and low checks and balances all make it prone to corruption and resistant to change (Haque and Khawaja, 2007; Islam, 2005; Riggs, 1964; Wang, 1994). It has been observed that change management as a concept has evolved overtime and the developed world has made a significant investment in terms of time and money to come to the place they are. The concept of New Public Management (NPM) comes to light here with respect to public sector reform and management (Hood, 1991; Pollitt, 2007). Although, a lot of criticism has been levelled against NPM reforms being implemented in developing countries because of its western roots, it has resulted in positive outcomes in a number of cases. It has to be implemented with a word of caution and local conditions and administrative culture needs to be taken into account for the reforms to be fruitful (Ehsan and Naz, 2003; Hood, 1995; Polidano, 1999).

It must be taken into account at this stage that not much research has been conducted into this area in Pakistan and a large void exists which needs to be filled for the benefit of many. The lack of change leaders and experts in the field of organisational change and development are evident. Over the years there has been a lot of development in this field and it has taken organisations many years and a significant amount of investment to go through this change process. It is pertinent to mention that, the need for change can only arise if there is a will at the top to do

so (Ahmed, 2013; Hussain, 2007; Polidano, 1999). The elite play a significant role in this. This has been observed in the case of the National Highway and Motorway Police where the Prime Minister of Pakistan at the time Nawaz Sharif an industrialist by background wanted to raise a Police force which was not only different in outlook but also in its operation. His main idea was the creation of industrial tax free zones near the motorways which would not only result in economic benefit for the country but also to other industrialists belonging to the elite and himself too (Warraich, 2008). To ensure smooth flow of traffic and also security of these areas the role of the motorway police was pivotal. It was evident that the rut of the colonial policing style which existed in the ranks of the existing police was a cause of concern. This would hinder the working of the industrial zones and would deter foreign investment if the security, law and order were not up to the mark and the service delivery of the Police not at par with international standards. The change process was imminent because of this underlying rationale. The elites (Governing and Corporate) play a significant role in the working of the government and the formulation of public policy so that it suits their interests (Dye and Zeigler, 2008; Haque and Khawaja, 2007; Islam, 2005; The World Bank, 1998). This is evident from the evolution of the Motorway Police.

This study attempts to provide a developing country perspective to deepen our understanding of organisational change and development in the context of public sector organisations. In light of the literature review in chapter three the study will draw on Pollitt and Bouckaert's (2011) research on public management reforms. They give a coherent understanding of how public management reforms evolved over time and also propose a model for its understanding which is given below.

1.1.1 Pollitt and Bouckaert Model of Public Management Reform

The researcher will draw on Pollitt and Bouckaert's (2011) work on public management reforms discussed in detail in chapter three, the literature review chapter. They give a coherent understanding of how public management reforms evolved over thirty years (1980-2010) across twelve countries and also propose a model for its understanding. The model for public management reform proposed by Pollitt and Bouckaert (2011) will be used as a base to understand the working of

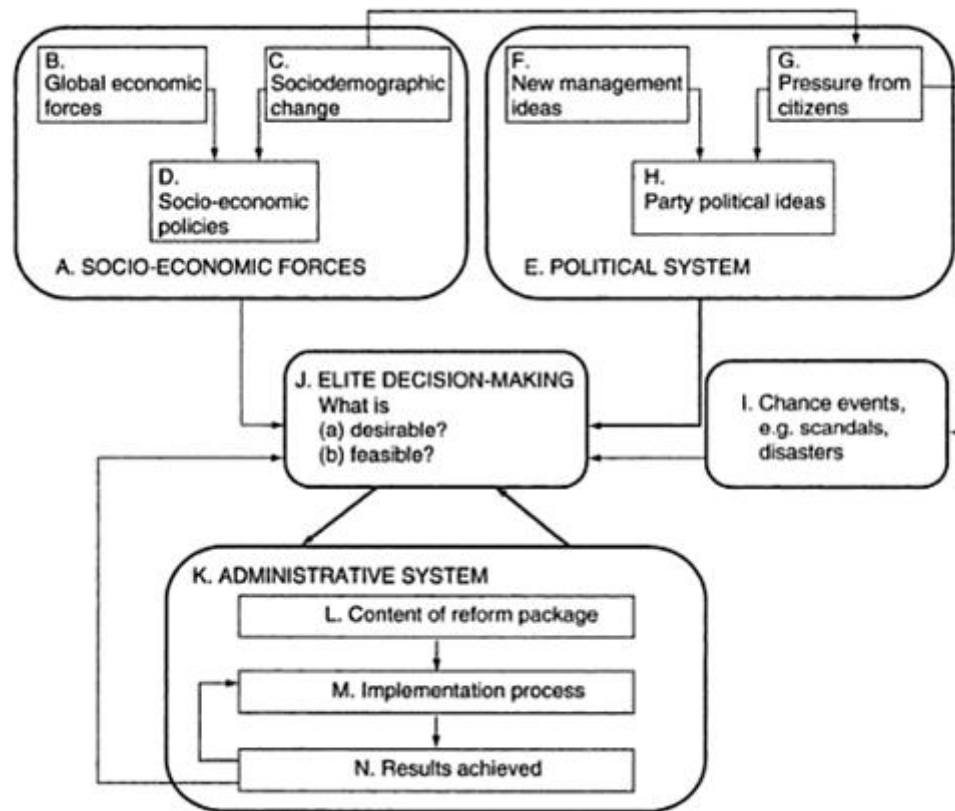
the public sector of Pakistan. It is pertinent to mention here that the proposed model is based on western liberal democracies (USA, UK, Sweden, New Zealand, Netherlands, Italy, Germany, France, Finland, Canada, Belgium and Australia) and will eventually be modified to the Pakistani context. The model will help in analysing the public sector organisations of Pakistan and identify the factors inhibiting organisational change and development. This has not been done before in the case of Pakistan and will be one of the potential contributions which would be made in the area. The model will help decipher the issues of the public sector organisations of Pakistan, and act as a framework for other developing countries facing issues in their public sectors. The practical benefit would not be only to policy makers in Pakistan but also others, such as foreign donors who are funding specific public sector reforms. They would have a more informed understanding of the areas to target with their reform agenda. The model has many dimensions to it which would contribute to the research when applied to the case of Pakistan as a framework. Culture as a variable is missing from the model and the work of Bouckaert (2007) on culture from a public administrative perspective would be used to strengthen the model. The findings from the research would help to develop a holistic model to understand public management reform in Pakistan. Moreover, additional factors which impact its working and inhibit change would be identified and added to the model.

1.1.2 The Features of the Model

The model provides a framework which identifies forces impacting management change, positively and negatively. It is a comparative model based on the findings across twelve countries and some variables may have more of an impact in one country than the other. This makes it possible for this model to be generalised for the purpose of analyses. The model was refined further by testing it in the different countries under study. The revised model was used to collect comparative data from additional countries. The model's findings and explanations were validated further by selected academics and practitioners in each of the twelve countries, who were asked to verify the accuracy of the model's interpretations (Pollitt and

Bouckaert, 2004). There are a number of forces at work in the public management reform process as evident from figure 1.1 below.

Figure 1.1: Model of Public Management Reform



(Source: Pollitt and Bouckaert, 2011: 33)

Politt and Bouckaert (2011) argue that the government of a single country acts as a framework for the model. Moreover, the national governments would usually take the key reform decisions. The model has a number of boxes marked A to N which are the different variables which impact the public management reform process. They are all interlinked and impact each other as well. The interaction between these different elements results in management change to occur. In chapter three which is the literature review, some of them and their impact on developed and also developing countries have been discussed in detail.

At the centre of the model is elite decision making (Box J). Surrounding box J are three groups of elements which include socio-economic forces (Box A to D),

political system (Box E to H) and the administrative system (Box K to N). There is also the impact of chance events on the reform process (Box I).

In the light of the above discussion, it may be argued that the model is a starting point to understand the public management reform process. It identifies pressures for change along with factors inhibiting change in the public sector. The boxes in the model are the different variables which impact the public management reform process. They are all interlinked and impact each other as well. The interaction within and between the different elements result in the reforms to take place. The model gives the flexibility to be applied to different countries because each country will have their own political, administrative systems (Box E and K). Moreover, the other elements (Box A to J) would also be particular to that country's case, resulting in a specific version of the model for that country. Therefore, the model is quite dynamic and can be used as a framework to understand the public management reforms of different countries, as long as the factors which impact their reform process are explored and analysed in detail (Pollitt and Bouckaert, 2011). The literature review in chapter three gives a detailed analysis of Pollitt and Bouckaert's (2011) framework on public management reforms.

1.1.3 Application to Pakistan

The variables mentioned in the Pollitt and Bouckaert (2011) model are seen to impact Pakistan as well. Socio economic forces were seen to impact the public sector of Pakistan where increasing inflation was a cause of concern as it impacted the real income of employees affecting their standard of living (Pakistan Economic Survey, 2015; Ul Haque, 2007). Socio demographic change in the form of a surging population pressurised the public sector organisations affecting their service delivery (Hanif, 2013; Pakistan Economic Survey, 2015). In addition, global economic forces such as the World Bank and IMF were seen to play a significant role in shaping public policy in Pakistan through their structural adjustment programs (Cheema et al. 2006; Iqbal, 1997; Wilder, 2009). The politicians and those who have power to manipulate such as the elite were seen to play a pivotal role in the state of affairs in Pakistan (Alavi, 1990; Jones, 1997). Party political ideas were also seen to play their role in Pakistan. This was seen in

the case of the 2013 election campaign in Pakistan where many mainstream parties promised to undertake large scale public sector reforms due to their distressing state of affairs. Some of them have started to do so after coming to power e.g. the provincial government of Pakistan Tehreeke Insaaf of Imran Khan in Khyber Pakhtunkhwa (*Associated Press of Pakistan, 2013*).

In light of the above discussion, it is clearly manifest that variables identified in the Pollitt and Bouckaert (2011) model were also seen to impact Pakistan, justifying its application as a framework to understand the Pakistani case. This model will help in understanding and identifying the factors which inhibit organisational change and development in public sector organisations of Pakistan. It would also help to propose a model for the case of Pakistan and other developing countries with respect to public sector reforms. This would facilitate in pointing out the relevant areas where the government's public policy needs to focus if they want public sector reforms to bear fruit in the true sense. The study aims to bridge this gap in the literature, by analysing a number of public sector organisations as case studies to develop a deeper understanding of organisational change and development, in the context of public sector organisations of Pakistan.

1.2 Practical Context

Pakistan has been long neglected by the academics in this area of management. There are not many publications in this area mainly due to the dearth of experts, and also lack of research undertaken by external experts. It is pertinent to mention here that, there are public sector organisations in Pakistan which are considered islands of excellence and have come out of their comfort zones, and been able to embark upon the journey of organisational change and development in their respective area of influence. The National Highway and Motorway Police, the Punjab IT board and the Punjab Education Board in the public sector to name a few (Bari, 2016; Kausar, 2013; National Highways and Motorway Police, 2002; Punjab IT Board, 2012). Limited research is available on the subject with respect to Pakistan as many public sector organisations who are involved in it fail to give it an academic outlook for the benefit of others. Secondly the lack of expertise in the

area has led to minimal research if any. Similarly, when the government decided to create the National Highway and Motorway Police it wanted to change the basic ideology due to which they were able to raise a force which was not only different in outlook but also its working (National Highways and Motorway Police, 2002; Warraich, 2008). Organisational change is strongly influenced by the objective of an organisation (Nabi, 2005). A very important element which is prevalent in organisations and especially public sector organisations is the rigidity in the employees to change (Coram and Burnes, 2001; Islam, 2005; Shah, 2011). The laid back attitude and the bureaucratic red-tape which exists make it difficult for people to be brought on board for change. The environment in public sector organisations is less conducive to the change process because of this. The tragedy is that this sort of behaviour exists in most employees in the public sector across the hierarchy. The work environment has a significant impact on the way employees react to the change process in an organisation (Alvi and Ahmed, 1987; Chang, 1999; Hofstede, 2001; Schedler and Proeller 2007). This research is also a need of the hour for the public sector organisations who are already a cause of concern e.g. the case of Pakistan railways and Pakistan international airlines which are making immense losses due to leakages, over employment and mismanagement due to lack of proper systems and procedures (Aftab, 2013; Akhtar, 2014; Wasim, 2012). This is just one organisation but there are a number of others who will benefit immensely from this study, and it would act as a guiding light for them if they want to follow suit and survive in the long run. This study attempts to analyse organisational change and development in the context of public sector organisations of Pakistan. It will help in providing a model for other public sector institutions to follow and benefit from it.

There has been an increase in the services being provided by the private sector in Pakistan. This includes banking, air travel, postal services and also education to name a few. Due to the increase in the income levels many Pakistani's have travelled abroad and a significant number are settled there. They are aware of the services provided to them by the private sector locally and abroad. They expect a similar level of service from the public sector organisations (Van de Walle, 2007). It is imperative for organisations to survive that they embark on a journey to not

only change their policies but also strategy (Hampel and Martinsons, 2009). Challenges going forward are immense for the public sector organisations in terms of their efficiency and performance for the public at large. The country is therefore at the cross roads, and change is inevitable due to the changing dynamics everyday (Drucker, 1999; Ministry of Planning, Development and Reforms, 2013). There is a growing demand from the population to shape up the public sector organisations so that they are able to provide the basic needs for the people in a cost effective and efficient manner (Ahmad, 2013; Hussain, 2007). This shows that a deeper understanding of organisational change and development in public sector organisations of Pakistan is required. There is a huge gap which lies in this area and a thorough research and analysis in the area which would be achieved through this study is a need of the hour.

1.3 Shape and Scope of the Study

The research aims to identify and explore the factors inhibiting organisational change and development in the public sector organisations of Pakistan. Building on the literature which helped to explore and elaborate on different factors which impact organisational change in the public sector of developed and developing countries, the use of Pollitt and Bouckaert's (2011) model of public management reform was justified as a framework to understand the case of the Pakistani public sector. This laid the methodological foundations for this study.

1.3.1 Aim of the Research

In light of the literature review, it was identified that a number of gaps exist in the literature. Firstly, there is a need to have more detailed empirical studies of organisational change in the public sector. Secondly, there is a need to have more comparative studies from the context of change between organisations in the public sector. Both these gaps need to be filled generally and from the developing country perspective particularly (Kuipers et al., 2013; Senior and Swailes, 2016). Thirdly, there is a dearth of literature in Pakistan on the subject of organisational change and development in public sector organisations. Not much research has been conducted into this area in Pakistan and a large void exists which needs to be filled

for the benefit of many. The lack of change leaders and experts in the field of organisational change and development are evident. Pakistan has been neglected by the academics in this area of management. There are not many publications mainly due to the dearth of experts in the area and also lack of research undertaken by external experts. Limited research is available on the subject with respect to Pakistan as many public sector organisations who are involved in organisational change fail to give it an academic outlook for the benefit of others. There is a need to develop a deeper understanding of organisational change and development in the context of public sector organisations of Pakistan. Riggs (2001) is of the view that there is a need to develop public administrative models which are based on the local context and requirements. Therefore, there is a need to undertake research in the public sector organisations of Pakistan to potentially fill the gaps which have been highlighted above. Going forward there is a need to develop a holistic model to understand public management in Pakistan. In addition, factors which impact its working and inhibit change also need to be identified.

Van Thiel (2014) argues that an exploratory research output includes in-depth empirical explanations and also the application of concepts to practice. Therefore, this is an exploratory research to understand the case of the Pakistani public sector organisations and the factors inhibiting organisational change and development in them.

1.3.2 Nature of the Research

The public sector is quite distinct and the research in public administration is quite unique (Cummings and Worley, 2014; Pollitt, 2003; Van Thiel, 2014). Firstly, it involves a multidisciplinary approach where knowledge and understanding from different disciplines is applied to gain insights. Moreover, relevant theories, methods and techniques are utilised selectively to explore and understand the phenomenon at hand. Secondly, the research in public administration is focused around the public sector, the scope of which has significantly increased over the years with the influx of semi-government agencies, executive agencies and non-profit organisations. Policy and decision making in the public sector has also been significantly influenced by the citizens, civil society and other interest groups. This

results in public administration and public management research to encompass multiple subjects. Thirdly, the nature of research in the area is applied, where the main focus is towards finding remedies to multifarious problems faced in the public sector. Fourthly, as public administration is a relatively new discipline there seems to be reliance on theories from other disciplines, and research focuses on the trends and developments being witnessed in the public sector. Therefore, research in this discipline is more practical and focussed towards solutions of everyday problems faced by the public sector organisations. Moreover, there is a tendency to focus on the public policy cycle i.e. its development, implementation or evaluation. This study tends to focus on research which will hopefully feed into the public policy development process, by identifying factors which need to be taken into account with respect to the public sector organisations of Pakistan when carrying out organisational change and development initiatives in them.

1.3.3 Research Objectives and Questions

The objectives of the research are fourfold.

- Firstly, to analyse the public sector organisations of Pakistan and develop a coherent understanding of the factors which inhibit organisational change and development in them.
- Secondly, to evaluate the multifaceted impact of the identified inhibiting factors on the working of the public sector organisations of Pakistan.
- Thirdly, to use that understanding to propose a model for public sector reforms in Pakistan and other developing countries.
- Fourthly, to impact the way public policy is framed.

The fourth objective of this research is about implications of the research with respect to public policy, which would be addressed through the revised model and its variables, discussed in detail in section 7.3 and 7.4. Going forward, this will help to inform the relevant stake holders about factors inhibiting organisational change and development in the public sector of Pakistan. Stake Holders in this regard would not only be those policy makers in Pakistan who are at the national and provincial level of government but would also include international donor

agencies and other experts who frame policies and fund projects for Pakistan. They would be given a generalised view of the issues at the organisations, and an informed opinion about the relevant organisations they are framing policies for. By doing this, it is hoped that in the future, public policy would be changed and would result in betterment of the public sector of Pakistan.

Specifically, the research attempts to answer the following questions:

1. What factors are inhibiting organisational change and development in public sector organisations of Pakistan?
2. How each of these factors affects the working of the public sector organisations of Pakistan?

1.4 The Philosophical Perspective

There are a number of philosophical perspectives which exist in business and management research (Bryman and Bell, 2015). One of the dominating schools of thought in the case of Public Administration research is using the interpretative approach. Ontologically, studies in the public administration domain focus on concepts, making the research process quite complex (Van Thiel, 2014). There are certain ontological assumptions of the researcher which need to be taken into account to understand their perception of reality. In the case of this research, a subjectivist view would be taken, where reality is socially constructed by social actors through their perceptions and actions where reality is also constantly evolving. This view of reality is also known as social constructionism, where the interaction of individuals with their environment and the events they experience are given meaning by their interpretation of them (Burr, 1995; Burrell and Morgan, 1979; Saunders et al., 2007; Watson and Korczynski, 2008). Researchers develop an understanding of the phenomenon under study through a holistic approach, in which they observe people's experiences and how they are given meaning (Van Thiel, 2014).

In this philosophical domain, existing theoretical frameworks can be used as a base, and applied to new contexts to determine the existence of current variables in

the new context, and also identify new variables through induction. This gives an interpretative researcher the advantage of being both deductive (where existing theory was applied in a new context) and inductive (where new theories may be generated from the cases being studied) (Van Thiel, 2014). This is applicable to the research being carried out in this study, where the Pollitt and Bouckaert (2011) model of public management reform was used as a base to be applied in the Pakistani public sector context. Existing variables identified in the model were explored (Deduction), and new variables were identified which had an impact on the reform process in the public sector organisations of Pakistan (Induction).

1.5 Research Design

The research design pertains to the plan for carrying out the study from its conceptualization to collecting, analysing data and finally interpreting the findings (Creswell, 2013a). A number of approaches and research methods can be utilized, and the selection of methods depends on the ones which are most suitable and help to meet the required research objectives (Silverman, 2013). This study uses a number of qualitative data collection and analysis methods. Data collection tools included semi-structured interviews and participant observations, while thematic analysis was used for data analysis (Boyatzis, 1998, Denzin and Lincoln, 2000).

1.6 Research Approach

A qualitative approach was used since the research was trying to look at people's behaviours, attitudes and experiences. Thus, it was possible to get an in-depth understanding of the organisations working. The use of qualitative methods is further justified when studying social phenomenon. Using quantitative methods in the case of trying to understand the cultural context, processes and meanings is difficult (Denzin and Lincoln, 2000; Silverman, 2013). Ghauri and Gronhaug (2005) argue that qualitative methods are explorative in nature, holistic, process oriented, in-depth, contextual and rational.

A case study analyses which is commonly used in Public Administration research was undertaken and the data collected directly from the situation in question

(Gummesson, 1991; Van Thiel, 2014; Yin, 1994). The use of the case study method is further strengthened considering that it was an exploratory research and different public sector organisations which exist in the case of Pakistan, not all of them have similar elements affecting their organisational change and development aspects. Some have done well in terms of their HR policies, others have done well in their operational working (Creswell, 2013a, Yin, 2013). So, one has to take into account multiple cases to understand whether they fit into the theoretical framework of Pollitt and Bouckaert (2011). The concept of a ‘collective case study’ was employed where a number of public sector organisations were studied as cases (Denzin and Lincoln, 2000; Lees, 2006; Silverman, 2013). This helped in developing a better understanding of the workings of the public sector organisations, and what factors inhibited organisational change and development in them. The interplay of different contexts which exist was also taken into account which include economic, social and political etc (Denzin and Lincoln, 2000). These variables impacted the organisations in a number of ways and knowing the inherent structures helped in developing a more holistic view of the organisational working. Although, there are other approaches which do exist for qualitative research but the case study method seems suitable for this research. Keeping in mind the intricate nature of the public sector organisations of Pakistan and their working, getting access and input from people, the case study approach is a viable option (Eisenhardt, 1989; Van Thiel, 2014; Yin, 2013). The case study method has an added advantage that the organisations would not have a fear of discussing their issues in interviews and through the researcher’s observations (Denzin and Lincoln, 2000; DeWalt and DeWalt, 2011; Van Thiel, 2014). Thus, the case study method is a coherent and comprehensive approach and one which is non-threatening for the organisation and its employees in the case of the current research study. Hence, it is a better alternative compared to the other qualitative research methods available.

1.7 Expected Contribution to the Literature

This study makes a number of contributions to academic literature because of its distinctive characteristics. The study will extend the understanding of the prospects

of organisational change and development in public sector organisations, especially in the context of a developing country like Pakistan. It will provide a thoroughly researched perspective on organisational change and development and add to the limited empirical base of practice based studies.

The study will build on the existing model for public sector reform proposed by Pollitt and Bouckaert (2011). The model will be applicable to the developing country scenario and specifically to the case of Pakistan once the study is carried out. This would be a value addition to the existing literature on public sector reform in developing countries. The study further contributes by acting not only as a bench mark, but also provides a framework for creating an organisational change and development model for other public sector institutions in the developing countries, to follow suit and benefit from. The study is also expected to impact the way public policy is framed and executed contributing to the literature in this area with respect to the developing country scenario. As discussed earlier, in relation to the colonial imprint on public sector organisations of Pakistan, the study would be of great practical relevance to other developing countries in the region especially those with a similar model of governance and cultural setting e.g. Post colonial India, and Bangladesh etc.

This study aims to fill the gaps which were highlighted earlier. Firstly, it aims to contribute to existing literature on developing countries, by carrying out a detailed comparative empirical study of organisational change in the public sector. Secondly, this study aims to contribute to the limited literature on organisational change and development in the public sector organisations of Pakistan. Thirdly, the Pollitt and Bouckaert (2011) framework has not been applied to the case of Pakistan, a gap which this study aims to fill. Fourthly, this study aims to develop a holistic model to understand public management reforms in Pakistan and other developing countries.

Finally, the fourth objective of this research is about implications of the research with respect to public policy, which would be addressed through the revised model and its variables, discussed in detail in section 7.3 and 7.4. Going forward, this will help to inform the relevant stake holders about factors inhibiting organisational

change and development in the public sector of Pakistan. Stake Holders in this regard would not only be those policy makers in Pakistan who are at the national and provincial level of government but would also include international donor agencies and other experts who frame policies and fund projects for Pakistan. They would be given a generalised view of the issues at the organisations, and an informed opinion about the relevant organisations they are framing policies for. By doing this, it is hoped that in the future, public policy would be changed and would result in betterment of the public sector of Pakistan.

1.8 Structure of the Study

This study is divided into seven chapters and a brief outline of each chapter is given below.

Chapter 1 - Introduction: This chapter sets the base for the research. A brief background of the research is built along with explaining the context of the research. The Pollitt and Bouckaert model of public management reform is explained, and its application to Pakistan is justified before moving towards the practical context of the research. The chapter then moves on to discuss the shape and scope of the study which includes the aim, nature, research objectives and questions which the research aims to address. There is also a discussion on the philosophical perspective employed by the researcher and its justification. In addition, the research design and approach is also discussed before moving towards the expected contribution of the research. Finally, the structure of the study is elaborated on.

Chapter 2 - Pakistan: A Country Context: This chapter focuses on the country context of Pakistan. It starts by looking at the background and brief history of Pakistan, trying to develop an initial understanding of the country and its origin. A brief parliamentary history is discussed as a precursor to the administrative history of Pakistan, which examines different aspects including the civil service reforms to date. In addition, the demographics, economy and elements of the media are discussed to develop a holistic understanding of the Pakistani society. Finally, the

national culture of Pakistan which has certain unique characteristics is discussed to facilitate in understanding the context in which this research was carried out.

Chapter 3 – Literature Review: The literature review chapter focuses on trying to understand the concept of organisations and importance of the systems view in evaluating them. It then moves on to understand the concept of organisational change and its different components. The chapter then discusses the public sector and its characteristics, before progressing to a detailed discussion of organisational change in the public sector of developed countries. The developing country perspective is elaborated on before discussing organisational change in the public sector of developing countries. This is followed by discussing Riggs theory of prismatic society and its criticisms. The literature gaps are then identified, and the Pollitt and Bouckaert model of public management reform is discussed as a framework to be used to fill the literature gaps, and also achieve the required objectives of the research. Towards the end of the chapter, criticisms of the Pollitt and Bouckaert model are also discussed along with the justification of its application to Pakistan.

Chapter 4 – Methodology: This chapter initially discusses the aim and nature of the research study, highlighting the research questions to be addressed. The philosophical perspective is then discussed along with its limitations. This paved the way for the research design and the approach taken by the researcher along with its limitations. The different data collection methods are then discussed along with their limitations. The research process which includes the organisation and participant selection has been discussed in detail along with its limitations. This paved the way for the data analysis to be initiated, and a detailed discussion on the techniques employed is given along with its limitations. Finally, research ethics and the process of ethical approval are elaborated on leading to the validity and reliability of the research. The limitations which the researcher encountered at each stage of the research process have been addressed, and the way they were catered to have also been discussed and justified.

Chapter 5 – Empirical Findings and Analyses (I): The empirical chapters have been divided into two parts. They focus on the four main themes which have

emerged from the data. The four themes which emerged from the data are: environment, technology, culture and organisational readiness for change. The impact of each theme on public sector organisations is discussed in each of the two chapters. The chapters have been divided across these themes. The first empirical chapter focuses on the environment theme. Each of the subthemes is discussed in detail with examples to understand the impact on the working of public sector organisations, from the perspective of organisational change and development. There are examples given from each of the seven different organisations which are under study i.e. from the fifty six interviews conducted in the organisations under study. There is also an input from the twenty four general interviews which were conducted for the purpose of this research. It was observed during the analyses that not all organisations are affected by the factors identified in a similar way e.g. military rule may have been beneficial for the development of some organisations but not others. Similarly, media scrutiny resulted in some organisations to shape up but others remained stagnant. It also appears that certain subthemes had more of an impact on certain organisations because of their strategic importance, priority within the government and potential benefit to the users.

Chapter 6 – Empirical Findings and Analyses (II): The second empirical chapter focuses on the rest of the themes which have emerged from the data. These include technology, culture and organisational readiness for change. The impact of each theme on public sector organisations is discussed. The chapter has been divided across these themes. Each of the subthemes is discussed in detail with examples to understand the impact on the working of public sector organisations, from the perspective of organisational change and development. There are examples given from each of the seven different organisations which are under study i.e. from the fifty six interviews conducted in the organisations under study. There is also an input from the twenty four general interviews which were conducted for the purpose of this research. It was observed during the analyses that not all organisations are affected by the factors identified in a similar way e.g. structure and systems may have been beneficial for the development of some organisations but not others. Similarly, the use of religious teaching as part of training resulted in some organisations to become successful while others were

unable to benefit from this. It also appears that certain subthemes had more of an impact on certain organisations because of their strategic importance, priority within the government and potential benefit to the users. The impact of each theme on public sector organisations is discussed in each of the three subparts.

Chapter 7 – Conclusion: This chapter presents a brief discussion of the research study along with a summary of findings. It then discusses how the objectives of the research were met and the research questions addressed. The chapter then discusses the contributions of the research and moves on to present the model of public management reform for Pakistan. There is also a discussion on the limitations of the study and areas for future research are highlighted. Finally, the validation and reliability of the research is established before the concluding remarks.

1.9 Conclusion

Concluding the above discussion, it may be argued that this chapter was able to set the base for the research. A brief background of the research was discussed along with the context of the research. The Pollitt and Bouckaert model of public management reform was explained, and its application to Pakistan justified before moving towards the practical context of the research. There was also a detailed discussion on the different elements of the study which included the aim, nature, research objectives and questions, philosophical perspective employed, research design and approach before moving towards the expected contribution of the research.

The next chapter focuses on the country context of Pakistan by looking at the background and brief history, trying to develop an initial understanding of the country and its origin. There is a brief discussion on the parliamentary history, administrative history, civil service reforms and the administrative culture to develop a holistic understanding of the Pakistani society. This will pave the way in understanding the context in which this research was carried out.

Chapter 2 – Pakistan: A Country Context

2.1 Introduction

The understanding of context is very important especially in the case of public administrative research as political, economic, social and other environmental factors play a significant role in influencing the reform process. This chapter focuses on the country context of Pakistan. It starts by looking at the background and brief history of Pakistan, trying to develop an initial understanding of the country and its origin. A brief parliamentary history is discussed as a precursor to the administrative history of Pakistan, which examines different aspects including the civil service reforms to date. In addition, the demographics, economy and elements of the media are discussed to develop a holistic understanding of the Pakistani society. Finally, the administrative culture of Pakistan, which has certain unique characteristics is discussed to facilitate in understanding the context in which this research was carried out.

2.2 Background and Brief History

The region of Pakistan has been home to many civilizations of which the Indus Valley Civilisation is the most prominent. There have been a number of invaders in the region which included Alexander the Great and also the Greeks. There has also been impact of different religions on the region including Buddhism, Hinduism and later Islam around the eighth century. The Arab rule established administration and also developed architecture which is reflected through the establishment of forts, mosques, tombs and gardens. The Europeans were seen to arrive in the 17th century where the British were at the fore front through the East India Company. There was an uprising against the British in 1857 which was completely crushed and a complete takeover of the subcontinent took place. There was a rise of resistance in the sub continent over the years where Muslim representation was seen through the All India Muslim league and the Congress party of the Hindus. This joint effort for independence later resulted in a split where there was a

demand for a separate state for the Muslims (Jaffrelot, 2004; Shehab, 1989; The Commonwealth, 2016).

Pakistan was created on 14th August, 1947 as an Islamic country (refer to Appendix-A for map). There was mass migration post independence where Muslims migrated from India to Pakistan and Hindus, Sikhs to India. This mass movement led to a lot of violence, loss of life and financial assets. Pakistan consisted of two parts initially East and West Pakistan separated by Indian land in between. But unfortunately, due to unforeseen circumstances East Pakistan became independent and Bangladesh was created in 1971. Kashmir has also been a bone of contention between Pakistan and India since inception, leading to two direct wars in 1948 and 1965 and one proxy war at Kargil in 1999 (Lyon, 2008; Shehab, 1989; Talbot, 2009) There have been a number of military coups in Pakistan and over the last 70 years of its existence the military had a significant share of power consisting of almost 32 years.

Pakistan joined the commonwealth in 1947 after its independence. It left the commonwealth in 1972 for a brief period and rejoined in 1989. The head of the state is a President which is more of a ceremonial role post the 18th amendment of the constitution in 2010. The president is elected for five years through an electoral college which consists of members of parliament and also the provincial assemblies. Pakistan is governed by the national assembly which is the lower house and senate which is the upper house. There is a bicameral legislature where the lower house elects the Prime Minister for five years. The senate is the upper house where the term is for six years. The constitution states Pakistan as a democratic and Islamic country. The official language is Urdu while English is also predominantly used. There are also several regional languages like Punjabi, Pashtu, Sindhi and Saraiki all having local dialects. Pakistan has good international relations with other countries and is a member of the Non-Aligned Movement, Organisation of Islamic Cooperation (OIC), South Asian Association for Regional Cooperation (SARC), United Nations (UN) and the World Trade Organisation (WTO). There are a number of Urdu and English newspapers in circulation. The leading Urdu newspapers are 'Jang' and 'Nawa-e-Waqt' and English are Dawn,

The News, The Nation and Daily Times. The state run television service is PTV and there are also a number of private TV channels. In addition, there are many public radio stations and almost a hundred private FM radio channels (National Assembly of Pakistan, 2016; Shehab, 1989; The Commonwealth, 2016). The phone coverage is pretty good where teledensity is about 70.94% and the number of mobile phone users has gone up to 133 million. The internet users have also gone up to 34.5 million (Pakistan Telecommunication Authority, 2016). The postal network is quite extensive and good as well reaching remote areas. It has 13,000 post offices providing services to 20 million customers who include the government, military, households and also businesses (Pakistan Post Office Department, 2010).

2.2.1 Brief Parliamentary History

Pakistan was created by the independence act of 1947. Till the country was able to frame its own constitution the Government of India Act, 1935 was to be used to govern it. The national flag of Pakistan (refer to Appendix-A for detail) was approved and Jinnah was elected as the President of the first constituent assembly. Jinnah was sworn in as the first Governor General of Pakistan on 15th August 1947. The first draft of the constitution was framed in 1954 but was unable to be implemented due to the assemblies being dissolved by Governor General Ghulam Muhammad. The second constituent assembly was set up in 1955 and was able to frame the first constitution of Pakistan in 1956. The constitution came into force on 23rd March, 1956 and Pakistan became an Islamic Republic with General Sikandar Mirza at its first elected President. There was a parliamentary form of government with the Prime Minister having all executive powers. The president was the head of the state and elected for five years by the members of the national and provincial assemblies. As per the 1956 constitution parliament was unicameral. The first general election was to be held in 1959 but were delayed because the constitution was abrogated by President Sikandar Mirza and martial law was imposed in 1958 with General Ayub Khan the head of the army as the Chief Martial Law Administrator. He later became the second President of Pakistan in October, 1958. A new constitution was framed under him in 1962 which resulted in general

elections to be held in March, 1962. The new constitution resulted in Pakistan being a federal state with a presidential form of government. The president had complete executive authority under this new arrangement. Unfortunately, in 1969 another martial law was imposed and General Yahya Khan came to power as the president and the chief martial law administrator (CMLA) (National Assembly of Pakistan, 2016; Shehab, 1989; Talbot, 2009).

The first general elections were finally held in 1970 and the first assembly was formed. Post elections due to unforeseen circumstances the East Pakistan tragedy took place and Bangladesh gained independence. Zulfikar Ali Bhutto became the President and first civil CMLA. The constitution of Islamic Republic of Pakistan was finally framed in 1973 and stands till date. Bhutto became the Prime Minister, and Fazal Illahi the President of Pakistan. The constitution of 1973 resulted in a bicameral legislature. This consisted of the national assembly as the lower house and senate as the upper house. There is a parliamentary form of government with the Prime Minister having executive authority. The president was to get advice from the Prime Minister and act accordingly as per need (National Assembly of Pakistan, 2016; Shehab, 1989). Bhutto carried out nationalisation of many enterprises along with agrarian reforms. The army took over in 1977 and General Zia Ul Haq came and Bhutto was hanged after a trial in 1979, while Zia stayed in power till 1988 where he died in a plane crash. Benazir Bhutto came to power in 1988 but there were fluctuating democratic governments soon after with assemblies being frequently dissolved. Nawaz Sharif came to power in 1990, Benazir again in 1993, followed by Nawaz in 1996. There was an amendment in the constitution in 1997 which took away the power from the President to dissolve the assemblies and gave more powers to the Prime Minister which included appointment of Judges and the Heads of the armed forces (The Commonwealth, 2016).

These events were followed by a military coup by General Musharraf in 1999, and he became President in 2002 and stayed in power till 2008 when he resigned due to the risk of being held accountable for the military coup. His successor as President was Benazir's husband Asif Zardari. Elections were held in 2002 and PML Q the

party which supported Musharraf's regime came to power. Elections were held in 2008 and Pakistan Peoples Party came to power, unfortunately Benazir Bhutto was assassinated during an election rally in 2007 and Yousaf Raza Gilani became the Prime Minister (Wynbrandt, 2009). Gilani was disqualified in 2012 due to contempt of court and was succeeded by Raja Pervez Ashraf. In 2013 it was the first time in the history of Pakistan that the National Assembly completed its five-year term. Elections were held in May, 2013 and PML N came to power and Nawaz Sharif became the 20th Prime Minister of Pakistan. Zardari's term also ended and Mamnoon Hussain became the president of Pakistan in July, 2013 (National Assembly of Pakistan, 2016).

2.2.2 Administrative History of Pakistan

2.2.2.1 Brief Outlook

At inception the biggest issue facing the country was that of establishing a capital. In addition, there were inexperienced civil servants and politicians, who were to run the state of affairs and also manage the influx of thousands of refugees coming into the country in a deplorable state (Jaffrelot, 2004; Shehab, 1989). Despite these conditions they were remarkably able to make things operational through primary civil services such as the Railways, Post office and the state bank. Moreover, they were able to set up the Pakistan Military academy and the Civil services Academy (Talbot, 2009). These initial years also paved the way for the first census to be carried out in 1951 and also general elections for the legislative assemblies by 1953 (National Assembly of Pakistan, 2016). The planning commission was also setup by 1958 which facilitated in streamlining the planning process of the government (Ahmad, 2013; Ministry of Planning, Development and Reforms, 2013).

2.2.2.2 Historical Perspective

1. Pre-colonial Legacy

The Mughal rule seems to have a significant impact on the administrative institutions of Pakistan. The Mughal monarchy was very conscious of keeping the

people happy and managed to run the government through an efficient and just bureaucracy called 'mansabdars'. Each bureaucrat was posted to a specific department of which they were an expert. The finance was managed directly by the monarch through his head of finance known as 'Diwan'. The head of the bureaucracy who looked after all HR matters including recruitment, posting and transfers etc was called a 'Mir Bakhshi'. The third important element in running the state of affairs was the head judge known as 'Qazi-ul-Qazat' who were expert in Islamic law and also honest in their working. They did not report directly to the Emperor and were independent in exercising their authority and taking decisions. They were supported by 'Mir Adal' who implemented the orders of the court. The fourth element in this administrative system was that of the 'Kotwal' who was the head of the Police and managed the law and order matters of the state. The Mughals divided their territory into provinces known as 'Subahs' which were subdivided into 'sarkars', and further into manageable administrative areas called 'parganah'. These were further subdivided into manageable areas called 'mauzas' consisting of a few villages. The 'mauza' was the basic administrative unit. The province was run by a governor called a 'subahdar'. He was the head of the civilian and military administration of the province. The provincial government was set up on the same pattern as the central government with an additional feature of a news writer known as 'waq-i-nawis' and an intelligence officer known as a 'khufia-nawis'. They were responsible for apprising the centre of the developments and other related issues in the province (Ahmad, 2013; Imam and Dar, 2013; Irvine, 2007).

The parganah was the basic revenue collecting unit in the form of produce or otherwise. This was facilitated by the 'amil' or the administrative in charge of the area. In addition, police posts known as 'thanahs' which were ran by 'thanedars' were set up across the land. The local village communities were actively involved in the administration of their areas at the grass root level, where most issue were resolved through the council of elders known as 'panchayat'. It was observed that the processing time and procedure of administrative matters was quite lengthy and involved a lot of paper work. This laid the foundation of bureaucratic red tape which still seems to exist (Irvine, 2007; Singh, 1998).

2. Colonial Legacy

The British colonial system more or less had a similar setup with different names and at the core of the administrative system was the district which was managed by the district head. The police setup was the same and police stations were setup which was on the same line as the ‘thanahs’. Most of the local issues at the village level were left to be handled by the ‘panchayat’ (Ahmad, 2013). It seems both the pre-colonial and post colonial administrative system relied on the same structure and way of working. In addition, they were not answerable to the public and had a paternalistic approach which is still reflected to an extent in the current setup which exists in the country (Imam and Dar, 2013; Kennedy, 1987).

Pakistan inherited a fairly large structured civil service from the British upon independence. It was not until later when the Aitchison commission was set up in 1887, which led to the establishment of the Indian Civil Service (ICS). The main positions in the bureaucracy were held by ICS officers. There was also a further distinction, there were the All India services which included the ICS and also the Indian Police Service (IPS). The central services were posted across India but served the central government and included customs, audit and account and engineering services. Furthermore, a class structure was also introduced in the civil service, where class I were those who were part of the top administration, class ii at the operational level, class III were mainly clerical jobs and class IV were office boys and gardeners etc (Imam and Dar, 2013; Islam, 2005). This is similar to the setup which exists in Pakistan post independence almost to date, with the Civil service of Pakistan (CSP) and Police service of Pakistan (PSP). The CSP officers continue to hold the most important position at the centre and the provinces. Similarly, the setup of the Police service is the same where they hold most of the police officer posts at all levels of government i.e. provincial to districts. The central services were on a similar pattern to that of pre-partition and include the following 12 services given in table 2.1 below:

Table 2.1: Central Services Post Partition

No	Organisations
1.	Pakistan Foreign Service
2.	Pakistan Audit and Accounts Service.
3.	Pakistan Military Accounts Service
4.	Pakistan Railways Account Service
5.	Pakistan Customs and Excise Services
6.	Pakistan Taxation Service
7.	Pakistan Military Land and Cantonment Service
8.	Pakistan Postal Service
9.	Information Service of Pakistan
10.	Central Secretariat Services
11.	Central Engineering Services
12.	Telegraph Engineering Services

(Source: Ahmad, 2013)

2.2.2.3 Pakistan Civil Service Reforms

The government since inception was aware of the weakness of the civil service and the need to reform and strengthen it (Jaffrelot, 2004; Shehab, 1989). In this endeavour a number of commission and committees were set up across the years. Starting from the pay and services commission in 1949 under Justice Munir to the framing of the vision 2025 in 2014. A list of the different reforms with dates and a brief discussion is given below.

Table 2.2: Reforms in Pakistan

No.	Title	Under	Year
1.	Pay and Service Commission	Justice M. Munir	1949
2.	Improving Public Administration in Pakistan	Mr R. Eggar	1953
3.	Re-organisation of Pakistan Government for National Development	Mr B. Gladieux	1955
4.	Report of the Administrative Re-Organisation Committee I & II	Mr G. Ahmed	1959
5.	Report of the Pay and Services Commission	Justice A.R. Cornelius	1962
6.	Report of the Working Group on the Re-organisation of the Service Structure in Pakistan	Mr Power	1969
7.	Implementation of Administrative Reforms	Mr Mir	1973
8.	Report of the Civil Services Commission	Justice Anwar Ul Haq	1979
9.	Report of Services Reform Commission	Justice D. Patel	1989
10.	Report of the Economic Commission	Mr R.Z Haq	1991
11.	Report of the National Commission to suggest measures to improve the efficiency of the Federal Government	Mr H.N Chattah	1995
12.	Report of the Committee on Downsizing of the Federal Government	Dr H. Pasha	1997

13.	A Framework for Civil Services Reforms in Pakistan	The World Bank	1998
14.	Report of the Commission on Administrative Restructuring on Re-engineering of the Federal Government Organisations	Mr S.F. Imam	1999
15.	Report of the Committee on Restructuring and Rightsizing of the Federal Ministries and Divisions	Dr S.A. Chaudhary	2000
16.	National Commission for Government Reforms	Dr I. Hussain	2008
17.	18 th Constitutional Amendment	Government of Pakistan	2010
18.	Vision 2025	National Economic Council	2014

(Source: Author)

The first set of reforms was initiated in 1949 under Justice Munir. The main focus was on adjusting the pay of civil servants for supporting equal distribution of skilled workforce in society. The recommendations were approved and implemented after deliberation. Initially, two external experts Mr Egger in 1953 and Mr Gladieux in 1955 were invited, who suggested improvements in reorganisation of the civil service. They highlighted the need to decentralise the secretariat system, unifying the cadres, setting up of an administrative staff college and also criticised the use of generalists to frame policies for specialised subject matters. They also proposed establishment of Pakistan Administrative Staff College (PASC) and National Institute of Public Administration (NIPA) for the education and training of public servants. Their recommendations were not implemented in totality by the government of the time, mainly to protect the interests of the elite who were part of the civil service (Burki, 1969; Islam, 1989; Naz, 1990). Going forward, the commission under Justice Cornelius in 1962 highlighted the monopoly of the generalists in the civil service who were part of the CSP cadre. A new tiered structure was proposed with several grades within each group. These recommendations were also shelved and not much was achieved as they challenged the hegemony of the bureaucracy. Eventually, in 1959 there was

some reform where on the recommendations of Mr Ghulam Ahmed the post of a section officer came into existence to reduce bureaucracy at the ministerial level. In 1962, Justice Cornelius presented a report on restructuring the civil service into tiers and grades to counter its elitist elements. This was followed by a working group in 1969 which was set up under Mr Power to analyse and propose a restructuring of the civil service, and also to evaluate the applicability of the British Fulton report in Pakistan. Unfortunately, the suggestions given by this working group were also shelved due to reasons similar to those in the past (Braibanti, 1966; Burki, 1969; Islam, 1989).

It was not until the 1970's when finally the hold of the CSP cadre was broken under the Bhutto regime through the recommendations of Mr Mir in 1973. The district management group and secretarial services came into existence along with specialised occupational groups. The classes no longer existed and with basic pay scales of grade 1 to 22. There was also lateral entry from the private sector and by other experts into the civil service to dilute the elite groups in the civil service. The reforms also allowed easier movement across the services as well. The concept of common training and induction was introduced for all new officers. The reforms also streamlined the procedures to take disciplinary action against the civil service and keep them in check. The establishment division which comes under the cabinet secretariat manages all the personnel in the federal government. In the case of the provinces, this was managed by the administration and general service departments. The civil servants act of 1973 governs the appointment, procedures and relevant rules for the civil servants to carry out their work (Ahmad, 2013; Islam, 2005; Jabeen and Jadoon, 2013). The civil service was divided into twelve occupational groups (refer to table 2.3 below) at the federal level which stands till date.

Table 2.3: Civil Service Occupational Groups in Pakistan

1.	Accounts Group
2.	District Management Group
3.	Foreign Service of Pakistan
4.	Inland Revenue Group
5.	Information Group
6.	Office Management Group
7.	Police Service of Pakistan
8.	Postal Group
9.	Customs and Excise Group
10.	Railways Group
11.	Pakistan Audit and Accounts Services
12.	Commerce and Trade Group

(Source: Islam, 2005)

A combined competitive exam is held for the central superior services (CSS) by the Federal public service commission (FPSC). The minimum education required to appear in the exam is a bachelors. The service allocation depends on the overall merit of the candidate with respect to others, his domicile as there are regional and provincial quotas in place, and their personal choice. Once the candidates clear their medical test, 8 months common training takes place at the Civil services academy (CSA). Merit still seems to be upheld through exams and an elaborate selection procedure in recruitment of the civil service, which was a defining feature of the colonial times. The reforms lost their lustre once Bhutto's government was over thrown and Zia came to power (Islam, 2005; Kennedy, 1987). Another commission was set up in 1979 under Justice Anwar Ul Haq which recommended revamping the civil service and replacing the existing colonial structures (Islam, 1989). By this time the DMG had again become quite dominant in the civil service and they along with others were able to sabotage the implementation of this commission (Jabeen and Jadoon, 2013). Zia during his tenure introduced lateral

entry of young military officers into the civil service at the recruitment and higher level. In addition, a 10% quota was reserved for these lateral entries in the civil service. Later in 1989 a commission was set up under Justice Patel which was unable to push through any reform due to the resistance from the strong bureaucracy in place (Imam and Dar, 2013; Islam, 2004; Jabeen and Jadoon, 2013).

In 1991, under Raja Zafar ul Haq a commission was set up which recommended reduction in the size of the federal government divisions along with closing down a number of underperforming government organisations. This seemed to be a step in the right direction but was unable to be implemented because the government was dismissed. In 1995, Mr Chattah led a commission to suggest improvements in the working of the public sector and the federal government. This commission had similar recommendations to the 1991 commission and was unable to get its recommendations implemented due to a change in government. A committee was setup in 1997 under Dr Pasha which came up with similar recommendations as earlier commissions, and a few were implemented but not in totality losing their desired benefit mainly due to resistance from the bureaucracy and within the government (Imam and Dar, 2013; Jabeen and Jadoon, 2013). In 1998, the World Bank (WB) provided a framework to streamline the public sector of Pakistan. The main focus was on downsizing, privatisation of identified state owned enterprises and other measures in specific sectors as per the requirement of the structural adjustment program. In light of the recommendations, many public sector organisations were evaluated by the government (World Bank, 1998). In succession another commission was setup in 1999 under Mr Imam for administrative restructuring but unfortunately there was a coup which took place on 12th October, 1999 which sabotaged most of the efforts undertaken by the WB project and this commission (Imam and Dar, 2013).

In the following year of 2000, a committee under Dr Amjad Choudhary recommended downsizing the lower level staff working in the public sector. But due to strong resistance from the civil servants working at the lower level the reforms could not be undertaken. In 2002, through the National Reconstruction

Bureau a local government ordinance of 2001 was introduced which resulted in devolution of power at the level of a district and local council. This empowered the people at the local level. In addition, the Police ordinance of 2002 was also framed and implemented which resulted in decentralisation of power in the provincial police forces. These ordinances resulted in a loss of power for the central public services specially the DMG (National Reconstruction Bureau, 2002). Unfortunately, these measures only lasted for 8 years when the devolution plan was scrapped due to political pressure and mainly from within the bureaucracy. Religious extremism was a growing concern in Pakistan and post 9/11 it had serious repercussions in society, with growing incidences of suicide bombings and religious intolerance in general. Musharaff took this head on and tried to pacify the extremist elements being a liberal himself. He even went to the extent of trying to reform the anti-blasphemy laws which were being used to discriminate against minorities and between different Muslim sects, increasing religious divide and intolerance in society and also impacting the public sector. By the year 2000 the effort was given up due to a growing threat for country wide strikes and demonstrations (Talbot, 2009; Wynbrandt, 2009). In 2008, a commission under Dr Hussain was formed to assess the working of the government and suggest improvements. The commission recommended undertaking reforms across all tiers of government i.e. at the centre, province and district level. The commission's suggestions were never implemented as the government had other priorities at the time (Hussain, 2007). In 2010, the 18th constitutional amendment was passed. A number of changes were made to the constitution of 1973. The changes led to significant decentralisation in the federation. Many of the powers vested at the centre were transferred to the provinces. It took almost a year to redistribute the subjects and functions among the provinces. Moreover, multiple committee meetings were held over several months to implement restructuring with consultation of politicians along with legal and other experts. A total of 17 ministries and divisions were dissolved and merged into others which included culture, education, special initiatives, environment, health, labour and manpower, local government and rural development, minorities affairs, population welfare, social welfare and special education, sports, tourism, women development, youth

affairs and zakat and ushr. Operational changes included transferring of about 61,000 staff to other ministries from dissolved ones. Funds and assets such as buildings and equipment were transferred from dissolved ministries to the provinces. In addition, transfer of development projects along with the personnel working on them was also made. There were different views regarding the 18th amendment as some viewed it as strengthening the federation while others felt that devolution weakened it. Despite a detailed working and with implementation deadlines in place, some delays in complete implementation are there mainly because of political will e.g. laws and changes in regulatory framework still needed for oil and gas ownership, higher education commissions operationalisation, provincial borrowings, employee's resettlement, old age benefit (EOBI) provincial distribution, workers welfare fund and tourism sites under Pakistan tourism development corporation (PTDC) to name a few. In addition, local government polls were held in 2015 after a gap of more than 9 years in all the provinces for the position of mayors and deputy mayors (Hussain and Kokab, 2012; National Assembly of Pakistan, 2016; UNDP, 2016). The eventual benefits of the amendment, to the citizens and in general would take time to show and need a detailed analysis going forward. Finally, the last reform agenda in place was the Vision 2025 which was agreed on and approved by the National Economic Council in 2014. It is multi-focused and is based on 7 pillars having set 25 goals for Pakistan (refer to table J1 in Appendix J). Pillar 3 is relevant to public administration and governance in Pakistan and is discussed in detail below.

The primary focus is on political stability, reducing and countering terrorism and controlling corruption. A transparent, accountable and pro-active system of governance is the eventual goal especially after the 18th Amendment which led to devolution of power to the provinces. There is also emphasis on improving communication between the centre and the provinces. Institutional capacity building is also part of the agenda facilitating the reduction in transaction costs, increasing autonomy and hopefully credibility and trust among the citizens. Civil service reforms will be focussed on capacity building, performance evaluation, career track with specialised professionals, training and setting up of National University of Public Policy and Administration (NUPPA) as a centre of excellence.

A match between training and requirements at the job will be worked on and focus will be towards an efficient public service delivery. There would also be a revamp in the approval systems and procedures to facilitate smooth running of the public sector and make it more transparent (Ministry of Planning Development and Reforms, 2015).

The criminal justice system is also being looked at with focus on providing fair and speedy justice at a reasonable cost. Police reforms focussed on public friendly policing are being worked on. The main features include capacity building, improving prosecution, changing the existing culture and creation of criminal data bases at the national and provincial level. Reforms in the tax system are also being worked on with focus on voluntary tax payments. Corruption is a major problem causing governance issues and several steps are being taken to address this which include: framing a national anti corruption strategy, an autonomous national accountability commission, strengthening audit mechanisms, developing legal frameworks, procurement reforms, freedom of information provisions and reforms in recruitment and promotion. The right to information act is part of the 18th amendment and a continuation of the endeavour first started by the freedom of information ordinance in 1997, followed by a re-initiation of the same in 2002. It hopes to create transparency in the working of the public sector as citizens would have open access to public records, those which are not pertaining to national security within reasonable restriction. Finally, E-Governance will be used as a tool to improve transparency and efficiency in the working of the government (Ministry of Planning Development and Reforms, 2015; Mustafa, 2016; Sanchez-Triana et al., 2014).

Ahmad (2013) argues that Pakistan has three waves of reform in Pakistan. First period, 1947 to 1977 which focussed on ‘generating reports’ through the work of committees and commissions, and there were a few procedural changes except for in 1973 with Bhutto’s major reforms. Second period, 1977-1998 was more of ‘development management’ with some influence of new public management and more emphasis on structural adjustment programs, advocating reducing size of government and privatisation of state enterprises. Third, 1999-present focussed on

‘development governance’ model with reforms focussed on decentralisation, devolution of power and agency formation for service delivery.

In light of the above discussion, it can be argued that due to successive change of governments leading to inconsistent policies and continuing resistance from politicians and bureaucrats, most reforms failed to materialise and were wrapped up during their infancy stage. Hussain (2007) argues that most reforms in the past were not carried out because of a lack of political will. Perhaps, the reforms of Bhutto in 1973 and Musharraf in 2001 can be considered to be somewhat radical in nature. These reforms although took time to bear fruit were to an extent able to bring about change in the existing structures and processes of the public sector (Hussain, 2007; Islam, 2005; Kennedy, 1987; Talbot, 2009).

2.3 Demographics

The estimated population as per the economic survey of Pakistan for 2014-15 was 191.7 million. The population comprises Punjabis (44 per cent), Pashtuns (15 per cent), Sindhis (14 per cent), Saraikis (11 per cent), Muhajirs (7.6 per cent), Balochis (3.6 per cent), and other smaller groups including the tribal groups in the more remote northern areas. The majority of the population is Sunni Muslim (96%) while Shia Muslims are in minority (10-15%). There are also other minorities which include Hindus, Christians, Ahmadis and Parsis (Economic Survey, 2015).

The country encompasses an area of 796,095 square kilometres excluding the disputed territory of Kashmir. The capital city Islamabad is in the north. There are four provinces in the country: Punjab, Sindh, Khyber Pakhtoonkhwa and Baluchistan. There are also certain other adjoining territories which include the federally administered tribal areas, northern areas and Azad Kashmir. The capital city Islamabad is in the north. The other major cities are the port city of Karachi, Lahore, Faisalabad, Rawalpindi, Multan, Quetta, Peshawar and Hyderabad to name a few. There are a number of highways and motorways which span the country. The major cities are all linked by rail and the major port is based in Karachi and the other port being setup is at Gwadar. The main international

airports are Karachi, Lahore and Islamabad (Economic Survey, 2015; The Commonwealth, 2016).

2.4 Economy

In case of the economy the GDP growth rate is 4.7% and the GNI stands at US\$119.5bn and per capita GNI is US\$1,560 for the year 2015-2016. The inflation rate is 2.8% in the period July-April 2016. Pakistan is an agricultural country contributing about 20% towards GDP and there are a number of natural gas reserves across Pakistan. Five year plans affect economic development of the country. The UN Human development index for Pakistan stands at 147. The spending on health and education is very low with only 0.45% and 2.2% of GDP respectively in 2015-2016 (Economic Survey, 2015; UNDP, 2015). The main public expenditure is on defence at 776bn Rupees followed by development at 594bn, and education at 537bn in the year 2014/15 (refer to table J2 in Appendix J).

2.5 Media

The media plays an important role as a democratic function in balancing the power structure of Pakistan. The media in Pakistan has faced significant censorship over the years but has been able to play its role as a significant player in the power politics of Pakistani society. Dawn, the oldest English newspaper which was founded in 1941 by Jinnah still exists in Pakistan and has one of the largest online and physical archives. It was the official government newspaper till Jinnah's demise, afterwards it became one of the most credible newspapers in Pakistan and quite critical of the state of affairs in Pakistan. The other major Urdu newspaper is 'Nawa-e-Waqt' which has one of the largest circulations. There are a number of journalist unions who claim to defend the freedom of the press e.g. the All Pakistan Newspapers Society (APNS) and Pakistan Federal Union of Journalists (PFUJ). They were significantly suppressed in 1953 through the security act to keep the media in check. In 1959, there was further censorship at the time of Ayub Khan who required articles to be proof read by officials before they could be published in the press. Through the press and publications ordinance there were further

sanctions and newspapers were forced to publish articles in favour of the government. In addition, publications with low circulation were given inside news mostly in favour of government to publish and increase their circulation. Many senior journalists were arrested and put behind bars for speaking out against the government or not writing in their favour through the security act. There was even more restriction in the tenure of Yahya Khan but then some relief when Bhutto came to power in 1970's. Zia's regime was the most brutal for the Journalists and resulted in the most censorship and arrests including torture to uncooperative individuals. When Benazir Bhutto came to power in 1988 the press enjoyed greater freedom but within certain limitations enforced by the government. The successive governments of Nawaz however, were not too inclined to face criticism from the press and ended up pressurising the press through various means. A press council was also set up by his government in 1999 to keep a check on the press having similar powers as a civil court. The Musharraf era seemed less strict with the press as private channels were allowed to operate in Pakistan by getting licenses from the government but this was parallel to setting up the Pakistan Electronic Media Regulatory Authority (PEMRA) to keep them in check. There were many instances of imposition of state censorship and harassment of Journalists. In 2007, PEMRA rules were amended giving it greater power to control the media, as the government was facing severe criticism in the wake of the lawyer's movement to free the former Chief Justice Iftikhar Chaudhary suspended by the Musharaff government and Lal Masjid extremist's situation in Islamabad. TV channels were also censored and pressurised not to cover events, protests and other programs which were critical of the government. There have been instances in the past and which still seem to exist today, where press and other forms of media collude with those in political power or position of influence to gain financial and other benefits. They are seen to report in favour of those who they side with or conceal the facts from the public. The media played an important role as potentially the fourth force in the lawyer's movement to restore the former chief justice of Pakistan (Freedom House, 2016; Jaffrelot, 2015; Pakistan Press Foundation, 2016; Wasim, 2012).

Newspapers in Pakistan have a print run of about 4 million and with approximately 20 million readers. There are also other forms of media such as FM radios which started in 1995 and are now in the dozens. There are almost 145 channels in Pakistan today and 140 million people have access to TV. The government in the past and also today continues to censor and keep a check on the media mainly press in Pakistan as reflected from being 147 out of 180 countries in the 2016 World Press Freedom Index (*Dawn, August 1st, 2007*; Media Logic, 2016; Pakistan Press Foundation, 2016; Reporters Without Borders, 2016; Wasim, 2012).

2.6 Administrative Culture of Pakistan

In light of the above discussion it may be argued that, Pakistan's pre and post colonial legacy still seems to have an impact on the administrative culture of Pakistan (Imam and Dar, 2013; Islam, 2005; Kennedy, 1987). There is a need to establish a link between the impacts of the different types of culture which exist, with that of the administrative culture of Pakistan. The following discussion is geared towards establishing that link.

Hofstede (2001) argues that culture distinguishes one group of people from others. Deresky (2003) is of the view that it consists of shared values, norms, symbols and traditions. The role of culture is quite significant as it also impacts the working of public sector organisations (Bouckaert, 2007; Deal and Kennedy, 2000). In addition, it is also shaped by the country's history and traditions (Islam, 2005). Bouckaert (2007) argues that a 'layered culture' exists, and names it as macro, meso, micro and nano. He explains that the macro culture refers to the societal culture, meso to the professional or administrative culture e.g. doctors, teachers and the police have their own culture, micro refers to the organisational culture and nano refers to the role or office an individual is in e.g. an inspector or a field worker. These different layers of cultures intermingle with each other and also have an impact on each other. This paves the way to understand the culture at play from a public administration point of view. Peters (2010) argues that culture exists at three distinct levels: Societal, political and administrative. They all influence public administration. The societal will influence the individuals in organisations;

the political will impact the relationships between the citizens and the political elites; the administrative will impact the relationship between the citizens and the bureaucracy. Therefore, there is an overlap in the different cultures and over time organisations will develop their own culture because of this. McHugh et al. (2000) argue that culture at public sector organisations has a significant impact on their working. Peters (2010) argues that cultural factors impact the working of the administrative system at two levels: internally in the working of the organisations and externally in terms of the output it delivers. It seems the bureaucratic culture has strengthened over the years and is quite strong and difficult to reform (Gregory, 1995).

Hughes (2003) argues that developing countries are seen to follow the traditional model of public administration. Especially in the case of post colonial countries, it was witnessed that strict hierarchies, a layered bureaucracy, an elitist mind set of the bureaucracy which has permanent careers in the civil service is seen to prevail. This was similar to the administrative system which still exists in Pakistan, as reflected from the continuing rigid hierarchical structure in the bureaucracy (International Crisis Group, 2010; Islam, 1989). In addition, a culture of fear exists where seniors are not questioned about their decisions or even given suggestions (Ahmad, 2013; Kennedy, 1987). The structure of the government is highly centralised which contributes to this even more (The World Bank, 1998).

Governance issues are more pronounced in developing countries because of the impact of their past and also as new nations, there is a lack of trust among the population which impacts their relationship with the politicians and also the bureaucracy. There is a tendency to align with one's own clan or ethnic group as a protective mechanism to survive in society. This results in a discriminatory attitude towards others to benefit one self and your kin (Peters, 2010). This was also witnessed in the working of the public sector of Pakistan where strong family ties, support for each other's clan, lineage and kinship play an important role (Braibanti, 1966; Kennedy, 1987; Khan, 2002).

In most developing countries after independence, the state was the largest employer and played a major role in development of the country. Post colonial

governments kept the same bureaucratic system and reforms were seen to be limited. This resulted in the ones at the lower level of bureaucracy to go up the ranks without the relevant experience and skill set. Lack of institutional support and relevant resources resulted in institutional and structural weaknesses since inception (Ehsan and Naz, 2003; Hughes, 2003). Peters (2010) argues that this led to a strong bureaucracy and military which became part of the elite, and also shaped the way public administration was carried out in post colonial countries. This was also seen in Pakistan's case where the bureaucracy became quite strong since inception because of weak political systems, successive change of governments and military interventions. Since, the bureaucracy was permanent it was relied on for all matters by whichever government was in power. The power was seen to be vested at the top within the bureaucracy making it difficult to bring about reform in the civil service as discussed in section 2.2.2.3 above (Ahmad, 2013; Islam, 2005; Kennedy, 1987; Khan, 2002).

Therefore, the public sector of Pakistan is highly centralised, hierarchical and rule based. There are significant delays and long procedures which still need to be followed as part of the colonial legacy. These factors impact the performance of employees, and in turn affect public service delivery (Ahmad, 2013; Kennedy, 1987; Khan, 2002).

2.6.1 Problems of Public Administration in Pakistan

Like other developing countries the public administration in Pakistan also faces certain issues. Klitgaard (1997) argues that in the case of Africa a lack of relevant financial compensation and facilities to the public servants has given rise to a culture of corruption. This was also witnessed in the case of Bangladesh where a missing rule of law, clientelism along with political and administrative corruption was seen to prevail (Elias Sarker, 2006). In the case of Turkey, political patronage was seen to impact the recruitment, promotion and reward of employees at the public sector leading to resistance of merit based systems (Shaw, 2002). Kaul (1996) argues that reducing corruption, accountability and transparency were seen as a recurring value which was being emphasised on in the developing commonwealth nations. Hughes (2003) argues that politicisation of the public

service is a growing concern for developing countries as benefits are seen to be given to cronies and others.

The above mentioned factors were also seen to exist in the case of Pakistan, and significantly impacted the public sector organisations working. There is a culture of trying to please ones seniors to gain benefits and also survive in the bureaucracy (Islam, 2004; Khan, 2002). Islam (2005, p.168) argues that “corruption has a long history in Pakistan”. There have been a number of cases of dismissal of public sector employees who have been prosecuted because of corruption charges since inception. It is institutionalized and has more or less become part of the administrative culture of the country. Bribery is seen to be quite common and that too at all levels. Collusion between politicians, government officials and the public are quite common, making it difficult to prosecute anyone (Haque and Khawaja, 2007; Islam, 2005; The World Bank, 1998). In a survey conducted by Transparency International in 2010, 59% of the respondents faced corruption while dealing with public sector departments and officials (Transparency International, 2010). Moreover, Pakistan has been ranked at 117 out of 168 countries in the Transparency International Corruption Perception Index of 2015 (Transparency International, 2015). Unfortunately, there are a number of high profile corruption cases under investigation against industrialists, politicians and civil servants (Dastageer, 2015; Pena et al., 2000). This growing menace of corruption has impacted the reform process as well, making it difficult for them to be implemented (Fjeldstad and Isaksen, 2008; Islam, 2005; Khan, 2002). The civil service is still seen as a prestigious job even today, mainly due to the facilities and status attached to it which is a continuing legacy of the Mughal and British era. The average civil servants almost serve 30 years and work at different positions of power and influence, developing personal relationships with politicians and others during service. This at times results in political influence in the bureaucracy and they protect each other’s interests when needed. The culture of ‘sifarish’ is still quite common where people get their work done through their connections which include family and other such ties (Islam, 2004; Islam, 2005; Peters and Pierre, 2003).

2.7 Civil Service Statistics

This section highlights the different statistics relevant to the civil service of Pakistan; the data is given in Appendix J. The total number of civil servants as per the last civil service census carried out in 2012-13 is 444,173. The railways division had the highest number of employees at 186,726 while housing and works was the lowest at 6,705 (Establishment Division, 2003; Establishment Division, 2013). The major number of employees were in the BPS (1 – 17), i.e. 70 % as reflected from data in table J4. In terms of the male to female ratio, women were only 17,129 in number i.e. hardly 3.86 % of the work force in the civil service. This shows that the civil service is dominated by males (Establishment Division, 2013). The major number of employees who were posted in Punjab was at 42 % and the lowest in tribal areas at 0.27 % as reflected from data in J5. The major number of employees belonged to Punjab at 55 % and the lowest from Baluchistan at 4.51 % as reflected from data in table J6. This shows that the civil service is dominated by the officers from Punjab. In terms of education, the major number of employees were under matriculation at 26 %, followed by matriculation at 20 % and hardly any doctorates at 0.16 % as reflected from data in table J7. This is a cause of concern, as low education levels of the work force would significantly impact the skill set available, in turn affecting service delivery (refer to Appendix J for all data tables).

2.8 Conclusion

Concluding the above discussion, it may be argued that despite multifarious issues Pakistan has survived for 70 years and been able to contribute in many areas globally including sports, music, Urdu and Punjabi dramas and other cultural traditions. There is resilience in its people which has made them strong and enabled them to weather many storms. This is also reflected in the working of the public sector where despite multiple issues they have survived and served their country to the best of their ability. Moreover, the administrative culture with its unique characteristics have a deep impact on the public sector and its workings,

and it cannot be divorced that easily when one is trying to understand and conduct a holistic analysis of the Pakistani context.

It can be argued that due to successive change of governments, inconsistent policies and continuing resistance from politicians and bureaucrats, most reforms did not bear fruit. Lack of political will was a major stumbling block in the reform process. A number of factors have been discussed in this chapter which have laid the foundations for the rest of the thesis, and enabled the researcher to justify the different aspects of the research primarily the methodology employed, empirical findings and analysis carried out. In addition, the chapter will make it easier for the reader to put things into perspective while going through the thesis.

The next chapter provides an analytical framework derived from relevant literature, for building the thesis from an international perspective on public management reform, towards a Pakistan specific model for organisational change and development in the public sector. The chapter focuses on trying to understand the concept of organisations, organisational change and its different components, the public sector and its characteristics and organisational change in the public sector of developed and developing countries. The literature gaps are also identified, and the Pollitt and Bouckaert (2011) model of public management reform is discussed as a framework to be used to fill the literature gaps, and also achieve the required objectives of the research.

Chapter 3: Literature Review

3.1 Introduction

This chapter provides an analytical framework derived from relevant literature, for building the thesis from an international perspective on public management reform, towards a Pakistan specific model for organisational change and development in the public sector. The literature review chapter focuses on trying to understand the concept of organisations and importance of the systems view in evaluating them. It then moves on to understand the concept of organisational change and its different components. The chapter then discusses the public sector and its characteristics before progressing to a detailed discussion of organisational change in the public sector of developed countries. The developing country perspective is elaborated on before discussing organisational change in the public sector of developing countries. This is followed by discussing Riggs theory of prismatic society and its criticisms. The literature gaps are then identified, and the Pollitt and Bouckaert model of public management reform is discussed as a framework to be used to fill the literature gaps, and also achieve the required objectives of the research which are fourfold. Firstly, to analyse the public sector organisations of Pakistan and develop a coherent understanding of the factors which inhibit organisational change and development in them. Secondly, to evaluate the multifaceted impact of the identified inhibiting factors on the working of the public sector organisations of Pakistan. Thirdly, to use that understanding to propose a model for public sector reforms in Pakistan and other developing countries. Fourthly, to impact the way public policy is framed. Towards the end of the chapter criticisms of the Pollitt and Bouckaert model are also discussed along with the justification of its application to Pakistan.

3.1.1 Overview of Organisations

The context chapter delineates the evolution of administrative organisations in Pakistan. Nevertheless, an understanding of the organisations in general is also essential to identify variables at work for further research and analysis. Daft (2016)

argues that the fundamental aspect of an organisation is “coordination of people and resources to collectively accomplish desired ends” (p.12). The managers play an important role to control and coordinate resources in the right direction to meet the desired outcomes (Clegg et al., 2010). The organisation appears to be unable to exist without interacting with the external environment which includes elements such as “customers, suppliers and competitors” (Daft, 2016, p.12). To develop a deeper understanding of the way organisations work along with the relationship of different variables which impact its working, the systems view of the organisation is quite relevant. It emphasizes the organisation as an open “system of interacting sub-systems and components set within wider systems and environments which provide inputs to the system and which receive outputs” (Senior and Swailes, 2016, p.5). It may be argued that, there are multifarious approaches to analyse the working of an organisation. The most pertinent facets of an organisation identified by literature review are analysed as under.

3.1.1.1 The Systems View

The systems view provides a simple and clear understanding of the main elements of most organisations and the way they operate (Robbins, 1987). The view has a number of supporters which include Checkland (1972) who used it to develop the ‘soft systems’ model to design and analyse change. Despite benefits, there are limitations to the systems view approach but it continues to be used in understanding the working of the public sector (Dunsire, 1995; Pollitt, 1993). The systems view of the organisation groups the organisation into two sub-systems: formal and informal. The formal sub-system includes elements which may be considered visible such as structure, operations, strategy and technology. The informal which may be considered invisible include elements such as politics and culture. All these factors have an impact on the way the organisations function. It must be pointed out here that the systems view is not the only way of looking at the way organisations function, there are other alternatives available (Clegg et al., 2010). Pollitt (1993) argues that the systems view has been widely applied to the public sector in one form or the other and continues to do so. Therefore, the

systems view will act as a base to understand the working of the public sector organisations under study.

3.1.1.2 PETS Analysis

One of the universal ways to understand the impact of the environment on the working of the organisation is to use the PETS analysis. This refers to the Political, Economic, Technological and Socio-cultural factors which impact the formal and informal sub-systems of the organisation along with their components, also acting as triggers of change (Analoui and Karami, 2003). The multiple factors mentioned above can simultaneously have an impact on each organisation and can be considered as the external triggers of change. Similarly, there are also internal triggers of change which include factors such as a change in the marketing strategy, a change in leadership, staff layoffs or an organisation re-designing its factory to give a few examples. The organisations are also impacted by the temporal environment. This impact is because of a shift in the industry trends and developments or because of the organisations history which helps to shape its strategy, structure and culture etc (Kachru, 2009). The internal, external and temporal factors all play an important role in acting as triggers of change and vary between different sectors and types of organisations. The organisations have to manage these triggers in a way so that they are not only able to survive but also grow (Clarke, 1994). There is a need to be aware of these triggering factors and the relevant context, when embarking on a change process in any organisation including those in the public sector.

3.1.1.3 The Significance of Context

Strebel (1996) is of the view that any type of change strategy cannot be applied to any situation in an organisation. The context has to be clearly understood before embarking on a change process. This is also more relevant in the case of public sector organisations, as simply applying models from one country to another may not suffice; local conditions and circumstances need to be kept in mind (Hood, 1991). Kuipers et al. (2013) explains ‘context’ from the perspective of the public sector as the internal and external environment which has to be kept in mind while

undertaking change, which is quite similar to the PETS, internal and temporal factors discussed earlier. Flynn (2002) argues that there are differences in the way change management is looked at in different countries and sectors. The governments of different countries also have their own priorities. Each country will have its own contextual elements which need to be kept in mind before the implementation of any change. It would be beneficial to identify negative and positive contextual elements to improve the chances of a successful change in organisations.

3.1.2 Understanding Organisational Change

Public management reforms are basically a quest for organisational change. Therefore, an understanding of the core concepts of organisational change is essential to find the way forward. It may be argued that, 'Change' is a multifaceted phenomenon in contemporary organisational theory (Kanter et al., 1992). It has been observed that 'change management' is a new area and there is a considerable overlap with other management fields such as HRM, strategic management and the like. The predominant literature seems to focus on organisational change in the private sector. The change management process is a relatively recent phenomenon in the developed world and the developing world is trying to follow suit. Over the years there has been a lot of development in this field and it has taken organisations many years and a significant amount of investment to go through change. Organisational change has been defined in a number of ways by different researchers. It may vary from small changes in organisations, e.g. upgrading computer hardware or large scale, where the organisation may be restructured. Kotter (2011) defined change management as "the utilization of basic structures and tools to control any organisational change effort". Burnes (2000) is of the view that there is no 'all-embracing' theory to understand or implement change in organisations.

It seems that change management as a concept has evolved overtime, and the developed world has made a significant investment of time and money to reach the place they are in. There is increased globalization and competition has increased fourfold. It is imperative for organisations who want to survive that they embark

on a journey to not only change their policies but also strategy (Hampel and Martinsons, 2009). The world is a global village and due to technology being very fast paced the challenges going forward are immense. Therefore, change is inevitable due to the changing dynamics everyday (Drucker, 1999). This is also relevant to the public sector organisations, as there is a need to bring about change in them for their survival in a fast paced dynamic world (Coram and Burnes, 2001; Hendriks and Tops, 2003). A discussion on different relevant features of change is given in section K1 of Appendix K. They are relevant to understand as they are also observed in the public sector. In terms of applicability and relevance to the current research, Pollitt and Bouckaert (2011) argue that the planned approach to change is more pertinent in the case of the public sector.

3.1.2.1 Models of Change

There are a number of models of change which exist but as Burnes (2000) points out, that there is no one holistic model which can be used to understand or implement change in organisations. One of the main objectives of this research is to identify factors which inhibit organisational change and development in the public sector organisations of Pakistan. The relevant way to engage with the literature would be to extract the different factors which have an impact on the working of public sector organisations, and discuss how they influence organisational change and development. This would help to develop a coherent understanding of the factors which have an impact on organisational change in the public sector and address the main objective of the research going forward. This is an exploratory research to understand the case of the Pakistani public sector and discussing the different models of organisational change would be outside its scope.

3.1.3 The Public Sector

Emergence of public sector organisations in Pakistan has been discussed in the context chapter, in the light of the limited literature available on the subject in Indo-Pakistan sub-continent. A broader understanding about the working of the public sector can be developed by review of worldwide literature on the subject.

The public sector in the case of most countries provides basic government services which include the police, military, education, public transport and healthcare etc. The public sector has very distinct contextual elements which include political, economic and social factors which impact its working (Pollitt, 1990). In addition, there is a constant pressure to cater to citizens demands, frame public policy and provide relevant and efficient public services (Cummings and Worley, 2014).

3.1.3.1 Characteristics of the Public Sector

There is a considerable difference between the public and private sector (Pollitt, 2003). This difference can be categorised into four areas: structure and values, number of decision makers, multiplicity of stakeholders and their access, and intergovernmental relationships (Cummings and Worley, 2014). The value system of the public sector is focussed towards the attainment of public good and caters to the requirement of the population. The political-administrative structure supports the attainment of these values. However, there are a significant number of decision makers in the public sector making it difficult to establish responsibility and accountability. There is also an element of centralised control and lack of delegation which is observed, limiting the power which can be exercised by subordinates. The public sector is unique in the sense that there is a multiplicity of stakeholders that exist. This includes citizens, political parties, interest groups, corporations, employees and other foreign governments to name a few. This makes the working of the public sector quite complicated, and the primary stakeholders i.e. the politicians and the public servants have to make sure that they act responsibly, and are not pressurised by the different stakeholders who are involved. In addition, organisations operating at different levels i.e. federal, provincial and at the local government level are seen to share resources, power and responsibility. This creates an operational environment where there is need for close coordination, optimum resource sharing and clear communication for smooth working of the organisations and efficient service delivery (*ibid.*).

In light of the above discussion it can be argued that the public sector is quite different compared to the private sector. Therefore, certain characteristics and

contextual elements are important to understand before embarking on any change process in the public sector.

3.1.3.2 Agency Classification

Wilson (2000) has classified government agencies according to the type of work they do. There are basically four types of organisations: Production, procedural, craft and coping. They differ from each other in their outputs and outcomes. Output refers to the work the agency does e.g. Doctors or police officers on a daily basis e.g. number of tickets issued by the police. Outcome refers to the impact on the world because of the output i.e. the result of the agency's work e.g. a reduction in crime. These classifications are equally applicable to the case of the Pakistani public sector. A brief description of the nature of each type of organisation is given below along with examples of Pakistani organisations.

1. Production

A production organisation is classified as one in which the output and outcome both are observable. It appears most government organisations lie in this domain e.g. police, post office and passport office. In the case of Pakistan they include National highways and motorways police, Punjab police, Directorate general of immigration and passports, Pakistan post office department and Pakistan state oil.

2. Procedural

A procedural organisation is classified as one in which the output is observable but the outcome is not e.g. planning organisations and armed forces during peace time. In the case of Pakistan they include Ministry of planning, development and reforms, National institute of public policy and Pakistan institute of development economics.

3. Craft

A craft organisation is classified as one in which the outcome is observable but the output is not e.g. investigation agencies. In the case of Pakistan they include the

National accountability bureau, Federal investigation agency and the National counter terrorism authority.

4. Coping

A coping organisation is classified as one in which neither the output nor the outcome is observable e.g. a university. In the case of Pakistan they include the Punjab University, Government College University and the National University of science and technology.

These four different types of organisations have their own dynamics which need to be taken into account by public sector employees and their managers. This awareness will help them to manage the organisations appropriately and also achieve the required organisational goals. In the case of production organisations, it must be ensured that all relevant outcomes are being recorded. It may be easy to do this in certain organisations e.g. the postal service compared to others like the tax department. It has been observed in the case of procedural organisations that standard operating procedures are quite important, as they ensure that the organisations function smoothly and required outputs are achieved. Craft organisations focus on goal-oriented management, and their managers instil relevant skills and a shared commitment in their employees. This enables them to serve in a dedicated and honest manner. In the case of coping organisations there is a likelihood of disagreement between the managers and the employees. This is mainly because both output and outcome are not observable. The managers have to be aware of their own limitations and be very careful when dealing with complaints. They also have to be cautious when evaluating the work and actions of their employees (Wilson, 2000). The characteristics of the different type of organisations discussed above are also observed in the case of the Pakistani public sector.

3.1.4 Organisational Change in the Public Sector of Developed Countries

Having discussed the concept of organisational change and its different components, the chapter moved on to the public sector, its characteristics and the way agencies are classified. Going forward, there is a need to discuss and develop an understanding of organisational change in the public sector of developed countries. This will help to explore and elaborate on the different factors which impact organisational change in the public sector of developed countries, and pave the way to have a similar discussion from the perspective of public sector in developing countries. There are a number of common factors which are observed which impact the public sector of both developed and developing countries, justifying the use of the Pollitt and Bouckaert model of public management reform as a framework to understand the case of the Pakistani public sector.

In the public sector context, the term 'reform' is more commonly used than change. It is considered to be planned, more intentional and does not mean total innovation (Pollitt and Bouckaert, 2011). Bevir et al. (2003) emphasised the importance of new public management (NPM) and its influence on the reform process in the public sector. Organisational change in the public sector appears to be directed towards the attainment of NPM agenda (Kuipers et al., 2013). Hood (1991) describes NPM as management practices adopted from the private sector and applied to the public sector. He argues that NPM is also related to other administrative developments. These include four elements: trying to reduce government expansion by limiting public spending and hiring, emphasis on privatisation, use of technology for public service provision and focus on an international public management agenda which includes policy formulation, decision making options and increased cooperation between different governments. NPM was seen to emerge towards the end of 1970s and early 1980s. It gained momentum in UK under the Thatcher regime and also in the USA under Reagan, New Zealand and Australia were seen to join later. The apparent benefit of NPM reforms encouraged OECD countries and others as well (Gruening, 2001). Pollitt (2007) argues that NPM operates at two levels. At the higher level it is a theory

that public sector improvement can take place through the use of private sector ideas, while at the lower level it consists of a number of specific ideas and practices. These include: focus on performance by measuring outputs, emphasis on specialised, small, efficient and flat organisations, use of contracts as principal instrument for coordination, use of market type mechanisms such as performance based pay, customer focus and use of total quality management systems. Hood (1991) gave a complete list of the components of NPM elaborated below:

1. Professional management where managers are free to manage their organisations.
2. Clear standards and measures of performance with given targets.
3. More emphasis on output controls with resource allocation being performance linked and more focussed on results.
4. Breakup into smaller units which are specialised, lean with a flat structure.
5. Increased competition through the use of contracting and tendering processes.
6. Emphasis on private sector management practices such as rewards and flexible hiring.
7. Emphasis on efficient resource use with focus on cutting excess costs and a regulated labour (*ibid.* pp.4-5).

There is an overlap in the certain features of NPM mentioned by Hood (1991) and Pollit (2007). The NPM agenda is focused more on the market mechanism and a private sector focused culture in the public sector (Lynn, 1998). It seems that NPM is more of a “menu of choices” from which countries can decide on what suits them from the agenda (Manning, 2001, p.298). A number of countries were seen to adopt the NPM agenda with varying responses in each e.g. UK, New Zealand, Denmark and Sweden. The impact, results and direction of change in each was quite different (Hood, 1995). It appears that countries who carried out NPM type reforms did not exercise all the choices from the menu. There were different levels of execution across countries. The UK was seen to contract out its public service production and also privatise state owned enterprises. USA was seen to reform its financial management and also federal administrative practices. Japan’s reforms

were concentrated towards electoral reforms, focussing on political corruption and privatisation of state enterprises. Italy was seen to focus on local government reforms and also reforming its bureaucracy, trying to improve their accountability and efficiency. Germany was seen to corporatize its public utility companies and also privatise state owned enterprises. Australia was seen to improve its financial management. New Zealand was also seen to undertake a number of NPM reforms which focussed on financial management, corporatisation of state enterprises and also their privatisation (Dunleavy, 1994). NPM reforms appear to be beneficial in reducing costs, bringing about efficiency and improving service delivery. Moreover, performance management systems have improved the working of HR and financial management systems seem to improve accountability (Minogue, 2001). Governments were seen to decentralise and reduce the size of their public sector which significantly improved the services being offered to the public (Manning, 2001). Gruening (2001) argues it was these potential benefits which encouraged other countries to try and emulate NPM type reforms.

Despite potential benefits there appears to be considerable criticism against NPM type reforms and the way they are implemented. Pollitt (2003) emphasizes the importance of context in the reform process. He argues that reforms cannot be simply copied from one context and implemented in another e.g. transferred from one country to the other. There seem to be differences in the way reforms are carried out in different countries and sectors. The governments are also seen to have their own priorities. Each country's contextual elements need to be considered before undertaking any reforms. It seems beneficial to identify negative and positive contextual elements to improve the chances of successful change. This is also relevant to the case of NPM type reforms as there is no 'one size fits all' reform agenda (Flynn, 2002). It appears NPM type reforms are not suited for every country. There are certain conditions which need to be met beforehand which include: a developed market sector which facilitates a market oriented reform agenda, proper external controls and clearly defined roles of politicians and bureaucrats who are not only fair in their dealings but also follow rules. These factors would hopefully facilitate the reform process which needs to have a planned approach to be potentially successful (Schick, 1998). It is not entirely

possible to copy the system and structures of one country to another. Countries usually try to adapt the relevant systems to their conditions to benefit from a reform process (Bale and Dale, 1998; Ferlie et al., 2005). The contextual issue is further elaborated by discussing the potential of implementing private sector practices in the public sector, which is at the heart of NPM. Flynn (2002) is of the view that there may be considerable risk by adopting private sector ideas in the public sector. This is primarily because the public sector has very distinct contextual elements which include certain political, economic and social factors which are missing in the private sector (Cummings and Worley, 2014; Pollitt, 1990). These factors seem to impact the working of the public sector. Moreover, politicians seem to have a relationship with public sector employees which appear to impact their independent working, a phenomenon missing in the private sector (Singh, 2003). Kaboolian (1998) argues that although NPM argues for decentralisation it appears that with increasing power being given to managers in the public sector, authority and decision making gets centralised. This increased independence seems to be risky and may lead to unethical behaviour causing accountability issues, although NPM is a proponent of transparency (Barberis, 1998, Minogue, 2001).

Having discussed the concept of NPM and its impact there is a need to develop a coherent understanding of literature on the public sector related to change. Drawing on the research by Pettigrew et al. (2001) would be beneficial in this regard. They advise on dividing the change literature into context, content, process, outcomes and leadership, which is an additional variable proposed by Kuipers et al. (2013) because of its growing importance in the field. The 'context' refers to the organisations external and internal environment. 'Content' refers to the organisations structure, processes and strategies. The 'process' refers to the processes involved in the change implementation. 'Outcome' includes experiences of those involved with the change. 'Leadership' includes stakeholders or individuals having an impact on the organisations working, or running the organisation as heads or managers (Kuipers et al. 2013).

3.1.4.1 Context

Paton and McCalman (2008) have identified a number of triggers of change which include political, economic, socio-cultural and technological factors at the external level, and internal triggers such as staff layoffs or a change in organisational strategy. Pollitt and Bouckaert (2011) almost had a similar view and defined five forces which impact change in public sector organisations and included: socio-economic forces, political system, administrative system, chance events and elite decision making. Christensen (2002) emphasised on the importance of internal as well as external contextual factors impacting change in the public sector e.g. in the case of Norway, Sweden and USA. DiMaggio and Powell (1983) also argued that environmental pressures act as a catalyst for change in public sector organisations. Moreover, Rainey (1997 in Pollitt 2003) argued that the environmental factors faced by public sector organisations are quite distinct from the private sector and include factors such as political interference. Therefore, a number of contextual factors impact the working of public sector organisations and in turn affect the reform process in them.

The public sector is seen to face considerable pressure from different economic forces. Pollitt and Summa (1997) argue that economic pressures result in governments embarking on a public sector reform process. These pressures could be international, regional or local. Mascarenhas (1993) believes that rising globalization and strained economic conditions act as international triggers for reform. Moreover, Farazmand (1999) argued that global economic forces such as IMF, WB and WTO impact administrative systems and in turn the reform processes in the public sector. The international inter-dependence, and being part of regimes such as the WTO results in governments being pressurised to bring about change. This could also be because of being part of a specific region e.g. Europe, which is governed by certain rules and regulations which member countries have to comply with (Bevir et al., 2003; Dismitrova, 2005). Internal economic factors also impact the change process (Lindquist, 1994). Hood (1996) is of the view that factors such as inflation and unemployment act as internal triggers to reform. Aberbach and Christensen (2001) explained that economic

constraints were one of the reasons for public sector reform to be initiated in New Zealand. The change in social factors such as values and tastes were also seen to act as drivers of change in the public sector (Kaufman, 1985; Van Wart, 1998). Maddock (2002) emphasises on the role of media as an important social force, in the way it portrays news and its impact on any change process in the public sector. The coverage in the media makes the stakeholders conscious of the reform process in the public sector which may result in a public debate on it. Therefore, the media plays an important role by highlighting the areas of improvement in the public sector, so changes could be made by the relevant stakeholders (Jones and Kettl, 2003). Demographic change also acts as a trigger for change, where existing services are unable to cater to the growing population. In addition, the nature of population increase also impacts the type of services required e.g. a growing old age population would perhaps strain the health services (Egeberg, 2003; Lindquist, 1994).

The government seems to play a pivotal role in any change process through their policies, decisions and funding. They decide on what needs to be prioritized and also disseminate funds accordingly (De Boer et al., 2007). Weissert and Goggin (2002) also emphasized the role of political involvement in any change process. Political will appears to be central to any change process. Wise (2002) is of the view that budgetary constraint acts as a driver of change, as governments have to undertake relevant changes in their public sector for its sustenance. This could be in the form of cutting existing fund allocation or making changes to improve utilisation of funds and decrease wastage. In certain special circumstances such as a financial crisis the flow of funds is restricted and governments feel an urgency to undertake changes in the public sector (Hendriks and Tops, 2003). Boyne (2003) is of the view that the availability of adequate resources is fundamental for any change effort. This is also important because at times reforms are initiated but due to limited funds they are unable to go through and be sustainable (Thomas, 2006).

The political system also has a significant impact on the reform process, where political parties in power have a dominant role to play in the type of reforms which are carried out (Pollitt and Summa, 1997). This view was also supported by Wright

(1994) in the case of Europe during transition. Government policy acted as a driver for change as was seen in the case of Norway, where minorities were favoured for recruitment in the immigration department (Wise, 2002). Lack of political will makes it difficult for the reform process to go through even if all the other stakeholders are on board (Peters and Savoie, 1998). Askim et al. (2009) are of the view that public pressure also acts as an important driver of change in the public sector. The public is not satisfied by the services being offered to them and there is a growing demand for improvement. This pushes the government to bring about relevant changes in the public sector and improve service delivery (Coram and Burnes, 2001; Mascarenhas, 1993).

McHugh et al. (2000) argue that culture at public sector organisations has a significant impact on their working. The prevalent culture at the organisation is seen to play an important role in facilitating the change process (Brooks and Bate, 1994). Newman et al. (2000) argue that an organisation with an open culture which encourages discussion and feedback is more conducive to change. Askim et al. (2010) argue that existing administrative cultures in the public sector may inhibit the reform process, as it would challenge the status quo. Moreover, a clash in the organisational and professional culture may affect execution of reforms. Historical legacies are also seen to impact the reform process as there is a significant impact of the past on the working of the public sector. This can be seen in the case of countries which were colonized in the past (Olsen and Peters, 1996).

Vann (2004) argues that new technologies also play a role in acting as a trigger for change. The organisations need to make relevant changes to enable new technology to be adopted which is important for their survival (Kamensky, 1996). Ciborra (2005) elaborates the importance of information technology (IT) in change efforts going forward as technology is also constantly changing. Willcocks (1994) is of the view that the lack of proficiency in the use of technology at the senior management level acts as a hindrance to the introduction of new technology. Similarly, O'Neill (2009) explains with the example of New Zealand and the role and benefits of e-government initiatives e.g. land record digitalization which impacted change in the public sector.

The role of elite appears to be central to the reform process (Meyer-Sahling et al., 2011). Pollitt (2001) argues that the elite were seen to play a pivotal role in the reform process in Europe. They were central to not only the decision making process but also acted as gate keepers for the reforms to be initiated. Aberbach and Christensen (2001) argue that the elite played a central role in the reform process in New Zealand. This was also witnessed in the case of Norway (Christensen, 2003).

In light of the above discussion it can be argued that a number of contextual factors impact the working of public sector organisations and act as triggers of change in their own specific way.

3.1.4.2 Content

The role of structure, systems and processes are quite important in bringing about change. They are seen to be interlinked with each other but may have an independent impact on the reform process as well (Ridder et al., 2005). Pollitt and Summa (1997) are of the view that the administrative structures are pivotal in facilitating change. The administrative system appears to have impacted the reform process in the case of many European countries (Painter and Peters 2010). In certain cases, it may have facilitated the process of change but in others e.g. Australia and Sweden existing rules and procedures hindered it (Kettl, 1997). O'Brien (2002) argues that the public sector exhibits a rigid structure which impacts the change process in organisations. The strong hierarchies make it difficult to bring about change. Newman et al. (2000) are of the view that an organisation which has slightly less rigid structures are more likely to change.

Re-organisation has also been seen to impact change in public sector organisations (Boyne, 2006). This can be due to privatization as Grantham (2001) emphasized or due to mergers (Kavanagh and Ashkanasy, 2006). Norway undertook privatisation of its state telecommunication and oil companies as part of its public sector reform agenda. De-centralisation was also seen as part of the reform process in Norway to empower the regional and local level administration (Christensen, 2003). Farazmand (1999) is of the view that privatisation is part of the reform agenda of

global forces such as IMF and WB. This puts pressure on the governments to privatise state owned enterprises as part of structural adjustment programs.

In light of the above discussion it can be argued that a number of content factors impact the working of public sector organisations and affect change in their own specific way.

3.1.4.3 Process

There appear to be different views about the impact of government in the change process. Wollman (2000) is of the view that limited interference of the government during the change process makes it more successful. Reichard (2003) also had a similar view and emphasized on the role of consultants in the change process. In the case of Switzerland, it was seen that they were able to benefit significantly from consultants during their reform process (Schedler, 2003). Jones and Kettl (2003) also emphasised the role of consultants employed by Taiwan and Thailand in their public sector reform process.

Employees play a pivotal role in the working of any organisation and are seen to be resistant to change (Kotter, 1996). They are mainly hesitant of the change process due to the insecurities and fears that they feel exist (Hannan and Freeman, 1984; Oreg, 2006). McHugh and Bennett's (1999) argue that employees find it difficult to challenge the status quo for change to take place. Moreover, they are also limited at times because of their inability to move away from their own comfort zones (Barnhart, 1997). Johnson and Leavitt (2001) were of the view that employee participation at all levels during implementation of change limits resistance. Moreover, it appears that employee ownership of the change process facilitates change at organisations (Hurley et al., 1992). Judson (1991) on the other hand emphasized the utilization of rewards to cater to employee resistance to change. Thomas (2006) had a similar view and emphasized on an incentive system to cater to any resistance. Kettl (1997) argues that the capacity and skill set of the employees in the public sector needs to be enhanced for the reform process to be carried out and be beneficial. It appears the way the employees are treated by their

superiors not only impacts the change process but also their dealing with the general public (O'Brien, 2002).

In light of the above discussion it can be argued that a number of process factors impact the working of public sector organisations and influence change in their own way.

3.1.4.4 Outcome

Bevir et al. (2003) emphasised the importance of NPM and its influence on the reform process. Organisational change in the public sector appears to be directed towards the attainment of NPM agenda (Kuipers et al., 2013). Pollitt and Bouckaert (2004) highlighted the use of values for looking at change in the public sector. Hoque and Kirkpatrick (2008) emphasised on the importance of organisational efficiency as a change outcome. In the study by Kuipers et al. (2013) they used values like efficiency and transparency, which are primarily NPM values as criteria for outcomes. Christensen et al. (2002) also stated that public sector reforms are carried out to increase productivity and efficiency e.g. as was seen in the case of Sweden where this was central to the reform agenda. Sminia and Van Nistelrooij (2006) also argued that transparency is an important change outcome to be observed.

Kamensky (1996) is of the view that public pressure acts as an impetus to bring about change in the public sector. In addition, public dissatisfaction with the bureaucracy also acts as a trigger for change (Christensen et al., 2002). The satisfaction of the public using the service is quite important to gauge the effectiveness of change (Chen et al., 2006). This is closely linked to assess whether the reforms were able to have the desired outcome (Jerpersen et al., 2002). Sharma and Hoque (2002) also highlighted the importance of client satisfaction as a useful criterion to measure change outcome.

In light of the above discussion it can be argued that a number of criterion e.g. efficiency and transparency can be used to measure the outcome of the reform process and gauge its impact on the public sector organisations.

3.1.4.5 Leadership

Kotter (1996) and Charlesworth et al. (2003) have identified leadership as a pivotal factor in organisational change. Leadership in the public sector can be termed as political, bureaucratic or administrative (Trottier et al., 2008). The political leadership plays an important role at the decision making stage, and the bureaucratic leadership at the implementation stage of a reform process (Askim et al., 2009). The role of political leadership is fundamental in any change process to take place (Christensen et al., 2002). Administrative leadership in the case of public sector organisations is synonymous with the head of the organisation (Chustz and Larson, 2006). Hennessey (1998) argues that the support of the top management is pivotal for successful change in the public sector. The head of the organisation identifies the need for change and convinces other employees and the relevant stakeholders for support (Fernandez and Rainey, 2006). The leadership not only needs to be credible, but also competent and well trained to have a positive impact on the change process (Gabris et al., 2001; Kavanagh and Ashkanasy, 2006).

Nunberg (1999) is of the view that the bureaucracy is quite strong and can either facilitate or sabotage the reform process. It seems to be quite difficult to change the bureaucratic culture to bring about reform in the public sector (Gregory, 1995). The administrative leadership is seen to have association with the political leadership at times and act in accordance with their will. This seems to impact the independent decision making at the organisation (Christensen, 2003). The ministers and senior civil servants are seen to play a pivotal role in framing the reforms, but during implementation the capacity of the lower staff is also quite important for the reforms to be successful (Pollitt, 2001). Wallin (1997) and Thomas (2006) emphasize on the role of stakeholders and their alignment with each other as an important factor for successful reforms to take place. Borins (2002) also supports this view and argues that trust between different levels of leadership is necessary for any reform process to be fruitful. Reforms seem to create uncertainty and create an element of fear among those who are involved (Oreg, 2006). Abramson and Lawrence (2001) emphasise the importance of

communicating the need and urgency of change to not only the relevant stakeholders, but also to the employees who are going to be impacted by the change process. In addition, the leader of the organisation needs to provide a vision and plan of action for the change to go through (Judson, 1991; Kotter, 1995). Wise (2002) is of the view that clarity in the agenda is essential for the leadership in public sector organisations to implement change. Ill planned change efforts limit the chances of success and cause issues for everyone involved (Fernandez and Rainey, 2006). Moreover, successive change of leadership causes instability and makes it difficult for organisational change to take place in the public sector (Holzer and Callahan, 1998).

In light of the above discussion it can be argued that the leadership plays a pivotal role in the working of public sector organisations and also impacts the reform process in their own specific way.

3.1.5 The Developing Country Perspective

The significance of context in the reform process is equally important in the developing country's perspective. Flynn (2002) argues that there are differences in the way change management is looked at in different countries because each country's government has their own priorities. The contextual elements of each country need to be kept in mind before the implementation of any reforms. There is a growing concern about the potential of transferability of management ideas and theories of organisational change from one country to the other. This is more pertinent in the case of public sector organisations of developing countries, as there needs to be awareness of the local conditions and circumstances, simply applying western models to them may not suffice (Hood, 1991). Pollitt (2003) also emphasizes the importance of context in the reform process and argues that reforms cannot be simply copied e.g. transferred from one country to the other without taking into consideration the relevant contextual elements.

It seems that there is a growing influence of NPM agenda in public sector of developing countries as was witnessed in the case of South Asia, Africa and many others (Cheung and Scott, 2003; Therkildsen, 2000). The potential benefit from

NPM reforms encouraged many countries to adopt them (Gruening, 2001). There appears to be growing criticism against NPM type reforms in developing countries. Schick (1998) argues that there needs to be a developed market sector before market oriented reforms which are the core of the NPM agenda can be implemented. An underdeveloped market structure and weak external controls, without a strong rule based government would undermine the potential benefit of the reform process. Elias Sarker (2006) evaluated the impact of NPM experiments in different countries. He argues that there needs to be certain conditions in place before NPM type reforms can be introduced in developing countries. Fundamentally, a developed management infrastructure which is able to handle market focussed reforms. It appears NPM type reforms may be unsuitable for developing countries because of their low administrative capacity, deep rooted nepotism and the menace of corruption (Polidano, 1999; Polidano and Hulme, 2001). Moreover, developing countries have implemented selective elements of the NPM agenda making it difficult to evaluate the impact of reforms (Turner, 2002). It is not easy to transplant reforms from one country to the other without making the relevant changes to the reform agenda. Developing countries need to adapt the agenda according to their own circumstances and learn from the experiences of countries which have been successful (Bale and Dale, 1998). It appears that developing countries end up adopting the NPM agenda because of international pressure without evaluating the political and socioeconomic repercussions. The local environment and administrative culture needs to be taken into consideration for reforms to be beneficial. This is of prime importance in a developing country scenario because of the weak institutional and organisational structures which exist (Ehsan and Naz, 2003). McCourt (2001) argues that the state's capacity is an important element for the implementation of NPM type reforms. Moreover, it seems difficult to successfully adopt the NPM agenda if the relevant resources and managerial capacity is missing (Caiden and Sundaram, 2004). Haque (2005) argues that it is difficult to carry out elements of the NPM agenda such as privatisation because of limited administrative capacity and lack of expertise in developing countries. Turner and Hulme (1997) are of the view that despite being aware of the importance of contextual factors in the implementation of reforms,

there is considerable international pressure on developing countries to adopt the NPM model. Therefore, countries need to try and adapt the reform agenda to their own conditions to get potential benefit (Bale and Dale, 1998; Ferlie et al., 2005). It seems there are numerous public management reforms being carried out in developing countries and NPM type reforms are only a part of them. At times there are reforms being carried out which may possibly be in conflict with the NPM agenda. Therefore, a significant part of reforms being carried out in developing countries may be totally distinct from NPM e.g. controlling corruption, capacity building and political reforms (Polidano and Hulme, 1999).

3.1.6 Organisational Change in the Public Sector of Developing Countries

It appears literature in the case of public sector in developing countries cannot be neatly divided as was seen in the case of the developed country scenario. The literature predominantly discusses country examples as cases and focuses on the nature of reforms, their impact and factors which impacted them. The proceeding discussion has been organised to elaborate on the different factors which have an impact on the working of public sector organisations in different developing countries from the prospect of reforms. There are certain common factors which are observed which impact the public sector of both developed and developing countries.

Laking (1999) is of the view that public sector reforms being carried out in developing countries need to take into account the local context, and it cannot simply be a model being followed in the developed countries. Heeks (2002) argues that the country context is very important for the success of any change initiatives. He discussed the implementation of information systems in developing countries and the issues which arise. In case of the Philippines and India, initiatives were seen to fail or be partially implemented, because contextual factors were not considered by the donor agencies when they were designing the projects.

Batley (1999) is of the view that governments of developing countries face internal and external pressures to bring about change in their public sector. Ten developing

countries were looked at in the research which included Ghana, India and Sri Lanka. A number of factors were highlighted which impact the reform process. Socio-economic forces are seen to act as triggers for reform to take place (Common, 1998). Financial crisis was observed as a trigger to carry out reforms across many commonwealth and developing countries. The governments resources are strained which makes it difficult to sustain a large public sector, and relevant changes have to be made to control public expenditure (Batley, 1999; Kaul, 1996; Laking and Norman, 2007). Nakamura and Koike (1992) argued that weak economic conditions resulted in the need for reforms in the public sector of Philippines and Malaysia in the 1990's. In the case of Malaysia, it was observed that the internal economy which was heavily dependent on exports, and external economic conditions deteriorated by recession, triggered the need to bring about reforms (Siddiquee, 2006). Rondinelli et al. (1989) argue that demographic change in developing countries results in pressure on the public services resulting in a need for change. This was also witnessed in the case of Turkey where the existing public sector was unable to facilitate the needs of the growing population (Shaw, 2002).

Polidano and Hulme (1999) also argue that external pressure from donors acts as a trigger for public sector reform. It appears donor funded projects are heavily influenced by the donors in terms of the type of projects to be undertaken and the nature of the reforms. In addition, there are conditionality's involved which need to be met to get requisite funds. The impact of donors and aid conditionality was a recurring phenomenon across the ten developing countries studied by Batley (1999). Laking and Norman (2007) studied the public sector reform experience of a number of commonwealth countries. They argue that in the case of sub Saharan Africa, donors such as IMF and WB pressurised governments through their structural adjustment programme to downsize and privatise underperforming state owned enterprises. The impact of structural adjustment programs was also witnessed in the case of Bangladesh (Elias Sarker, 2006). There was also a growing tendency to outsource underperforming public sector functions as part of the reform agenda e.g. in Nepal and Tunisia where tax collection was outsourced (Rondinelli et al., 1989). James and Manning (1996) observed privatisation to be part of the donor reform agenda in a number of countries including Chile, Ghana,

Jamaica and the Ivory Coast. Grindle and Thomas (1989) argued that donor pressure was witnessed in the case of Indonesia, Mali and Jamaica. These countries were forced to give in to certain conditionality's as part of the reforms due to their aid dependence on international organisations such as the IMF, WB and USAID. Tanzania was also seen to reorganise its public sector because of donor pressure (Therkildsen, 2000). Shaw (2002) argues that Turkey faced considerable pressure to bring about change in its public sector from IMF, WB and also the EU as Turkey wants to be its member. In the case of Malawi, there were severe coordination issues as multiple aid agencies which included IMF, WB, EU and others, were all involved in the public sector reform process (Polidano, 2001). Malawi's reform agenda suffered at the hands of donors as funds were delayed making it difficult to sustain the running projects (Adamolekun et al., 1997). In the case of Vietnam, there was donor pressure on the government to undertake reforms but they were shaped significantly by the local administrative structures which were highly centralised (Painter, 2003).

The powerful political and administrative elite were also seen to play a pivotal role in enabling the reforms to go through in many developing countries. It was difficult to get support from them on anything which they felt challenged the status quo. This led to a lack of ownership of the reform agenda reducing the chances of their potential success (Batley, 1999). Polidano (2001) is also of the view, that a lack of ownership of the reforms in developing countries affects the outcome of reforms, as was observed in the case of many African countries. Political will is central to any reform process as the political leadership not only facilitates the administrative leadership to take ownership but also support the reform agenda because of it. Common (1998) is of the view that elites were seen to play a significant role in the reform process in Asia and Africa and seem to be influenced by the reform models of the west. The role of political elites was also quite significant in the reform process in most commonwealth countries e.g. in the case of many African countries, specifically Nigeria and Uganda where they were seen to patronise civil servants for their own benefit (Laking and Norman, 2007; Therkildsen, 2000). Political will and a committed administrative leadership were key to the implementation of reforms in a number of developing commonwealth

nations e.g. Uganda, Malta, Jamaica and Tanzania. The support from politicians not only facilitated the reforms but also ensured that they were sustainable (Kaul, 1996; Therkildsen, 2000). In addition, the role of the bureaucratic elite is central to the reform process, as their role is not only confined to help frame the reforms but also implement them (Lynn, 1998). Grindle and Thomas (1989) argued that for the elite personal benefits were the driving force for supporting specific reforms in developing countries e.g. in the case of Ghana, Kenya and Columbia. Klitgaard (1997) argues that many countries in Africa suffer from political interference in their public sector. This leads to a lack of professionalism and inability to take independent decisions. In the case of Turkey, the party in power was seen to play a significant role in the reform process as potential reforms which impacted their power base and political patronage were resisted (Shaw, 2002). In the case of Malaysia, Dr Mahathir as the Prime Minister was seen to play an instrumental role in undertaking reform initiatives. It was interesting to note that the political and administrative elite were also supportive of the reform agenda and flexible to adopt it (Siddiquee, 2010). In the case of Malawi it was observed that a strong political will facilitated the privatization process as part of the reform agenda (Adamolekun et al., 1997). The role of the political elite was also central to the reform process in the case of Vietnam (Painter, 2003).

Nakamura and Koike (1992) argue that citizen's pressure acts as a trigger for reform in the public sector of developing countries. The exposure of the public through the media to the developed world's lifestyle, wealth and facilities results in a demand for better public service provision at home. This public pressure to improve the public sector because of inefficiency and service delivery issues was also witnessed across many commonwealth countries (Kaul, 1996; Laking and Norman, 2007). Citizens were also seen to exercise pressure to bring about change in a number of African countries as they were unsatisfied with the inefficiency and corruption in the public sector (Therkildsen, 2000). Lynn (1998) argues that similar pressures were witnessed around the world to bring about change in the public sector e.g. in Mexico and other Latin American countries. Increasing expectations from the citizens to improve public service delivery was also seen as a pressure to

bring about change in Malaysia, Vietnam and Bangladesh (Elias Sarker, 2006; Painter, 2003; Siddiquee, 2006).

Kaul (1996) argues that the inherent structures and systems in the case of developing countries make it difficult to bring about change. This could also be because of the continuing colonial legacies in the case of certain countries (Olsen and Peters, 1996). It was observed in the case of Mongolia that the administrative structure and culture both had to be taken into account before embarking on any change agenda, as the country was in transition from a centrally planned economy (Laking, 1999). Laking and Norman (2007) argued that in many commonwealth countries, organisational culture being resistant to reform was a recurring phenomenon, observed in the case of Trinidad and Tobago, Namibia, Fiji and Samoa. The colonial legacy of rigid structures and its typical administrative culture was seen to impact the reform process in a number of sub Saharan Africa and other countries as well e.g. Mauritius, Mozambique and Botswana (Schuppan, 2009). Colonial legacies were also seen to impact the reform process in Malaysia and Bangladesh where existing administrative structures were quite rigid and made it difficult to bring about change (Elias Sarker, 2006; Nakamura and Koike, 1992). Similarly, Turkey was seen to inherit a highly centralised administrative structure with a strong bureaucracy from the Ottoman Empire, legacy of which continues making it difficult to bring about any reforms (Ozbudun, 1996).

A lack of relevant skills and capacity of the civil servants has also acted as a hindrance to reform in many commonwealth countries e.g. in the case of Ghana, Zambia, Maldives and Tanzania (Kaul, 1996; Laking and Norman, 2007). This was also witnessed in the case of many African and sub Saharan African countries where an unmotivated, unskilled staff with a low capacity caused inefficiency and inhibited the e-government related reform processes. These factors caused significant delays and issues in implementation of the reforms and potential benefit from them was undermined (Klitgaard, 1997; Schuppan, 2009). It was observed in the case of Tanzania's health sector reforms that capacity constraints at the departmental level, de-motivated employees with a limited skill set and a rigid hierarchical structure made it difficult to bring about reforms. In addition, the

politician's lack of awareness on health issues and not being at par with the bureaucrats in terms of education and awareness made matters worse (Gilson and Mills, 1995). Klitgaard (1997) argues that in the case of Africa a lack of relevant financial compensation and facilities to the public servants has given rise to a culture of corruption. This was also witnessed in the case of Bangladesh where a missing rule of law, clientelism along with political and administrative corruption have resulted in limited implementation and benefit from the reform process (Elias Sarker, 2006). In the case of Turkey, political patronage was seen to impact the recruitment, promotion and reward of employees at the public sector leading to resistance of merit based systems (Shaw, 2002). Rondinelli et al. (1989) argues that a weak infrastructure in developing countries especially away from the centre of the government makes it difficult for reforms to be carried out. Kaul (1996) argues that reducing corruption, accountability and transparency were seen as a recurring value which was being emphasised on during the reform process in the developing commonwealth nations. Using rewards and incentives to motivate employees and cater to their fear of change was also a common theme. Employee involvement was enhanced through incentives to facilitate the reform process. In addition, the use of IT was also seen to facilitate the reform process in a number of developing countries including Malta and India.

Laking and Norman (2007) highlighted that in the case of commonwealth countries, change of governments was also seen as a trigger for reform. Shaw (2002) argues that in the case of Turkey, an unstable political system with intermittent military coups in the past also seemed to hinder the process of reforms in the public sector. This factor was also witnessed in the case of Bangladesh, which resulted in issues as a planned approach to the reforms seemed to be missing impacting their potential success (Elias Sarker, 2006). Successive change of political and administrative leadership was seen to delay reforms in the case of Malawi (Adamolekun et al., 1997). Countries need to prioritise their reform process as they cannot holistically carry out reforms. They need to identify specific areas to start from and build on that (Kaul, 1996).

3.1.6.1 Analytical Interpretation of Literature and Identification of Variables

The established rationale of relevant literature review for the purpose of this study is identification of variables for further research, and analysis through a pragmatic fieldwork and methodology. The context chapter has elaborated upon the limited available literature on public management in Pakistan and the evolution of the administrative machinery in the country through different phases. The present chapter discussed at length the multifarious aspects of public management and public management reforms in the scenario of available literature worldwide pertaining to developed and developing countries.

It may be argued that exhaustive literature review has revealed a number of variables that impact the working of a public management system, and addressing them systematically can result in public management reforms to take place (Batley, 1999; Common, 1998; Polidano, 2001; Shaw, 2002; Therkildsen, 2000). The major identified variables with selected references are given in table 3.1 below.

Table 3.1: Major Themes Identified from the Literature

Themes	References
1. Socio-economic Forces	1. Farazmand (1999) 2. Pollitt and Bouckaert (2011)
2. Role of the elite	1. Christensen (2003) 2. Meyer-Sahling et al. (2011) 3. Pollitt and Bouckaert (2011)
3. Leadership	1. Chustz and Larson (2006) 2. Hennessey (1998) 3. Trottier et al. (2008)
4. Historical legacies	1. Kennedy (1987) 2. Olsen and Peters (1996)
5. Capacity issues	1. Jabeen and Jadoon (2013) 2. Johnson and Leavitt (2001) 3. Kettl (1997) 4. Kotter (1996)
6. Technology	1. Paton and McCalman (2008) 2. Vann (2004)
7. Role of bureaucracy	1. Irvine (2007) 2. Kennedy (1987) 3. Singh (1998)
8. Extremism and terrorism	1. Talbot (2009) 2. Wynbrandt (2009)

9. Centralisation and strong hierarchy	<ol style="list-style-type: none"> 1. Hughes (2003) 2. Imam and Dar (2013) 3. Kennedy (1987)
10. Corruption	<ol style="list-style-type: none"> 1. Klitgaard (1997) 2. Mustafa (2016) 3. Sanchez-Triana et al. (2014) 4. Shaw (2002)
11. Unexpected events	<ol style="list-style-type: none"> 1. Elias Sarker (2006) 2. Pollitt and Bouckaert (2011)
12. Public pressure	<ol style="list-style-type: none"> 1. Askim et al. (2009) 2. Pollitt and Bouckaert (2011)
13. Political patronage	<ol style="list-style-type: none"> 1. Haque and Khawaja (2007) 2. Islam (2005) 3. Peters and Pierre (2003)
14. Culture	<ol style="list-style-type: none"> 1. Bouckaert (2007) 2. Hughes (2003) 3. McHugh et al. (2000); 4. Peters (2010)
15. Political system	<ol style="list-style-type: none"> 1. Hussain (2007) 2. Pollitt and Bouckaert (2011) 3. Pollitt and Summa (1997)
16. Media	<ol style="list-style-type: none"> 1. Ahmad (2013) 2. Maddock (2002)

17. Demographic change	1. Egeberg (2003) 2. Lindquist (1994)
18. Administrative system	1. Ehsan and Naz (2003) 2. Hughes (2003) 3. Pollitt and Bouckaert (2011)
19. Inflation and unemployment	1. Hood (1996) 2. Pollitt and Bouckaert (2011)

(Source: Author)

In light of the above discussion, it can be argued that there are a number of common elements which can be observed across a number of developing countries which impacted the reform process in developed countries as well. The intensity and nature of impact may have been different. These include economic factors, political factors, social forces, administrative systems, cultural elements and the role of the elite to name a few. All these factors impact the working of public sector organisations specifically and the reform process in general.

Having discussed in detail the different elements of public sector reforms in developed and developing countries, there is a need to discuss relevant models which may be used to understand the public sector scenario from the perspective of reforms in Pakistan.

3.1.6.2 Riggs Theory of Prismatic Society

1. Background

Fred Riggs is considered one of the pioneers in administrative theory building and widely known for his work in comparative public administration. His approach is the ‘general systems approach’, which emphasizes on comparative analysis of whole societies as a starting point, followed by looking at the other systems and

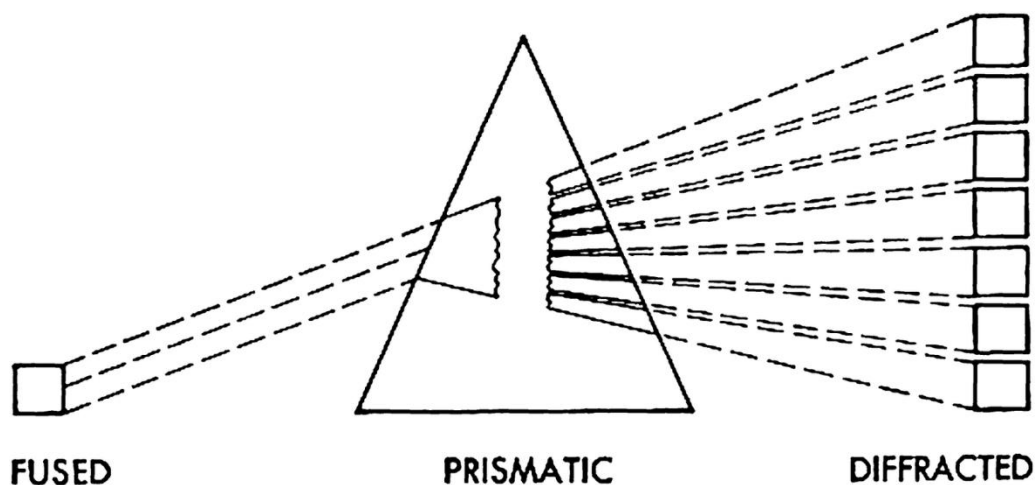
subsystems in society e.g. economic system and its sub parts. Riggs is of the view that the environment which includes economic, socio-cultural and political elements has an impact on administration, and they continue to impact each other as well. This has been named as the 'ecological' approach which states that administration does not operate in isolation. The classical 'prismatic model' proposed by Riggs is considered quite important in understanding and evaluating administration of developing countries. There is a need to develop a comprehensive understanding of the environmental factors, as they not only impact the working of the administrative system but also its subsystems. The model was developed on the basis of Riggs research in Thailand, Philippines and to some extent India. He is of the view that most western ideas and theories fail to evaluate the external environment which impacts the system, making them unsuitable to understand the issues of developing countries. To elaborate on the ecological approach, Riggs relies on the 'structural functional systems', which state that systems consist of a number of structures which carry out certain functions (Sapru, 2013). The ecological view appears to take a holistic view of the organisation while it operates in society and is impacted by factors such as politics, economy and culture (Peng, 2008; Sapru, 2013). Riggs identified five types of functions which are seen to exist in a society: economic, social, communication, symbolic and political. He argues that these functions can also be applied to the case of the administrative systems which exist in society (Sapru, 2013). He further argued that, there is a need to take into consideration the environmental factors when transferring administrative ideas especially to developing countries (Riggs, 1960; Riggs, 1970).

2. The Model

The following discussion of the 'prismatic model' is based on Riggs (1964). The prismatic model was framed to understand and explain the administration of developing countries. The metaphor of the prism was used to explain the working of the model, where white light entering the prism is fused, and as it passes through the prism it is diffracted into many different colours. The fused light represents the traditional society where a single structure is seen to perform all the functions, the

diffracted light represents the industrialised society where separate structures perform each function, and within the prism is the transition phase between the traditional and the modern, which represents the developing countries known as the prismatic societies. This explanation is clearer from figure 3.1 given below.

Figure 3.1: The Prismatic Model



(Source: Riggs, 1964, p.55)

Riggs is of the view that no society is completely fused or diffracted. There are common features which are seen to exist (refer to K2 in Appendix K for detail). The contextual factors identified by Riggs (1964) are seen to play an important role in public administration of developing countries. Despite his considerable contribution to comparative public administration there are certain criticisms which exist against the prismatic model.

3. Criticisms of the Riggs Model

Fred (1967) argues that most of the public administration theory is based on the concepts of a diffracted society which consists of elements such as an elected parliament, unbiased judicial systems and aware citizens. As most of these features are missing in the case of transitional countries, the same criterion cannot be used to understand the public administration in developing countries. There is also the

issue of using terms which tend to be confusing and new to the traditional public administration literature such as fused, prismatic and diffracted which has limited application to other models (Chapman, 1966; Fred, 1967; Hildreth et al., 2006; Peng, 2008). There is significant criticism against Riggs model for being too deductive. Moreover, there is a tendency to generalise from his model despite there being a lack of substantial empirical evidence (Fred, 1967; Haque, 2010; Peng, 2008). Basu (2004) argues that there is a tendency to oversimplify the model, as it cannot be applied to different developing countries without taking into account specific factors of each country e.g. culture, history and economy which varies across countries. Peng (2008) argues that the prismatic model seems to portray transitional societies in a negative light. It appears that Riggs uses western values to assess developing countries which does not seem to be justified. In addition, the American society is used by Riggs as an example of the diffracted society, which may still be in transition and have elements of a prismatic society causing bias. Chapman (1966) is of the view that it is difficult to measure the intensity of the fused, diffracted and prismatic conditions which exist e.g. distinguishing between 'highly prismatic' and 'somewhat prismatic' or 'highly diffracted' and 'somewhat diffracted'. This lack of clarity in the measurement scale complicates things and makes it difficult to carry out analyses.

In the light of the above discussion it is clearly manifest that Riggs prismatic model cannot be pragmatically applied for research in a developing country perspective due to its limited scope. Sapru (2013) argues that the Riggs model is more of an equilibrium model and is not helpful when administration wants to make changes to the existing system.

Despite its criticisms, the model proposed by Riggs is still considered as an important contribution in the comparative public administration literature. Riggs was seen to refine and update the prismatic model over the years to develop a better understanding of public administration in developing countries which is impacted by contextual factors (Peng, 2008).

3.1.6.3 The Literature Gaps

In light of the preceding discussion it can be safely argued that a number of gaps exist in the literature. Firstly, there is a need to have more detailed empirical studies of organisational change in the public sector. Secondly, there is a need to have more comparative studies from the context of change between organisations in the public sector. Both these gaps need to be filled generally and from the developing country perspective particularly (Kuipers et al., 2013; Senior and Swailes, 2016). Thirdly, there is a dearth of literature in Pakistan on the subject of organisational change and development in public sector organisations. Not much research has been conducted into this area in Pakistan and a large void exists which needs to be filled for the benefit of many. The lack of change leaders and experts in the field of organisational change and development are evident. Pakistan has been neglected by the academics in this area of management. There are not many publications mainly due to the dearth of experts in the area and also lack of research undertaken by external experts. Limited research is available on the subject with respect to Pakistan as many public sector organisations who are involved in organisational change fail to give it an academic outlook for the benefit of others. There is a need to develop a deeper understanding of organisational change and development in the context of public sector organisations of Pakistan. Riggs (2001) is of the view that there is a need to develop public administrative models which are based on the local context and requirements. Therefore, there is a need to undertake research in the public sector organisations of Pakistan to potentially fill the gaps which have been highlighted above. Going forward there is a need to develop a holistic model to understand public management in Pakistan. In addition, factors which impact its working and inhibit change also need to be identified.

3.1.6.4 Pollitt and Bouckaert Model of Public Management Reform

1. Background

In light of the significant criticism against the prismatic model which has been modified numerous times by Riggs over the course of his career. An alternative

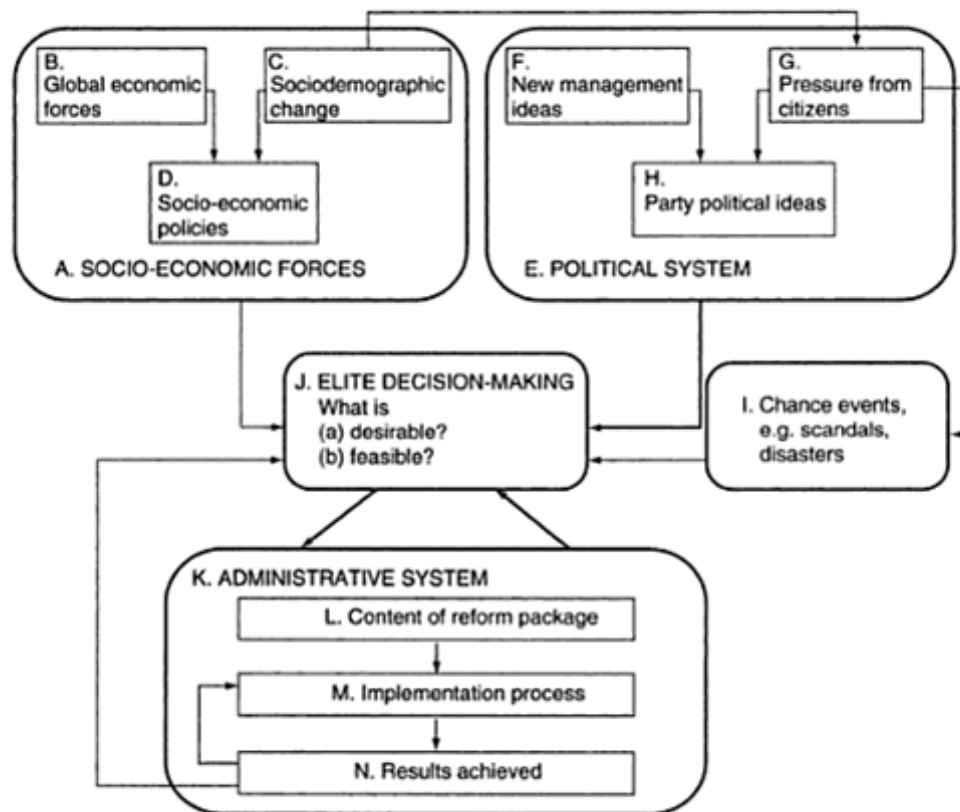
model will be used to study, understand and analyse the case of the Pakistani public sector. The researcher will draw on Pollitt and Bouckaert's (2011) work on public management reforms. They give a coherent understanding of how public management reforms evolved over thirty years (1980-2010) across twelve countries and also propose a model for its understanding. The model for public management reform proposed by Pollitt and Bouckaert (2011) will be used as a base to understand the working of the public sector of Pakistan. It is pertinent to mention here that the proposed model is based on western liberal democracies (USA, UK, Sweden, New Zealand, Netherlands, Italy, Germany, France, Finland, Canada, Belgium and Australia) and will eventually be modified to the Pakistani context. The model will help in analyzing the public sector organisations of Pakistan and identify the factors inhibiting organisational change and development. This has not been done before in the case of Pakistan and will be one of the potential contributions which would be made in the area. The model will help decipher the issues of the public sector organisations of Pakistan and act as a framework for other developing countries facing issues in their public sectors. The practical benefit would not be only to policy makers in Pakistan but also others such as foreign donors who are funding specific public sector reforms. They would have a more informed understanding of the areas to target with their reform agenda. The model has many dimensions to it which would contribute to the research when applied to the case of Pakistan as a framework. Culture as a variable is missing from the model and the work of Bouckaert (2007) on culture from a public administrative perspective would be used to strengthen the model. The findings from the research would help to develop a holistic model to understand public management reform in Pakistan. Moreover, additional factors which impact its working and inhibit change would be identified and added to the model.

2. The Model

Pollitt and Bouckaert (2004) argue that their model is based on compiling many of their past comparative studies which they have conducted jointly or independently. They have revised and refined much of their work and added two additional countries i.e. Belgium and Italy in 2011. The model is based on how public

management reforms evolved over thirty years (1980-2010) across twelve countries (Pollitt and Bouckaert, 2011). The model provides a framework which identifies forces impacting management change, positively and negatively. It is a comparative model based on the findings across twelve countries and some variables may have more of an impact in one country than the other. This makes it possible for this model to be generalised for the purpose of analyses. The model was refined further by testing it in the different countries under study. The revised model was used to collect comparative data from additional countries. The model's findings and explanations were validated further by selected academics and practitioners in each of the twelve countries, who were asked to verify the accuracy of the model's interpretations (Pollitt and Bouckaert, 2004). There are a number of forces at work in the public management reform process as evident from figure 3.2 below.

Figure 3.2: Model of Public Management Reform



(Source: Pollitt and Bouckaert, 2011: 33)

Politt and Bouckaert (2011) argue that the government of a single country acts as a framework for the model. Moreover, the national governments would usually take the key reform decisions. The model has a number of boxes marked A to N which are the different variables which impact the public management reform process. They are all interlinked and impact each other as well. The interaction between these different elements results in management change to occur. In the preceding literature review, some of them and their impact on developed and also developing countries have already been discussed in detail.

The following discussion is based on the explanation of the model by Pollit and Bouckaert (2011). At the centre of the model is elite decision making (Box J). Surrounding box J are three groups of elements which include socio-economic forces (Box A to D), political system (Box E to H) and the administrative system (Box K to N). There is also the impact of chance events on the reform process (Box I). These groups of factors are explained briefly below.

(i) Elite Decision Making

Elite decision making (Box J) is at the centre of the model. This is because most of the reforms have been top down and influenced by the political and bureaucratic elite. The elite might have been impacted by other external elements which may result in reforms. They are also seen to carry out reforms which are feasible and practically possible, rather than those which are desirable to them, mainly because of different pressures and constraints.

(ii) Socio Economic Forces

Socio economic forces (Box A) are seen to impact the working of the public sector and include elements such as socio economic policies (Box D) e.g. public spending, interest rates, unemployment and inflation. They also include the impact of global economic forces (Box B) such as capital mobility, international trade, IMF and WB or the impact of a financial crisis. These global forces impact the independent policy making and working of governments. In addition, there is also the impact of socio-demographic change (Box C) which includes factors such as increased life expectancy, population surge and changes in family life e.g. increase

in the number of single parents. This puts pressure on the services being provided by the public sector e.g. on health care and social services requiring reforms.

(iii) Political System

The political system (Box E) also impacts the working of the public sector. The type of government in place, its policies and legal system significantly impacts the reform process. New management ideas (Box F) are also seen to play an important role in the working of the public sector. They include ideas from business schools, private sector, management consultants, academics and at times from other countries practicing them. The pressure from citizens (Box G) can also act as an impetus for change where the public is not satisfied with the services being offered to them. They may be in a position to convey their dissatisfaction through politicians, media or the elite which would pressurise the government to bring about change. Party political ideas (Box H) are driven by the political agenda of the party in power. They may have a particular way in which they want to govern and have certain policies they want to implement e.g. privatisation. There is also pressure from the opposition which exists as they may want to push through certain ideas which are part of their own political agenda.

(iv) Administrative System

The administrative system (Box K) has a significant impact on the working of the public sector. It may be decentralised where authority has been delegated to agencies or relatively centralised where ministries deal directly with local authorities. There is also impact of the type of staff which exist e.g. in the case of UK it consists of generalists while in Germany they are mostly lawyers. This would result in a different approach towards work being carried out by the civil service. Moreover, there would also be different rules and regulations which govern the civil service across different countries. The content of the reform package (Box L) is what the potential reforms would be. Normally this is the reform agenda which has been formulated by the elite and other stakeholders e.g. consultants and academics. This is more or less a blue print of the reforms to be carried out. The reforms are put into practice in the implementation process (Box

M). It is normally observed that there may be divergence from the original plan, the extent of which varies from case to case. The implementation process is quite complex and as the model itself shows there are a number of factors and pressures which interplay with each other and impact the reform process. The implementation also acts as a feedback mechanism for the stakeholders to make alterations to the agenda if things are not proceeding as planned. The results achieved (Box N) may not be the ones which were initially laid out in the blue print of the reforms. Since, there are a number of variables interacting with each other and multiple factors impacting the reform process as evident from the model, it is difficult to pin point results to a specific reform which was carried out.

(v) Chance Events

There is also an impact of chance events (Box I) on the reform process. These include scandals, disasters either natural or manmade and any other unexpected events e.g. the impact of a global financial crisis, military coup or wars etc. These events impact the normal working of the government and trigger the need to carry out reforms e.g. a financial crisis may result in the government to cut its spending and a natural disaster may result in diverting funds towards relief efforts. These changes impact public administration as well requiring certain reforms to be carried out.

In the light of the above discussion it may be argued that the model is a starting point to understand the public management reform process. It identifies pressures for change along with factors inhibiting change in the public sector. The boxes in the model are the different variables which impact the public management reform process. They are all interlinked and impact each other as well. The interaction within and between the different elements result in the reforms to take place. The model gives the flexibility to be applied to different countries because each country will have their own political, administrative systems (Box E and K). Moreover, the other elements (Box A to J) would also be particular to that country's case, resulting in a specific version of the model for that country. Therefore, the model is quite dynamic and can be used as a framework to understand the public management reforms of different countries, as long as the factors which impact

their reform process are explored and analysed in detail (Pollitt and Bouckaert, 2011).

3. Application to Pakistan

It may be pointed out that the variables mentioned in the Pollitt and Bouckaert (2011) model are seen to impact Pakistan in a holistic way, making it the most suitable model for research in the scenario of this country. Socio economic forces were seen to impact the public sector of Pakistan where increasing inflation was a cause of concern as it impacted the real income of employees affecting their standard of living (Pakistan Economic Survey, 2014; Ul Haque, 2007). Socio demographic change in the form of a surging population pressurised the public sector organisations affecting their service delivery (Hanif, 2013; Pakistan Economic Survey, 2014). In addition, global economic forces such as the World Bank and IMF were seen to play a significant role in shaping public policy in Pakistan through their structural adjustment programs (Cheema et al., 2006; Iqbal, 1997; Wilder, 2009).

The politicians and those who have power to manipulate such as the elite were seen to play a pivotal role in the state of affairs in Pakistan (Alavi, 1990; Jones, 1997). It was observed in the case of the National Highway and Motorway Police, where the Prime Minister of Pakistan at the time Nawaz Sharif, an industrialist by background wanted to raise a Police force which was not only different in outlook but also in its operation. His main idea was the creation of industrial tax free zones near the motorways which would not only result in economic benefit for the country but also to other industrialists belonging to the elite like himself (Warraich, 2008).

The population at large is severely affected by the performance and working of the public sector organisations. They feel crippled trying to get their basic requirements met such as the issuance of a passport or driving license (Hanif, 2013; Islam, 2005). The public administration in Pakistan is inherent with corruption, inertia and a lack of will to change (Islam, 2005; Jones, 1997; Kennedy, 1987; The World Bank, 1998). The citizens are frustrated by the state of

affairs and demand from the government to bring about the required change in the working of public services (Abbas, 2011; Dastageer, 2015; *Dawn*, June 22nd 2013).

Organisational change and development is an area of management that the government is looking into in Pakistan for public sector reforms. This is evident from the introduction of competitive exams for public sector recruitment through the federal (FPSC) and provincial public service commission's (PPSC), coupled with the introduction and use of Information Technology to facilitate the smooth running of public sector organisations (Asghar, 2014; Federal Public Service Commission, 2002; Kausar, 2013). The example of the Punjab Information Technology Board (PITB) in facilitating computerised land records, introduction of computerised vehicle registration numbers and driving licenses are also a proof of this (Punjab Information Technology Board, 2012).

Party political ideas were also seen to play their role in Pakistan. This was seen in the case of the 2013 election campaign in Pakistan where many mainstream parties promised to undertake large scale public sector reforms due to their distressing state of affairs. Some of them have started to do so after coming to power e.g. the provincial government of Pakistan Tehreeke Insaaf of Imran Khan in Khyber Pakhtunkhwa (*Associated Press of Pakistan*, 2013).

The administrative history of Pakistan, and how the public sector organisations evolved once Pakistan was decolonised, has a significant impact on the country's administrative system. There is a strong imprint of colonialism and the military-bureaucratic oligarchy plays a significant role in Pakistan. The centralised command and control mechanism of the British is still seen to prevail in post colonial Pakistan. This is evident from the way the state of affairs is run at the federal and provincial level through the different government departments (Islam, 1989; Jones, 1997; Kennedy, 1987). The initial years laid the foundation for a bureaucracy ingrained with the colonial mindset. This was challenged through the reforms carried out under the leadership of Zulfikar Ali Bhutto in 1973, by breaking up the civil service into occupational classifications through groupings such as the Police Group, District Management and Secretariat Group (Alavi, 1990). He also allowed lateral entry into the civil service to keep in check the

powerful bureaucracy and its recruitment being reserved for a selected few normally belonging to the elite (Alavi, 1972). This paved the way for the initial reform process to take place but going forward successive governments were unable to meddle significantly with the bureaucracy and the working of the public sector organisations of Pakistan (Abbas, 2011; Alavi, 1990; Grare, 2010). Going forward, governments have undertaken projects and also come up with commissions and bureaus like the Anwar-ul-Haq commission at the time of General Zia-ul-Haq in the 1980's and the National Reconstruction Bureau (NRB) at the time of the military regime of General Pervaiz Musharraf in 1999 (Islam, 2005; Jones, 1997; National Reconstruction Bureau, 2002). Chance events such as military coups have also had an impact on the public sector reform process through various projects initiated by the leaders of the time such as the National Reconstruction Bureau, at the time of General Pervaiz Musharraf (*Dawn, April 1st 2004*; Grare, 2010; Junaidi, 2013; National Reconstruction Bureau, 2002).

In light of the above discussion it may be argued that variables identified in the Pollitt and Bouckaert (2011) model were also seen to impact Pakistan, justifying its application as a framework to understand the Pakistani case.

4. Criticism of the Pollitt and Bouckaert Model

There are certain criticisms which can be raised against the model proposed by Pollitt and Bouckaert (2011) being applied to Pakistan. Firstly, there may be an inherent bias because the authors are western and hold their own values and beliefs which impact their opinions, which they also identify themselves (Pollitt and Bouckaert, 2004). Secondly, it is a model based on the reform experience of mainly OECD countries which may not be applicable to the Pakistani context. Addressing the first criticism Pollitt and Bouckaert (2004) argue that some sort of bias will exist in any theory or model which is studied. Therefore, one needs to be aware of the bias and be cautious when making use of the model and its learning. In addition, to validate their model and its findings it was scrutinised by selected academics and practitioners in each of the twelve countries. The second criticism would be addressed in three ways. Firstly, it has been observed that there are a number of common elements which impacted the reform process in developing as

well as developed countries. The intensity and nature of impact may have been different. These include economic factors, political factors, social forces, administrative systems, cultural elements and the role of the elite to name a few. Most of these common factors have been mentioned in the Pollitt and Bouackert model as well. Therefore, the model can be applied as a framework to understand a developing country scenario. Secondly, the elements (Box A to N) in the model would be particular to the country the model is being applied to, resulting in a specific version of the model for that country. Therefore, the model is quite dynamic and can be used as a framework to understand the public management reforms of different countries. Thirdly, the model will be modified to the Pakistani context and culture will be added as a variable which is missing from the model. The work of Bouckaert (2007) on culture from a public administrative perspective would be used to strengthen the model. Furthermore, it can be observed that most of the variables mentioned in the model already impact the public sector of Pakistan as discussed earlier, strengthening the argument that the model is viable to use as a framework for the Pakistani case.

3.2 Conclusion

In light of the above discussion, it can be safely argued that the literature review chapter helped to understand the concept of organisations, and the systems view was utilised to evaluate public sector organisations. Moreover, the concept of organisational change and its different components were elaborated on in general. The unique characteristics of the public sector and its agencies were also discussed before progressing to a detailed discussion of organisational change in the public sector of developed countries. This was necessary, to explore and elaborate on different factors which impact organisational change in the public sector of developed countries, which paved the way to have a detailed discussion from the perspective of public sector in developing countries. There were a number of common factors which were observed which impact the public sector of both developed and developing countries, justifying the use of the Pollitt and Bouckaert model of public management reform to be applied to a developing country scenario. It may be pointed out that the variables mentioned in the Pollitt and

Bouckaert (2011) model are seen to impact Pakistan in a holistic way, making it the most suitable model for research in the scenario of this country. Moreover, variables identified in the Pollitt and Bouckaert (2011) model were also seen to impact Pakistan, justifying its application as a framework to understand the Pakistani case. In light of the discussion in the literature review it may be argued that Riggs prismatic model cannot be pragmatically applied for research in a developing country perspective due to its limited scope. The use of Pollitt and Bouckaert model instead of Riggs was justified in the literature review and it would help to study, understand and analyse the case of the Pakistani public sector more practically and in a better way. It would therefore act as a base to understand the working of the public sector of Pakistan.

Concluding the above discussion, it is clearly manifest that despite its criticisms which have already been addressed, the Pollitt and Bouckaert's (2011) model of public management reform is a suitable framework which can be applied to the case of Pakistan after it is modified to the local context. It would prove useful to understand the working of public sector organisations of Pakistan from the perspective of organisational change.

In light of the literature review, it was identified that a number of gaps exist in the literature. Firstly, there is a need to have more detailed empirical studies of organisational change in the public sector. Secondly, there is a need to have more comparative studies from the context of change between organisations in the public sector. Both these gaps need to be filled generally and from the developing country perspective particularly. Thirdly, there is a dearth of literature in Pakistan on the subject of organisational change and development in public sector organisations. Not much research has been conducted into this area in Pakistan and a large void exists which needs to be filled for the benefit of many. Limited research is available on the subject and there is a need to develop a deeper understanding of organisational change and development in the context of public sector organisations of Pakistan. Therefore, there is a need to undertake research in the public sector organisations of Pakistan to potentially fill the gaps which have been highlighted. Going forward there is a need to develop a holistic model to

understand public management in Pakistan. In addition, factors which impact its working and inhibit change also need to be identified. The identification of the gaps in the literature helped to lay out the objectives of this research and also frame the relevant research questions that this study aims to address.

The next chapter builds on the basis laid by the literature review and elaborates on the methodology for this study. The chapter discusses the aim and nature of the research study highlighting the research questions to be addressed. The philosophical perspective is also discussed which paved the way for the research design and the approach taken by the researcher. The different data collection methods, research process and data analysis techniques employed are also elaborated on. The research ethics are also discussed and the validity and reliability of the research is established.

Chapter 4: Methodology

4.1 Introduction

The research aims to identify and explore the factors inhibiting organisational change and development in the public sector organisations of Pakistan. Building on the literature review chapter which helped to explore and elaborate on different factors which impact organisational change in the public sector, the use of Pollitt and Bouckaert's (2011) model of public management reform was justified as a framework to understand the case of the Pakistani public sector. This laid the methodological foundations for this study. This chapter initially discusses the aim and nature of the research study highlighting the research questions to be addressed. The philosophical perspective is then discussed along with its limitations. This paved the way for the research design and the approach taken by the researcher along with its limitations. The different data collection methods are then discussed along with their limitations. The research process which includes the organisation and participant selection has been discussed in detail along with its limitations. This paved the way for the data analysis to be initiated, and a detailed discussion on the techniques employed is given along with its limitations. Finally, research ethics and the process of ethical approval are elaborated on leading to the validity and reliability of the research. The limitations which the researcher encountered at each stage of the research process have been addressed, and the way they were catered to have also been discussed and justified.

4.2 Aim of the Research

The objective of undertaking research is to explain or explore some unknown phenomenon (Silverman, 2013). An exploratory research tries to understand the situation at hand, develop further insights, question and assess the phenomenon under investigation (Creswell, 2013b). In light of the literature review, it was identified that a number of gaps exist in the literature. Therefore, there is a need to undertake research in the public sector organisations of Pakistan to potentially fill the gaps which have been highlighted. Going forward, there is a need to develop a

holistic model to understand public management in Pakistan. In addition, factors which impact the public sector organisations, their working and inhibit change also need to be identified. Van Thiel (2014) argues that an exploratory research output includes in-depth empirical explanations and also the application of concepts to practice. Therefore, this is an exploratory research to understand the case of the Pakistani public sector organisations and the factors inhibiting organisational change and development in them.

4.3 Nature of the Research

The public sector is quite distinct and there are considerable differences between the public and private sector (Cummings and Worley, 2014; Pollitt, 2003). Van Thiel (2014) argues that the research in public administration is quite unique. Firstly, it involves a multidisciplinary approach where knowledge and understanding from different disciplines is applied to gain insights. Moreover, relevant theories, methods and techniques are utilised selectively to explore and understand the phenomenon at hand. Secondly, the research in public administration is focused around the public sector, the scope of which has significantly increased over the years with the influx of semi-government agencies, executive agencies and non-profit organisations. Policy and decision making in the public sector has also been significantly influenced by the citizens, civil society and other interest groups. This results in public administration and public management research to encompass multiple subjects. Thirdly, the nature of research in the area is applied, where the main focus is towards finding remedies to multifarious problems faced in the public sector. Fourthly, as public administration is a relatively new discipline there seems to be reliance on theories from other disciplines, and research focuses on the trends and developments being witnessed in the public sector. Therefore, research in this discipline is more practical and focussed towards solutions of everyday problems faced by the public sector organisations. Moreover, there is a tendency to focus on the public policy cycle i.e. its development, implementation or evaluation. This study tends to focus on research which will hopefully feed into the public policy development process, by identifying factors which need to be taken into account with respect to the public

sector organisations of Pakistan when carrying out organisational change and development initiatives in them.

4.4 Research Objectives and Questions

The objectives of the research are fourfold. Firstly, to analyse the public sector organisations of Pakistan and develop a coherent understanding of the factors which inhibit organisational change and development in them. Secondly, to evaluate the multifaceted impacts of factors that inhibits the working of the public sector organisations of Pakistan. Thirdly, to use that understanding to propose a model for public sector reforms in Pakistan and other developing countries. Fourthly, to impact the way public policy is framed.

Specifically, the research attempts to answer the following questions:

1. What factors are inhibiting organisational change and development in public sector organisations of Pakistan?
2. How each of these factors affects the working of the public sector organisations of Pakistan?

4.5 The Philosophical Perspective

There are a number of philosophical perspectives which exist in business and management research (Bryman and Bell, 2015). Saunders et al. (2007) strongly support the use of the interpretative perspective for business and management research, particularly in the field of organisational behavior because of the complexity and contextual nature of the subject. One of the dominating schools of thought in the case of Public Administration research is using the interpretative approach. Ontologically, studies in the public administration domain focus on concepts, making the research process quite complex (Van Thiel, 2014). There are certain ontological assumptions of the researcher which need to be taken into account to understand their perception of reality. In the case of this research, a subjectivist view would be taken where reality is socially constructed by social actors through their perceptions and actions where reality is also constantly

evolving. This view of reality is also known as social constructionism, where the researcher needs to explore the subjective meanings of the actions of individuals to understand what led to them in the first place. The interaction of individuals with their environment and the events they experience are given meaning by their interpretation of them (Burr, 1995; Burrell and Morgan, 1979; Saunders et al., 2007). Van Thiel (2014) explains the interpretative approach as:

“Philosophy of science which takes the subjectivity of observation as a starting point. Everybody is said to perceive reality in their own particular way. Researchers will have to strive after understanding (Verstehen) people’s perceptions, and study the research situation in its entirety” (p.180).

Therefore, this approach assumes that everyone has their own perception of reality and there isn’t just one reality. In addition, individuals experience similar events in a different way making reality subjective. Social reality in this paradigm is created by humans over time through their interactions with each other and their interpretations of them (Watson and Korczynski, 2008). Researchers develop an understanding of the phenomenon under study through a holistic approach, in which they observe people’s experiences and how they are given meaning (Van Thiel, 2014). The researcher has to be considerate of the research participant’s points of view, and try to develop an understanding of the phenomenon at hand through their experience and interpretations without bias (Saunders et al., 2007). In this philosophical domain, existing theoretical frameworks can be used as a base, and applied to new contexts to determine the existence of current variables in the new context, and also identify new variables through induction. This gives an interpretative researcher the advantage of being both deductive (where existing theory was applied in a new context) and inductive (where new theories may be generated from the cases being studied) (Van Thiel, 2014). This is applicable to the research being carried out in this study, where the Pollitt and Bouckaert (2011) model of public management reform was used as a base to be applied in the Pakistani public sector context. Existing variables identified in the model were explored (Deduction), and new variables were identified which had an impact on the reform process in the public sector organisations of Pakistan (Induction).

4.5.1 Limitations to the Interpretative Approach

There are certain limitations to the interpretative approach. The issue of ‘double hermeneutics’ which may cause validity issues as reality is subjective, the people being studied will give their own opinions about the phenomena under study which will be further interpreted by the researcher (Ricucci, 2010). This can be addressed through the use of triangulation of data collection methods, sources and data collectors (Creswell, 2013a; Yin, 2013).

4.6 Research Design

The research design primarily is the plan for carrying out the study from its conceptualization to collecting, analysing data and finally interpreting the findings (Creswell, 2013a). A number of approaches and research methods can be utilized as part of the research design. The selection of methods depends on the ones which are most suitable and help to meet the required research objectives (Silverman, 2013). This study uses a number of qualitative data collection and analysis methods. Data collection tools included semi-structured interviews and participant observations, while thematic analysis was used for data analysis (Boyatzis, 1998, Denzin and Lincoln, 2000).

4.6.1 Use of Literature

A review of literature was carried out at the start of the research process to develop an initial understanding of the phenomenon under study. This helped the researcher to get clarity on the existing theory available on the subject and identify potential gaps to fill going forward (Bryman and Bell 2015; Kane, 1995). In the detailed literature review presented in Chapter 3, the concept of organisational change and development in the public sector was discussed in detail and a theoretical model for public sector reform proposed by Pollitt and Bouckaert (2011) was identified. The identified framework once tweaked, would be applied to the case of the Pakistani public sector to understand factors inhibiting organisational change and development in it. The study will build on the existing theory on organisational

change in the public sector of developing countries generally and Pakistan specifically.

4.6.2 Secondary Research

To develop a deeper understanding of the phenomenon under study at the different public sector organisations, it is pertinent to look at a range of data sources which include organisational reports, newsletters, websites, documents and other relevant material. Use should be made of both primary and secondary data which help to develop a coherent understanding of the phenomenon under study. Using secondary data has significant benefits which include cost saving and it is coherent, comprehensive and usually collected by professionals (Saunders et al., 2007; Van Thiel, 2014). This paved the way to develop a coherent understanding of the different aspects of the public sector organisations which included their history, structure, processes, values, culture and way of working.

4.7 Research Approach

A qualitative approach was used since the research was trying to look at people's behaviours, attitudes and experiences. Thus, it was possible to get an in-depth understanding of the organisations working. The use of qualitative methods is further justified when studying social phenomenon. Using quantitative methods in the case of trying to understand the cultural context, processes and meanings is difficult (Denzin and Lincoln, 2000; Silverman, 2013). Ghauri and Gronhaug (2005) argue that qualitative methods are explorative in nature, holistic, process oriented, in-depth, contextual and rational.

A case study analyses which is commonly used in Public Administration research was undertaken and the data collected directly from the situation in question (Gummesson, 1991; Van Thiel, 2014; Yin, 1994). The use of the case study method is further strengthened considering that it was an exploratory research and different public sector organisations which exist in the case of Pakistan, not all of them have similar elements affecting their organisational change and development aspects. Some have done well in terms of their HR policies; others have done well

in their operational working (Creswell, 2013a, Yin, 2013). So, one has to take into account multiple cases to understand whether they fit into the theoretical framework of Pollitt and Bouckaert (2011). The concept of a 'collective case study' was employed where a number of public sector organisations were studied as cases (Denzin and Lincoln, 2000; Lees, 2006; Silverman, 2013). This helped in developing a better understanding of the workings of the public sector organisations and what factors inhibited organisational change and development in them. For a case study to be comprehensive a number of elements had to be taken into account from the perspective of the research on public sector organisations. One has to look deeply into the history of the case at hand. This means having a detailed understanding of the way the organisation evolved and where they plan to take the organisation. The interplay of different contexts which exist was also taken into account which include economic, social and political etc (Denzin and Lincoln, 2000). These variables impacted the organisations in a number of ways and knowing the inherent structures helped in developing a more holistic view of the organisational working. These factors have to be kept in mind when one delves into the interview process. As this will enable the researcher to be more informed when he interviews people and also acts as an observer of the organisation. Although, there are other approaches which do exist for qualitative research but the case study method seems suitable for this research. Keeping in mind the intricate nature of the public sector organisations of Pakistan and their working, getting access and input from people, the case study approach is a viable option (Eisenhardt, 1989; Van Thiel, 2014; Yin, 2013).

So, for the purpose of learning and in-depth analysis, case studies seem to be the ideal method because of the richness in terms of the amount of qualitative data which one would be able to gather and then compare that to other organisations under study (Lees, 2006; Lijphart, 1971). The case study method has an added advantage that the organisations would not have a fear of discussing their issues in interviews and through the researcher's observations (Denzin and Lincoln, 2000; DeWalt and DeWalt, 2011; Van Thiel, 2014). In face to face interviews, one can build their confidence and ensure their identities secrecy. Response rates would also be higher, and one is able to get more from an interview when subjective

elements in the organisation are mainly being discussed (Saunders et al., 2007). In the researcher's personal experience, observation is a very strong tool especially in public sector organisations of Pakistan. Spending time in the different departments of the organisation does help one to really understand the issues at hand, which one would never be able to capture otherwise. When one goes to these organisations from a mindset to understand their problems and they are aware of it, then in the researchers experience they are able to open up in their discussions about the problems of their organisations in a better way. This proves to be very productive for the researcher (DeWalt and DeWalt, 2011; Miller and Yang, 2008). Thus, the case study method is a coherent and comprehensive approach and one which is non-threatening for the organisation and its employees in the case of the current research study. Hence, it is a better alternative compared to the other qualitative research methods available.

4.7.1 Limitations of the Case Study

There are a number of prejudices which exist against the case study method. Firstly, researchers believe that the method lacks rigour and unless proper procedures are followed, a bias will exist in the findings (Yin, 2013). To cater to this, Creswell (2013a) argues that the researcher must develop a deep understanding of the case and use multiple data collection methods to triangulate and support the findings. Secondly, it has been argued that case studies do not allow generalisations to be made. Yin (2013) argues that multiple case studies are generalizable through "theoretical propositions.....in doing a case study, your goal will be to expand and generalise theories (analytic generalisation)" (p.15), the objective is not to make statistical generalisations. In the case of this study, the model provided by Pollitt and Bouckaert (2011) will be utilised and developed on as a theoretical framework. Thirdly, there is a concern that case studies take a long time to undertake. It has been observed that other data collection methods such as ethnography and participant observations at times take more time and effort than case studies, depending on the nature of the topic under study (Yin, 2013). Although, these concerns can be addressed, it may be argued that, case studies are quite demanding to execute. The researcher has to be very cautious in selecting the

relevant cases, plan accordingly and undertake the required data collection methods for in-depth understanding of the case under study (Creswell, 2013a; Yin, 2013).

In light of the above discussion, the research will make use of the case study method to develop an understanding to meet the research objectives and eventually make analytic generalisations to propose a model for public sector reforms in Pakistan and other developing countries.

4.8 Data Collection

Multiple data collections methods were undertaken to triangulate the data sources and strengthen the case study (Saunders et al, 2007; Yin, 2013). These included semi-structured interviews and participant observations.

4.8.1 Semi-Structured Interviews

The primary data was collected through semi-structured interviews of senior and junior managers in public sector organisations which were part of service delivery. In addition, politicians, businessmen, retired bureaucrats working as advisers/consultants to government, government contractors, academics who act as consultants to the government and other individuals who interact or have interacted with the government in their profession were also interviewed. Therefore, elite interviewing as a data collection method was undertaken.

The interview questions were developed in light of the literature review and primarily using the Pollitt and Bouckaert's (2011) model of public management reforms. The variables which were used in framing the questions for the interviews were derived from the model. The element of culture was missing in the framework and to apply it to the Pakistani context, it was made part of the interview questions. Bouckaert's (2007) work on organisational culture in the public sector was utilised. He argues that a 'layered culture' exists, and names it as macro, meso, micro and nano. He explains that the macro culture refers to the societal culture, meso to the professional or administrative culture e.g. doctors, teachers and the police have their own culture, micro refers to the organisational

culture and nano refers to the role or office an individual is in e.g. an inspector or a field worker. These different layers of cultures intermingle with each other and have an impact on each other as well. This paves the way to understand culture from a public administration point of view. Bouckaert's (2007) work helped to frame the questions on culture in the interviews. A number of brainstorming sessions and discussions took place with the supervisory team and fellow researchers before the two sets of questions were finalised. One set was for participants in specific organisations and the other for general respondents (refer to Appendix-E for detail). The interview questions were also piloted along with other research instruments and relevant changes made after feedback (Berry, 2002; Saunders et al., 2007).

The benefits of interviews include a targeted focus on the topic under study and insights which enable to infer and explain the research phenomenon (Yin, 2013). The interviews were semi-structured as they have a benefit for the respondent to express their views freely instead of being bound by structured questions (Aberdach and Rockman, 2002). Elite interviewing as a data collection method has a number of benefits which includes a more in-depth data from the respondent. It also gives the researcher flexibility and access to important information which may not be easily available (Denzin and Lincoln, 2000). At this juncture the researcher has to be aware of the issues faced when conducting elite interviews apart from ones related to access. There are reliability and validity issues which exist, but they can be overcome. The researcher must be aware that the subjects may not be objective, so one cannot rely on one respondent alone for information and triangulation has to be undertaken for verification of responses. This can be achieved through the use of multiple sources of data collection e.g. interviews and participant observations (DeWalt et al., 2002; Yin, 2013). If the researcher feels that during the interview process the response is not in line with the secondary sources, one can politely probe with a question to clarify. This would make the respondent aware that you have done your homework and hopefully responses would be more objective (Berry, 2002). The researcher has to be cautious when interviewing senior government officials as at times their responses may not be in detail. A good way to let participants open up is through

phrasing questions in personal terms and learning from them as an amateur about the subject (Hertz and Imber, 1993). The interviews gave interesting insights, interaction with the senior officials helped in developing a coherent understanding of the way the organisations worked and what its leaders were like. This was reflected from the pilot studies which were conducted and three senior government officials were interviewed. The interview process from planning to execution was a great learning experience for the researcher and resulted in useful information being collected for the purpose of the research.

4.8.2 Limitations of Semi-Structured Interviews

There are certain limitations which also exist with semi-structured interviews. Firstly, there may be a response bias which can be overcome with the use of multiple data collection methods to triangulate the data. Secondly, there may be issues in the way questions are framed and articulated, which can be overcome by piloting the research instruments and preparing for the interview process. Thirdly, poor recall can be overcome by sharing the interview guide well before time, being aware and knowledgeable about the organisation, giving ample opportunity to the participant to respond and through triangulation of data. Finally, the reflexivity issue can also be addressed through preparing for the interviews, being aware and knowledgeable about the organisation and through triangulation of data (Berry, 2002; Saunders et al., 2007; Yin, 2013).

4.8.3 Participant Observation

Participant observation was also a data collection method which was utilised. Participant observation is a supporting technique used in fieldwork for case studies to support and provide context to other data collection methods. It collects data by observing or participating in activities of the individuals under study. Observation of the workplace and individuals who were part of the organisation also played an important role. As when individuals were observed while they were working, more insights and analyses took place once the researcher started to identify the issues at hand, which may be hindering the growth and development of the public sector organisations (DeWalt and DeWalt, 2011). Potential benefits of the method include

real time coverage of events at organisations and providing context for the cases (Yin, 2013). The participant observation study was carried out and the data was collected directly from the situation in question (DeWalt et al., 2002; Yin, 1994). The researcher carried out an open observation, where he did not interact with the subjects under study. The researcher played the role of a complete observer acting as a passive participant, and did not reveal his identity until he was required to do so for gaining access to the interviewees (DeWalt and DeWalt, 2011; Saunders et al., 2007). This observation was carried out while waiting to gain access, to interview individuals and while visiting different organisations under study (Van Thiel, 2014; Yin, 2013). A brief narration of what was witnessed by the researcher in each organisation is given in Appendix H. The researcher has tried to structure the narration by discussing elements such as the work environment, public dealing, professionalism, manpower and resources and professionalism at each organisation under study (Fryer et al., 2009; Isaac Mwita, 2000; Kouzmin et al., 1999). The participant observation studies in the organisations under study helped the researcher have clarity and also do away with his pre-conceived notions and potential biases, paving the way for other data collection methods and providing context to the research study (DeWalt and DeWalt, 2011).

4.8.4 Limitations of Participant Observation

There are a number of limitations which exist like all data collection methods. Firstly, the process of collecting data through this method is quite time consuming which may incur a significant cost for the researcher. Secondly, to cover different departments and aspects of the organisation to get a holistic view of the organisation requires significant number of observers to cover. Finally, the reflexivity issue also exists in participant observations which can be addressed by being aware and knowledgeable about the organisation and through triangulation of data (DeWalt and DeWalt, 2011; Saunders et al., 2007; Yin, 2013).

4.8.5 Documentary Sources

Documentary analysis is an important component of research, especially in the case of the public sector. It was used as a supportive tool with the other data

collection methods, to develop an in depth understanding of the phenomenon at hand, and also triangulate the data. Moreover, it helped to explore the background and context of the research at early stages of the study (Van Thiel, 2014; Yin, 2013). The documents helped to develop a holistic understanding of the topic at hand, facilitating the researcher in the interview process. The researcher was able to review and analyse relevant literature in this regard which included and was not limited to government of Pakistan publications, policy documents, circulars, agreements, international donor agencies publications e.g. WB and IMF, reports, communication, agreements and other material. Relevant publications and literature from other agencies and international organisations e.g. UN, non-governmental organisations (NGO's) on the public sector were also analysed. Organisational literature which included material on their websites, publications, newsletters, annual reports and other staff journals were also analysed for the purpose of the study. Finally, relevant publications from government policy think tanks and training academies were also analysed (Saunders et al., 2007; Van Thiel, 2014). Van Thiel (2014) argues that interviews which are published in newspapers, magazines or available through different mediums e.g. radio, television and social media can also be analysed as part of this (refer to Appendix-I for different documentary sources used). Dawn News was used predominantly along with other newspapers and magazines for the purpose of the study. Dawn, the oldest English newspaper which was founded in 1941 by Jinnah still exists in Pakistan and has one of the largest online and physical archives. It was the official government newspaper till Jinnah's demise, afterwards it became one of the most credible newspapers in Pakistan and quite critical of the state of affairs in Pakistan (Freedom House, 2016; Jaffrelot, 2015; Pakistan Press Foundation, 2016).

There are a number of benefits of using documentary analysis. Firstly, it is a cost effective approach. Secondly, it is quite efficient as the researcher does not have to collect the data himself, which also improves validity and reliability of the data. Thirdly, it helps to triangulate the data collected through other data collection methods (Saunders et al., 2007; Van Thiel, 2014).

4.8.6 Limitations of Documentary Sources

There are a number of limitations which exist in the case of documentary analysis like any other data collection method. Firstly, documents usually give a historical account of things and circumstances may have changed over time, misleading the reader. Secondly, the documents may have been framed in a way to make things look good, while on ground matters may be different. Thirdly, there is a need to have a systematic approach to analyse the data as it is a very time consuming process.

Despite its limitations, documentary analysis was used as a supportive tool with other data collection methods, to develop a holistic understanding of the topic at hand and also triangulate the data (Saunders et al., 2007; Van Thiel, 2014; Yin, 2013).

4.9 Research Process

The exploratory study is trying to identify and investigate the factors inhibiting organisational change and development in the public sector organisations of Pakistan. Therefore, different sampling techniques were used to identify and select the organisations to be studied as cases, and the participants who would act as respondents for the study.

4.9.1 Organisational Selection

There were a number of factors under consideration when selecting the organisations to be studied, and organisation selection was not only based on Wilson's (2000) agency classification discussed in the literature review chapter. Firstly, it was made sure that there was representation from each type of the agencies classified by Wilson (2000) and that they were into service delivery. Secondly, the convenience and ease of access to these organisations was also established using the networks which were available to the researcher. Thirdly, the nature of their work was also explored to ensure that they were a diversified

representative sample. Fourthly, budget allocations (refer to table J8 in Appendix J for detail) were also looked at to see the importance of the selected organisations vis-à-vis the government.

In light of the above factors, the following organisations given in table 4.1 were chosen in Pakistan for the purpose of fieldwork and data collection.

Table 4.1: Public Sector Organisations Selected for Fieldwork

Production Organisation	Procedural Organisation
1. National Highways and Motorways Police (NHMP)	1. Ministry of Planning, Development and Reforms (PC)
2. Punjab Police (PP)	
3. Directorate General of Immigration and Passports (DGIP)	
4. Pakistan Post Office Department (PPOST)	
5. Pakistan State Oil (PSO)	
Craft Organisation	Coping Organisation
1. Federal Investigation Agency (FIA)	1. National University of Science and Technology (NUST)

(Source: Author)

Initially these were the organisations which were finalised but eventually PSO was dropped because its head office was based in Karachi. The security situation in Karachi was a cause of concern. Therefore, the Post office department was selected instead of PSO. A total of seven organisations were selected.

4.9.2 Organisations Snapshot

4.9.2.1 National Highways and Motorways Police

The National Highways and Motorways Police (NHMP) is a federal government organisation and comes under the ministry of communications, which is a policy making and administrative authority on the area of communications and transport

sector in the government of Pakistan (Ministry of Communications, 2012). The organisation came into existence in 1997 and initially its jurisdiction was just the Motorways. Due to its initial success and good performance coupled with high public satisfaction, there was increasing support from the government resulting in the national highways being added in the year 2001. Its main objective is the management of traffic on all highways and motorways. Currently its span of control is over 2600 km with plans to expand across Pakistan. The current work force stands at around 5000 employees.

The organisation is headed by an Inspector General of Police (IGP) of civil service BPS grade 20 or 21. The IGP reports to the federal secretary for communications. The organisation is considered as a model of excellence and corruption free as per the National Accountability Bureau (NAB) report for the year 2002. Over the years the department has maintained itself as a model of excellence and corruption free, and successive governments have not only been appreciative but also supportive of it and have rewarded the motorway police and its officers with numerous performance based rewards (*Dawn, 4th March 2005; Dawn, 23rd July 2011; Dawn, 31st December 2014; National Highways and Motorway Police, 2002*). The organisation embarked upon a different outlook and way of working since inception. The department was setup on professional lines and innovations in HR, operations and a cultural transformation at the organisation was seen to take place. The organisation has stood the test of time and there is a growing demand from public to replicate the model in other departments as well (*Dawn, 4th March 2005; Dawn, 23rd July 2011; Dawn, 31st December 2014; Kausar, 2013; National Highways and Motorway Police, 2002*).

4.9.2.2 Punjab Police

The Punjab Police (PP) is a provincial government organisation and comes under the Home department of the government of Punjab. The Home department is responsible for the maintenance of law and order, protection of life and property of the citizens of Punjab province. The major functions of the Home department include the prevention and control of crime along with the administration of the police department (Government of the Punjab, 2012). The organisation started to

take shape in 1808 during the time of the British rule in the subcontinent and its current organisational design was formalised in 1861. Its jurisdiction is the entire Punjab province which is the largest province of Pakistan in terms of population, and second largest in terms of area. PP's main objective is the maintenance of law and order in the province. Over the years Punjab police has played a very important role in helping to manage the law and order situation of the province. The organisation is considered to be highly politicised and unfortunately its public image has been quite negative over the past few decades (Khosha, 2013). The current work force stands at around 180,000 employees.

The organisation is headed by an Inspector General of Police (IGP) of civil service BPS grade 20 or 21. The IGP reports to the home secretary for Punjab. The organisation has many HR and operational issues and considered by many as highly corrupt. There have been a number of committees and commissions to carry out reforms in the organisation but the reform process has been haphazard. Despite its shortcomings, PP has been able to control crime in the province and is dealing head on with the current threat of terrorism. The current government is also focusing on making improvements in the organisational setup and its operations (Khosha, 2013; Punjab Police, 2011; Transparency International, 2010).

4.9.2.3 Directorate General of Immigration and Passports

The Directorate General of Immigration and Passports (DGIP) is a federal government organisation and comes under the ministry of interior, which is a policy making and administrative authority on the area of internal security in the government of Pakistan (Ministry of Interior, 2015). The department is governed by the passport act of 1974 and visa manual of 2006. The department is responsible for issuance of passports, visas and Pakistani citizenship. There are 79 regional passport offices (RPO's) within Pakistan located across the four provinces and 27 outside Pakistan at the foreign missions. The head office is in the capital city of Islamabad (Directorate General of Immigration and Passports, 2014). The organisation has many HR, operational issues and is also considered corrupt. There are huge delays and backlogs in the issuance of passports (Asad, 2013; Hanif, 2013). The current government is working on many projects to uplift it, including

the start of home delivery of passports to root out corruption and bringing in systems to facilitate overseas Pakistanis (Directorate General of Immigration and Passports, 2014; Hanif, 2013; Raza, 2014).

The organisation is headed by the Director General Immigration and Passports (DG I&P) of civil service BPS grade 20 or 21. The DG reports to the federal secretary for interior. There have been reforms in the organisation but they were quite fragmented. Most of the reforms were carried out to meet requirements of the International civil aviation organisation (ICAO), such as the issuance of machine readable passports (MRP's) (*Dawn*, 28th December, 2004). There is a need for planned reforms to take place at the organisation. The current government is serious about reforms at the department and is working on a number of projects (Directorate General of Immigration and Passports, 2014; Hanif, 2013).

4.9.2.4 Pakistan Post Office Department

The Pakistan post office department is a federal government organisation and comes under the ministry of communications, which is a policy making and administrative authority on the area of communications and transport sector in the government of Pakistan (Ministry of Communications, 2012). The organisation came into existence in 1898 when the subcontinent was under British rule. Post independence in 1947 it initially started functioning as the post and telegraph department, and was separated in 1962 and started working as the Pakistan post office. The department is responsible for delivering post and parcels throughout Pakistan and abroad. There are around 13,000 post offices in its network. The objective of the Pakistan post is to “make secure and timely delivery of mail, money and material at the door steps of the customers at affordable cost” (Pakistan Post Office Department, 2010). The organisation is highly trusted by the people and has a lot of goodwill among them (*Dawn*, 29th February 2004). There are although HR and operational issues at the department. A delay in the delivery of post and post getting lost is also quite common (*Dawn*, 21st March 2013). A number of steps have been taken at the organisation to cater to these issues.

The organisation is headed by a Director General Post office (DG Post) of civil service BPS grade 20 or 21. The DG reports to the federal secretary for communications. There have been reforms in the organisation but the reform process has been haphazard, where it was privatised and made into a corporation but reverted back later (*Dawn, November 4th 2002*). Despite its issues the department has done well, and a number of agency functions were added to it such as a saving bank, life insurance, collection of taxes, collection of utility bills and making pension payments. These functions have significantly added to the department's revenue (Aftab, 2013; Pakistan Post Office Department, 2010).

4.9.2.5 Planning Commission

The planning commission (PC) is a federal government organisation and comes under the ministry of planning, development and reforms, which is a policy making authority on the area of planning and development in the government of Pakistan. The PC formally came into existence in 1958 after a number of changes to the development board, which was set up in 1948 under the economic affairs division to look at economic development of the country. The department is primarily responsible for preparation of a national plan, which caters to the economic and social development of the country. The PC also assesses the human and material resources which are needed to support the implementation of the national plan. In addition, development projects are planned and evaluated at the PC, to ensure that they are in line with the national plan and the priorities of the government (Ministry of Planning, Development and Reforms, 2013). The PC is working on a number of projects to improve the working of the government. Regional collaboration is also underway with China making huge investments in the Pakistan-China trade corridor and the Gawadar port (*Dawn, June 20th 2014*). The department was sidelined by previous governments and had a number of operational issues, but the current government is making its role more important and concentrating on areas such as governance, reforms and youth focussed projects (Ministry of Planning, Development and Reforms, 2013).

The organisation is headed by the secretary planning and development of civil service BPS grade 20 or 21. The secretary reports to the federal minister for

planning development and reforms. There have been reforms at the organisation during previous governments, where its powers were curtailed and it was used more of a rubber stamp for project approvals (Ahmed, 2007). The role of the PC has been enhanced in the current government and it is working on a number of policies and projects for the betterment of the country. There is a need for planned reforms to take place at the organisation. The minister for planning, development and reforms is quite powerful and influential, as he is also the deputy secretary general of the ruling party. He wants to make the department more effective and is undertaking a number of productive steps for it. The youth development fellow initiative is an example of this, where young and educated professionals have been brought into the department to act not only as a support system but also help in the process of policy formulation, project planning and evaluation at the PC (*Dawn, August 7th 2014*; Ministry of Planning, Development and Reforms, 2013).

4.9.2.6 Federal Investigation Agency

The Federal investigation agency (FIA) is a federal government organisation and comes under the ministry of interior, which is a policy making and administrative authority on the area of internal security in the government of Pakistan (Ministry of Interior, 2015). The FIA came into existence in 1975 through the FIA act of 1974. The department is responsible for dealing with smuggling of humans and drugs, currency offences and money laundering, enforcement of laws relating to foreigners, cyber crime, white collar crime, intellectual property rights, immigration and border control, anti corruption and also liaising with Interpol and other international agencies (Federal Investigation Agency, 2013). The organisation has operational issues and is considered corrupt (Rana, 2013). The current government is trying to improve its working. The new cyber crime division at the FIA is innovative, vigilant and has done well. There are also other projects being worked on for improvement at the FIA (*Dawn, 20th July, 2013*; Federal Investigation Agency, 2013; Hassan, 2012).

The organisation is headed by the Director General FIA of civil service BPS grade 20 or 21. The DG reports to the federal secretary for interior. There have been reforms at the organisation but they were quite sporadic. Successive heads have

tried to make changes at the organisation but their limited tenure hampered the reform process (*Dawn, June 21st 2011*; Federal Investigation Agency, 2013). There is a need for planned reforms to take place at the organisation. The current government wants to make the department more effective and is serious about improving accountability and countering corruption at the FIA (*Dawn, 20th July, 2013*).

4.9.2.7 National University of Science and Technology

The National University of Science and Technology (NUST) is a federal government organisation and comes under the ministry of science and technology, which is a policy making authority on the area of scientific and technological programs and projects in the government of Pakistan (Ministry of Science and Technology, 2012). NUST was established in 1991 for promoting higher education in science and technology. The university got its charter in 1993. The primary focus of the university has been to produce graduates who are good researchers and also professionals in their field. The university also offers programs in Engineering, IT, Medicine and also management. The graduates have done well in the industry and are considered good HR by a spectrum of companies in the public and private sector in Pakistan and also the Middle East. NUST has been able to develop a lot of international networks and partnerships. This includes 102 international universities and organisations of 29 different countries in different areas for the advancement of academics and research. NUST has also embarked upon nurturing and focussing on linkages between the industry and the academia. This has been achieved by setting up advisory councils, incubation centres, professional development centres, and innovation and entrepreneurship centre to name a few. These centres help the university to focus on the current requirements of the industry and get an opportunity to commercialise their research. The university has also done well in terms of its international rankings and is considered among the top 100 universities in the emerging economies. The department was sidelined by the previous government and had issues because of restricted funds. It is on an expansion path now and hopeful for support from the current government, which is focussed towards higher education especially in

science and technology (National University of Science and Technology, 2014; Raza, 2015; Shahid, 2015).

The organisation is headed by the rector of civil service BPS grade 20 or 21. The rector at NUST has been a retired army general for a while now. The rector reports to the federal secretary for the ministry of science and technology. There have been reforms and expansion at the organisation, where along with new academic programs there was innovation in HR, finance and operations. The university is on an expansion path and has developed a significant number of international linkages, and its graduates are catering to the current job market of Pakistan and also the Middle East in the engineering and telecom sector. There is a need for planned reforms to take place at the organisation. There are a number of projects NUST is working on at the moment, which includes a full fledged teaching hospital and also a potential technology park at the vicinity. The will of the government and also availability of funds are the main hindrance in these expansion projects (Khan, 2014; National University of Science and Technology, 2014; Shahid, 2015).

4.9.3 Sampling Technique for Participants

The exploratory nature of the study required the researcher to identify and select individuals who have either been involved or aware of the topic under study (Silverman, 2013). A non-probability sampling technique was used to select the interviewees which included purposive and snowball sampling. Purposive sampling helps to identify the relevant individuals who would be knowledgeable and are able to provide in-depth input for the purpose of the research. In addition, snowball sampling was used to identify potential key participants who may have not been accessible otherwise (Creswell, 2013a; Easterby-Smith et al., 2002; Saunders et al., 2007).

4.9.3.1 Participant Selection

In each organisation 8 people were interviewed this included the following:

1. Head of the organisation. (BPS Grade 21, 22)
2. Deputy Head of the organisation. (BPS Grade 20, 21)

3. Head of HR or Organisational change leader. (BPS Grade 20, 21)
4. 2 senior managers. (BPS Grade 19, 20)
5. 3 junior managers. (BPS Grade 16 - 18)

The civil service in Pakistan is based on basic pay scale (BPS) grade 1 – 22 (Islam, 2005). These individuals were a representative sample of each organisation with staff from upper, mid and lower tier of the organisation. This would help develop a more in-depth view of the organisations working. Normally, once you qualify through the civil service exam you start at grade 17 and it is known as the officer cadre. Grade 16 and below are known as rankers. A police constable for example is of grade 9. A total of 56 people were interviewed in these different organisations. Apart from this, 24 other people were also interviewed who consisted of politicians, businessmen, retired bureaucrats working as advisers/consultants to government, government contractors, academics who act as consultants to the government and other individuals who interact or have interacted with the government in their profession. Interviewing individuals inside the organisation coupled with the opinion from the 24 outsiders helped to develop a more holistic point of view with respect to the working of each organisation and the public sector organisations in general. Therefore, a total of 80 interviews were conducted during fieldwork for the purpose of the research given in table J9 in Appendix J.

4.9.4 Limitations of the Sampling Technique

The researcher needs to be aware of the limitations of the sampling technique. In the case of purposive sampling it is considered as statistically unrepresentative, which is addressed by the argument that although chances of respondents selection is uncertain but the populations characteristics fundamentally determine respondent selection. Those respondents are selected which are knowledgeable, informative and enable the researcher to meet the required objectives. In the case of snowball sampling, firstly, the type of respondents being selected can be limited because of preference of the initial contact identified. Secondly, it may leave out those individuals who are not that social with other people in the organisation or department. To address these concerns two types of sampling techniques were used (Bryman and Bell, 2015; Creswell, 2013a; Saunders et al., 2007).

In light of the above discussion, it may be argued that those research methods and sampling techniques need to be utilised which are suitable and beneficial for the purpose of the research and meeting its objectives. In addition, although the sampling techniques have limitations they are quite relevant in the case of qualitative research which is being carried out in this study (Saunders et al., 2007; Silverman, 2013; Yin, 2013)

4.9.5 Operationalisation of Fieldwork: The Practicalities

As discussed earlier, PSO was dropped because its head office was based in Karachi. The security situation in Karachi was an issue, so PSO was replaced by the Pakistan Post office department which was based in Lahore and Islamabad. Most of the research was carried out in Islamabad and Lahore. Networks that were available to the researcher were explored and prospective interviewees were contacted in person via telephone or email initially (refer to Appendix-B for detail). Most of the interviews were conducted in the offices of the different organisations. A few were conducted at people's homes. All the participants were given the information sheet (refer to Appendix-C for detail) to read and all of them also went through the consent form (refer to Appendix-D for detail) and most of them signed it. Only a few were not comfortable signing it because of anonymity, but they were fine in filling them out with the required details. Notes were made for most of the interviews and a few were recorded. This was because most of the participants were not comfortable in getting their interviews recorded. This issue is also faced by anthropologists in their fieldwork as well where cultural settings make it difficult to undertake audio recordings, justifying the need to take notes (Bernard, 2011; Pelto and Pelto, 1978). To ensure that there wasn't any delay in streamlining and recording the data, most of the interviews were transcribed daily during fieldwork while the rest were transcribed progressively (Bernard, 2011; Bryman and Bell, 2015). The researcher was in constant contact with his supervisor during each stage of the fieldwork, and kept him on board with the progress during the fieldwork via email and SKYPE meetings. The data collected during the fieldwork in the form of notes and recordings was stored safely. Once copied to the laptop, the recordings and the transcribed interviews were uploaded

to the York online secure server. Extra copies were also made to ensure that the data was not lost going forward (Creswell, 2013a).

4.9.6 Language and Translation of Interviews

There were a total of 80 interviews which were carried out during fieldwork for the purpose of the research. A total of 56 people were interviewed in the different organisations. Apart from this, 24 other people were also interviewed as discussed in section 4.9.3.1 above. In the 56 interviews which were conducted in the seven different organisations 35 interviews were conducted completely in English while 21 were bilingual i.e. in English and Urdu. This was mainly of the junior officers in these organisations as they felt comfortable in being bilingual. In the case of the 24 general interviews they were 10 in English while 14 were bilingual mainly because of the respondents comfort.

All the interviewees were asked the questions in English but were given a choice by the researcher to give a bilingual response to put them at ease for their responses. This facilitated the responses and made the point of view clearer of the junior officers at the public sector organisations and also the general interviewees. Since the researcher was well versed both in English and Urdu there was no issue in carrying out concurrent translation during the interview process and later while transcribing the responses. To ensure that the true essence of the response was not lost in translation the researcher ran the responses by the interviewee a few times to completely understand the point being made in both English and Urdu (Cooke et al. 2013; Jankowicz, 1994). In addition, keeping the possibility of bilingual responses in mind the interview questions were also piloted along with other research instruments and relevant changes made after feedback (Berry, 2002; Saunders et al., 2007).

The researcher was aware that the subjects may not be objective, so one cannot rely on one respondent alone for information and triangulation has to be undertaken for verification of responses. This was achieved through the use of multiple sources of data collection e.g. interviews and participant observations (DeWalt et al., 2002; Yin, 2013). In addition, the researcher was well versed with

the secondary sources which helped him probe the respondent and facilitated the responses to be more objective (Berry, 2002). Since there was no interview purely in Urdu there was no need to get responses translated as the translation of bilingual interviews was concurrent. In addition, the analysis of the bilingual interviews which were conducted was carried out on an interview by interview basis keeping in view the concurrent translations and also the real time feedback on them from the interviewees (Cooke et al. 2013; Marschan-Piekkari and Reis, 2005). Moreover, the concurrent translation and feedback mechanism put in place by the researcher ensured that true essence of the response was not lost in translation (Jankowicz, 1994). The next section highlights how the empirical data was analysed and interpretations were drawn from it for the purpose of this research.

4.9.7 Pilot Studies

Bryman and Bell (2015) highlight the importance of piloting and argue that it has a number of benefits. Firstly, it ensures that the research instruments over all work well. Secondly, it provides the researcher an opportunity to get experience in interviewing and also build their confidence. Thirdly, any issues with the research instruments e.g. in terms of understanding, language, making the respondent uncomfortable or clarity in instructions etc can be identified, and relevant changes made before the actual research takes place. Finally, they also help the researcher to evaluate the flow of the questions, and determine whether any changes are required to make it better and refine the research instruments (Creswell, 2013a).

Three pilot studies were conducted before starting the major fieldwork to get feedback on the interview questions, information sheet, consent form and also assess the practical difficulties if any during the fieldwork. In the pilot interviews a few changes were suggested by the participants. All the participants were fine with the interview questions and the consent form as well. This included the wording, content, language, terms usage and the time duration for the interview. There was a general consensus that recording interviews may be a cause of concern in a public sector setting. They were of the view that respondents may get suspicious, feel intimidated and not answer questions openly. This was because in the past

journalists have come as researchers causing issues later for individuals and also the departments. So, the researcher has to be extra cautious because of that. They advised to keep recording as an option in the consent form, and not to do away with it completely as some participants may be willing to have their interview recorded. One of the participants had a view that the information sheet should clearly state that when the researcher was referring to ‘stakeholders’, it meant policy makers in Pakistan. In light of the pilot interviews and feedback from the participants and supervisor, the consent form and information sheet were updated with minor changes. There were two sets of interview questions (refer to Appendix-E for detail) and information sheets. One set was for a person working in a specific organisation and the other set was for the general interviewees without reference to a specific organisation. The questions and information were the same with a slight difference in wording. An interview guide was also made with prompts for the researcher (refer to Appendix-F for detail). During the interviews the researcher was also aware of the different time periods in the history of Pakistan, and kept those in mind while probing the interviewees (refer to Appendix-G for detail).

4.10 The Analysis

4.10.1 Template Analysis

The data generated in the case of this research study was mainly interviews and observations carried out within the organisation. Although, a number of approaches exist for the data analysis, template analysis seems appropriate to analyse the research findings, as it fits in well with the philosophical perspective of this research (King, 2016). It is a well structured approach and can be used on most types of textual data. It gives flexibility to the researcher and helps in developing a clear understanding of the research conducted. The textual data is organised thematically after creating a template of codes. Some of the codes are established beforehand in light of the existing theory on the subject and the others are done after analysis is conducted on the gathered data (Aronson, 1994; Boyatzis, 1998,

Cassell and Symon, 2004; Denzin and Lincoln, 2000; King, 1998). Thematic analysis has a number of advantages. Firstly, it enables the researcher to draw interpretations from the data. Secondly, it gives the flexibility to use both inductive and deductive approaches to the data, where existing themes are used as a base and then new themes are developed in the process (King et al., 2003; Patton, 1990). Thirdly, it helps to identify the influence of specific variables across the data set. In addition, it facilitates the analyses of differences and similarities within the data set (Boyatzis 1998; Creswell 2013b). Fourthly, it enables coding of data and helps to develop links across the entire data through categorization, making it relatively easier to make sense of the data and interpret it (Miles and Huberman, 1994).

Thematic analysis will prove very useful in the case of the current study as we are trying to identify factors affecting the organisational change and development in public sector organisations of Pakistan. The theoretical framework provided by Pollitt and Bouckaert's (2011) research on public management reform is acting as a base to understand the Pakistani public sector context. This will help to develop an understanding of how the factors they have mentioned in their research are either relevant or not in the case of Pakistan and additions will be made to the model if needed. Template analysis gives the researcher space to focus and helps to create the right structure for analysing qualitative data and enable generation of codes for theme development. In addition, the patterns within and across the themes can be evaluated and analysed (Cassell and Symon, 2004; Crabtree and Miller, 1999; King, 2004).

4.10.2 Data Coding

The data was evaluated and initial codes were developed by identifying similar patterns in the transcripts within the responses to questions and across transcripts for each question. Some codes were identified from the existing theory on the subject mainly from the Pollitt and Bouckaert (2011) framework. Then the initial template of codes was categorised further and grouped together. This led to identifying the relationships between the different variables identified and development of the themes and sub themes (Boyatzis 1998; King, 2016; Miles and Huberman, 1994).

4.10.2.1 Audit Trail

In the case of the current research study the unit of analysis was the organisation and the unit of coding was each question. The transcribed interviews were analysed in a step by step fashion where responses to each question were summarised and outlines of responses were used to draw final codes from them. The data was also realigned so that the responses were in the relevant part e.g. responses about media were placed together. The initial list of themes generated was collated as further coding took place across the data set. New themes were added while proceeding to the next organisation during coding (Boyatzis, 1998). A comprehensive coding book was created in the process and the final list of themes used to analyse the transcripts are given in table 4.2 below.

4.10.2.2 Analysis Using Software

In total 80 interviews were conducted which were transcribed and analysed to develop an initial understanding of the immense data collected during the fieldwork. It must be pointed out that the data was quite rich and going forward a detailed analysis was needed to understand and benefit from it completely. Initially it was decided that software's such as NVIVO may be used to analyse the data but later this was changed mainly due to the software's steep learning curves, de-contextualising the data from the researcher and because coding through the software at times dilutes the richness of the data. Therefore, once the interviews were transcribed, initial coding was done using Microsoft Word. Then through categorizing codes in phases themes were identified (Bronson, 2015; Gorman, 2015; Guest et al., 2011). The final themes and subthemes developed are given in the table 4.2 given below.

Table 4.2: Final Themes and Subthemes

1 st Order Codes	2 nd Order Codes/ Sub Themes	Main Themes
<ol style="list-style-type: none"> 1. <i>Population burdens planning and execution.</i> 2. <i>Unemployment increases crime.</i> 3. <i>Population motivated to migrate.</i> 4. <i>Trafficker's mafia.</i> 	1. Rising Population Burden	1. Environment
<ol style="list-style-type: none"> 1. <i>Awareness and accountability.</i> 2. <i>Partner and image builder.</i> 3. <i>Media provokes aspirations.</i> 4. <i>Media blackmails because of vested interests.</i> 5. <i>Media's role in decision making, policy formulation.</i> 	2. Media Scrutiny	
<ol style="list-style-type: none"> 1. <i>International support and its capitalisation.</i> 2. <i>Loan conditionality's.</i> 3. <i>Procurement rules not followed.</i> 4. <i>Landscape changing due to FDI.</i> 	3. Impact of Global Economic Forces	
<ol style="list-style-type: none"> 1. <i>Government restraints.</i> 2. <i>Austerity affects operations, expansion and capacity building.</i> 3. <i>Allocation policy needs consistency.</i> 4. <i>Consumerism leads to crime.</i> 5. <i>Budget revision needed due to terrorism.</i> 6. <i>Impact of Inflation.</i> 7. <i>Checks and balances for budget misallocation.</i> 8. <i>Long term planning needed.</i> 9. <i>Revenue generating initiatives undertaken.</i> 	4. Impact of Domestic Economic Policies	
<ol style="list-style-type: none"> 1. <i>Satisfied and appreciative of attitude and service culture change.</i> 2. <i>Citizen's feedback taken into account.</i> 3. <i>Citizens' affiliation gets benefits.</i> 	5. Impact of Pressure from Citizens	

<ol style="list-style-type: none"> 1. <i>Support to government.</i> 2. <i>Temporary resource constraint.</i> 3. <i>SOP's for disasters.</i> 4. <i>Privatisation creates uncertainty.</i> 5. <i>Businessmen role due to privatization.</i> 6. <i>Terrorism impact.</i> 	6. Impact of Unexpected Events	
<ol style="list-style-type: none"> 1. <i>Efficiency improves.</i> 2. <i>Short term improvement.</i> 3. <i>Military influence increases.</i> 4. <i>Infrastructure, technology and HR benefitted.</i> 	7. Impact of Military Rule	
<ol style="list-style-type: none"> 1. <i>Party in power role macro level.</i> 2. <i>Micro Management.</i> 3. <i>Political pressure head/seniors dependent.</i> 4. <i>Role of Ministers.</i> 5. <i>Low on priority list.</i> 6. <i>Influence for personal benefits.</i> 7. <i>Input needed in policy making.</i> 	8. Political Interference	
<ol style="list-style-type: none"> 1. <i>Influence most affairs.</i> 2. <i>Head plays pivotal role.</i> 3. <i>Favour political affiliations.</i> 4. <i>Politically affiliated clerks powerful as bureaucrats.</i> 	9. Bureaucratic Influence	
<ol style="list-style-type: none"> 1. <i>Active and strong judiciary.</i> 2. <i>Courts as official watchdogs.</i> 3. <i>Jurisdiction clashes.</i> 4. <i>Defective legal system with low conviction rate.</i> 	10. Impact of Judiciary	
<ol style="list-style-type: none"> 1. <i>Enabling, increases efficiency.</i> 2. <i>Improved transparency, accountability and service delivery.</i> 3. <i>New, younger and educated officers played positive role.</i> 4. <i>Resistance from within and stakeholders.</i> 5. <i>Update and capitalize on technology.</i> 6. <i>Awareness, training needed.</i> 	11. Impact of Technology	2. Technology
<ol style="list-style-type: none"> 1. <i>New ideas encouraged and accepted.</i> 2. <i>NMI's head dependent.</i> 3. <i>Exposure because of foreign interaction.</i> 4. <i>Funds availability.</i> 5. <i>Project management for proper benefit.</i> 6. <i>New officers bring in new ideas.</i> 7. <i>Limited NMI's.</i> 	12. New Management Ideas	
<ol style="list-style-type: none"> 1. <i>Structure, Policies and system complement.</i> 2. <i>Structure affects working.</i> 3. <i>Policies comprehensive and pragmatic.</i> 4. <i>Inconsistent policies.</i> 5. <i>Dynamic policies needed.</i> 6. <i>System gives work freedom.</i> 7. <i>Collaboration with other departments.</i> 8. <i>International interaction and recognition.</i> 	13. Role of Structure, Policies, System and Processes	

<ol style="list-style-type: none"> 1. <i>Shortage of Staff.</i> 2. <i>Qualified and educated workforce strengthens.</i> 3. <i>Expectations high without giving basic needs, facilities.</i> 4. <i>Career planning missing.</i> 5. <i>Tenure insecure impacts performance.</i> 6. <i>Operational Capacity.</i> 	14. Civil Service Capacity	
<ol style="list-style-type: none"> 1. <i>Religion misused.</i> 2. <i>Religious discrimination.</i> 3. <i>Part of training and work ethic.</i> 	15. Influence of Religion	3. Culture
<ol style="list-style-type: none"> 1. <i>Culture to oblige others.</i> 2. <i>Intermingling of macro, meso and micro.</i> 3. <i>Negative elements of societal culture seen.</i> 4. <i>Need accountability as a norm.</i> 	16. Impact of Macro Culture	
<ol style="list-style-type: none"> 1. <i>Culture evolving and strengthens.</i> 2. <i>Distinguished by culture.</i> 3. <i>Head dependent.</i> 4. <i>Culture of discussion, collaboration, support and concern.</i> 5. <i>Cultural difference across offices.</i> 6. <i>Strong bureaucratic culture exists.</i> 7. <i>Committed to serve, facilitate.</i> 	17. Impact of Meso, Micro and Nano Culture	
<ol style="list-style-type: none"> 1. <i>Planned reforms needed.</i> 2. <i>Stakeholder's role important.</i> 3. <i>Government constrained, reforms not priority.</i> 4. <i>Reforms political decision.</i> 5. <i>Head driven.</i> 6. <i>New department, initiative and changes easier.</i> 7. <i>Reforms improved service delivery.</i> 8. <i>Reforms create uncertainty.</i> 9. <i>Transparency and accountability needed.</i> 10. <i>Operations improved due to delegation.</i> 	18. The Reform Process	4. Organisational Readiness for Change

(Source: Author)

4.10.3 Limitations of Template Analysis

The researcher needs to be aware of the limitations of template analysis. Firstly, the themes need to be evaluated to ensure that they are representative of the text. Validating the themes during the different phases of the data analysis is very important. In addition, the reliability of the themes also needs to be established. The validation in this case was achieved by discussing the theme development process and themes identified through independent reviewers who in this case were the primary and secondary supervisor. To further strengthen the reliability and validity, list of themes at each stage of the theme development were verified with the relevant responses from the participants (Boyatzis, 1998; Guest et al., 2011;

Miles and Huberman, 1994). Secondly, the quality of analysis needs to be ensured. King (2016) argues that the quality of analysis can be achieved through respondent feedback where participants can be asked for their input on the analysis carried out. The researcher was able to address this by getting feedback from participants on the themes identified and also discussing the initial findings.

Therefore, in light of the above it can be argued that despite its limitations template analysis is a good data analysis technique from the perspective of the phenomenon under study. It will help the researcher analyse the qualitative data generated through interviews in a manner which would result in clarity. Thus, the case study method of qualitative research, and then thematic analysis would facilitate the development of understanding that is required for a deeper level of analyses of public sector organisations of Pakistan, and help in achieving the required research objectives (King, 2012).

4.11 Research Ethics

Ethics are fundamental in any research study. As a first step, participants were sent an introductory email about the research study (refer to Appendix B for detail). Once they were on board and the researcher met them, each participant was given a question sheet (refer to Appendix E for detail), briefed about their confidentiality and given an information sheet which had the aim and objectives of the study along with the way it will be carried out (refer to Appendix C for detail). In addition, each participant was also given a consent form to sign if they wanted to participate in the research study (refer to Appendix D for detail). Participants were reassured during the interview process about their confidentiality and anonymity. The process for ethical approval was initiated before embarking on the fieldwork by the researcher in December, 2014. The following documents were submitted to the Ethics committee chaired by Professor Lucia Quaglia.

1. Ethical Approval Application to the chair.
2. ELMPS compliance declaration form.
3. ELMPS Lite form.
4. Information sheet for participants.

5. Consent form for participants.

The committee had a few reservations regarding the security of the researcher in Pakistan while undertaking the study and wanted further clarity on gaining access to organisations. The required changes were made and a resubmission was made. The fieldwork was started once the ethics committee was satisfied and approved the application.

4.12 Validation and Reliability of the Research

In the case of any research it is desirable to establish its trustworthiness. Lincoln and Guba (1985) have formulated an evaluative criterion which is based on four elements discussed below.

1. **Credibility:** This refers to the confidence of the findings being true.
2. **Transferability:** This refers to the ability of the findings to be applicable in other contexts.
3. **Dependability:** This refers to the findings being consistent and being repeatable.
4. **Confirmability:** This refers to neutrality in the findings of the study and being unbiased.

There are a number of techniques which can be used to address each of these concerns, and were also undertaken to strengthen the validity and reliability of this research. Firstly, to ensure credibility of the research the researcher engaged in 'prolonged engagement' where almost four months were spent in the field and observation studies were also carried out to develop an understanding of the different organisations and the phenomenon under study (Cohen and Crabtree, 2006). 'Triangulation' was also carried out in the methods and sources to ensure validity. In addition, 'member checking' was undertaken where initial findings were discussed with the participants to confirm validity (Lincoln and Guba, 1985). Secondly, to ensure transferability of the research, 'thick description' was carried out where the researcher gave an in-depth account of the research and field experience, explaining the cultural and social underpinnings along with their

context (Holloway, 1997). Thirdly, to ensure dependability an ‘external audit’ was carried out through presenting the initial research findings at three conferences and workshops. In addition, the research study was also evaluated by four external researchers and the supervisory team to evaluate the research process including the accuracy of the findings and their interpretations (Creswell, 2013a; Lincoln and Guba, 1985). Fourthly, confirmability was ensured through an ‘audit trail’ discussed throughout the methodology and in the template analysis section specifically about theme development. ‘Triangulation’ was also carried out in the methods and sources to ensure validity. In addition, an ‘external audit’ was also carried out as already discussed to ensure confirmability (Cohen and Crabtree, 2006; Creswell, 2013a; Lincoln and Guba, 1985).

In light of the above discussion, it may be argued that the relevant steps were undertaken by the researcher to ensure validity and reliability of the qualitative research and establish its trustworthiness.

4.13 Research Limitation

There are limitations to any research which is undertaken. The researcher was of the view that interviewing participants in their own office or in certain cases their home was the most appropriate approach given the work schedules and commitments of those involved. In addition, the researcher realises that the interviews present a view of a sample within each organisation under study and may differ from that of the entire population. Finally, given the limited time and access it was difficult to explore the phenomena under study in more public sector organisations of Pakistan.

4.14 Conclusion

In light of the above discussion, it can be safely argued that the methodology chapter helped to verify the impact of existing variables of the Pollitt and Bouckaert (2011) model in the Pakistani public sector context, and also identify new factors e.g. religion, and eventually themes which have an impact on organisational change and development in the public sector organisations of

Pakistan. The philosophical approach of interpretivism, undertaking a case study method, carrying out a cross-sectional research with multiple qualitative data collection and analysis techniques helped to streamline the whole process and make sense of the phenomenon under study (Saunders et al., 2007). Therefore, the way the methodology was framed and the research was designed and executed helped to achieve the required research objectives.

Concluding the above discussion, it is clearly manifest that despite the limitations which have already been addressed, the methodological stance taken by the researcher helped to develop the themes and subthemes which impact the working of public sector organisations of Pakistan. Going forward, this will enable the researcher to embark on the analyses of the empirical findings.

The empirical findings and analyses have been discussed in the next two chapters. They will focus on the four main themes which have emerged from the data and discuss each of the subthemes in detail with examples from the data and its analysis to understand the impact on the working of public sector organisations, from the perspective of organisational change and development. Examples would be given from each of the seven different organisations which were under study and also input from the general interviews which were conducted for the purpose of this research. This would help to achieve the required research objectives discussed earlier and pave the way to frame a model for public sector reforms in Pakistan and other developing countries.

Chapter 5 – Empirical Findings and Analyses (I)

5.1 Introduction

The literature review and country context chapter pointed out multifarious variables which impact the working of public sector organisations. The preceding chapters aimed to develop a deeper understanding of the working of the Pakistani public sector, particularly from the perspective of organisational change, development and reform. The last chapter utilised the data to develop the themes and subthemes which impact the working of public sector organisations. Some of these subthemes are already part of the Pollitt and Bouckaert's (2011) framework for public management reform, while others have been identified through the thematic analyses as discussed in the last chapter.

The empirical chapters focus on the four main themes which have emerged from the data. The chapters have been divided across these themes. Each of the subthemes is discussed in detail with examples to understand the impact on the working of public sector organisations, from the perspective of organisational change and development. There are examples given from each of the seven different organisations which are under study i.e. from the fifty six interviews conducted in the organisations under study. There is also an input from the twenty four general interviews which were conducted for the purpose of this research. It was observed during the analyses that not all organisations are affected by the factors identified in a similar way e.g. military rule may have been beneficial for the development of some organisations but not others. Similarly, media scrutiny resulted in some organisations to shape up but others remained stagnant. It also appears that certain subthemes had more of an impact on certain organisations because of their strategic importance, priority within the government and potential benefit to the users.

The four themes which emerged from the data are: environment, technology, sculture and organisational readiness for change. This chapter focuses on the environment theme. The impact of the theme on public sector organisations is discussed below.

5.1.1 Environment Theme

Environment is one of the keynote themes identified on the basis of literature review and thematic analysis. What follows is an analysis of this theme and sub-themes, in the light of the participant responses in the selected public sector organisations of Pakistan. It may be argued that, the environment refers to all the environmental factors which have an impact on the working of public sector organisations. The subthemes include Rising Population Burden, Media Scrutiny, Impact of Global Economic Forces, Impact of Domestic Economic Policies, Impact of Pressure from Citizens, Impact of Unexpected Events, Impact of Military Rule, Political Interference, Bureaucratic Influence and the Impact of Judiciary.

5.1.1.1 Rising Population Burden

The rising population burdens the planning and execution of different projects in public sector organisations (Pollitt and Bouckaert, 2011: 32-46). The initial planning although does take into account the population but by the time a specific project e.g. a government hospital is commissioned the population of the area has gone up significantly. This has an impact on the outcome of the project as it is unable to deliver the requisites efficiently due to the excess pressure on the resources of public sector organisations. This was pointed out by a senior civil servant at NHMP in the following words:

“Demographic change had an impact mainly due to urbanisation and also an increase in the amount of vehicles which are on road.... People feel that the nearer they are to the roads the more business they will get. This causes issues in the flow of traffic as congestion increases and the accidents also increase. This makes it very difficult for the enforcement to take place....”¹

There was an increase in traffic on the roads as a result of increasing population in Pakistan. The population growth rate was 1.92 % in 2015 which is quite high compared to other countries in the region (Pakistan Economic Survey, 2015). This impacts the working of NHMP as the number of vehicles plying on the roads increases, there is a tendency for traffic congestion making enforcement difficult.

¹ Senior Civil Servant, Interview, March 2014.

The situation is further exacerbated by the encroachments on the roads by the rising population to benefit their businesses. This situation is more problematic in the case of the national highways where in certain areas the relevant infrastructure such as road fencing is missing. These roads bear the brunt of the population burden and make it difficult for not only the government departments managing them but also for the commuters.

A retired senior civil servant was of the following view about population:

“It is difficult to bring about change due to the increasing population. The impact of a change process is not there. E.g. census is very important to determine the requirements of a population. FBR, Agri and Population do their own censuses which are merged... There are issues as the fractions they use are not common so figures are not accurate. Also the status quo remains intact as the main thing is to change the mindset of the people. If you are not sure about the number of people in the country how would you be able to plan things?”²

The population data is not accurate which leads to planning issues. There are a number of departments involved in this calculation using different methods which is an issue. The public sector organisations find it difficult to plan their projects and working because of this inaccurate data.

The last census was held in Pakistan in 1998 which is a cause of concern because since then most of the data used by the government to plan their projects has been extrapolated (Pakistan Economic Survey, 2015). Inaccurate estimations give rise to miscalculations in important areas of budgeting, costing and expenditure, leading to project completion issues. This flaw in the planning process significantly impacts the working of the different departments involved. They face coordination issues which affects project delivery, as the different departments who are responsible for specific areas are not on the same page. In addition their staff is also strained most of the time because they are unable to keep pace with the surge in population and provide the relevant services, and also be efficient in service delivery.

² Retired Senior Civil Servant, Interview, April 2014.

The PP also finds it difficult to carry out enforcement because of inaccurate statistical data with respect to a geographical area. This makes the planning task even more difficult as individuals from other provinces are resident in an area of jurisdiction and the PP is unaware of it because of discrepancy in the data. There is a feeling that enforcement is difficult in larger towns as evident from the response by a junior civil servant below:

“The current change in demography is an issue especially in larger towns because enforcement becomes difficult. The man power is the same across the different areas.”³

There is a significant change in population in larger towns due to urbanization but the work force in the department on average remains the same across different areas. This is coupled with lack of requisite operational resources at the department making enforcement difficult.

The surge in population has led to the expansion of the cities populated area. A number of residential colonies have emerged on the outskirts of the city. There has also been an increase in the population density within the city. This change in demographics coupled with inaccurate statistical data not only makes it difficult for the policy makers but also those planning the operations of the different departments. This lack of proper planning results in lags in updating the required departmental workforce for a specific area which is already strained by staff shortages.

This issue was also faced by the Pakistan Post where the expansion of the cities at a very fast pace made it difficult for the department to deliver as evident from the response by a senior civil servant below:

“The cities have grown fourfold but the staff and infrastructure have not. The number of beats is the same but the area in each beat has increased phenomenally.”⁴

The department finds it difficult to cater to the growing demands of the population in the urban areas and this is also the case in the rural areas where outreach is

³ Junior Civil Servant, Interview, April 2014.

⁴ Senior Civil Servant, Interview, March 2014.

affected. The manpower managing each beat (given area of jurisdiction) has also more or less remained the same making their task to serve the public even more arduous. This has also been coupled with the increase in the number of services being provided by the department such as banking services which the existing staff has to manage (Aftab, 2013).

There are certain areas which are not part of the planned and approved development of the rural area or city. They are not catered to by most departments as the government has not approved them to be part of their jurisdiction. The residents of such areas suffer as they are not serviced by the departments and have to travel to other areas to get their basic needs met e.g. a post office etc. There have been instances where new areas were added but the requisite funds and manpower were not provided causing operational issues, as the same work force was used to cater to the increased area of jurisdiction.

There was a similar impact on the working of DGIP as a senior civil servant stated:

“Demography has a significant impact on our working as the number of applications has gone up a lot. The workload is immense and is making it difficult for us perform efficiently.... Post 2010 we have on average 12-15 thousand application to process per day.”⁵

The rising number of applications makes it difficult for the department to work efficiently. This workload is further exacerbated because there isn't a passport office in each city putting extra pressure on the regional offices located in each major city. The application collection is just the front end of the operation, the back end where the passports are printed and despatched to regional offices have severe backlogs as well, creating a lot of problems for the applicants due to long delays (Hanif, 2013).

The centralisation of the production process has created operational issues, affecting the issuance of passports and identity cards. This was further exacerbated by a shortage of relevant materials to print these documents. It was seen that proper procedures were not followed during the application process and individuals were

⁵ Senior Civil Servant, Interview, April 2014.

given passports out of turn affecting the routine production process. This manipulation led to chaos not only in the systems and processes being followed but also among the already strained employees, significantly impacting service delivery.

The projects which are planned at the PC have to take into account the population they are going to cater for as a senior civil servant stated:

“Demographic change does have an impact as there is a constant rise in population causing a burden on the government organisations. This impacts the projects as well as policy making as the increasing population has to be kept in mind.”⁶

The PC is responsible to plan projects for different public sector organisations so it has to be aware of the change in demographics to ensure that the projects are planned and executed properly. This is also accommodated in the cost structure of the projects to cater to unexpected costs due to the demographic changes.

The public service is quite underdeveloped in smaller cities. This is mainly because due to budget constraints successive governments have focussed on major cities where visibly a difference can be seen. By the time it's the smaller cities turn either the government priority is not there or the funds have lapsed (*Dawn*, 30th December 2012). This has a significant impact on the population in the smaller cities as at times they have to travel to the major cities to get basic facilities such as the issuance of a passport. There have been instances where politicians in power or government officials were able to get departments to setup offices and cater to their own geographical area e.g. post office etc. These expansions are not usually in line with the requirements of the population but more to meet personal objectives.

The rise in population has another significant impact on society in the form of increasing unemployment. The unemployment rate went up from 6% in 2010-11 to 6.2% in 2012-13 (Pakistan Economic Survey, 2014). The rising unemployment increased frustration among the unemployed youth and in turn resulted in the level of crime to go up which was discussed in an analysis of Pakistan's unemployment

⁶ Senior Civil Servant, Interview, March 2014.

and crime figures by Gillani et al. in 2009. The disregard to law increases and people resort to easy money relying on criminal activities. An increase in crime was witnessed in the form of stolen vehicles, public transport hijackings and kidnappings. A 7% increase was seen in crime against property in the case of Punjab province alone in the year 2015 compared to the same period in 2014 (Asghar, 2009; Ghumman, 2014; Punjab Police, 2016). This rising tendency to violate the rule of law is quite problematic and impacts the working of law enforcing agencies.

The lack of opportunities at home and the rising unemployment resulted in the population being highly motivated to migrate (*Dawn, July 25th 2010*). It was unfortunate that the majority ended up in the wrong hands and were misguided to adopt illegal means as a junior civil servant from the FIA stated:

“Unemployment is very high and people want to go abroad for better work opportunities. The number of cases has gone up significantly because of this...We are responsible for controlling white collar crime in the country. They use fake documentation to get visas and when they are caught overseas they are deported.”⁷

It is a vicious cycle and people are mostly aware of the consequences they are getting into. The increased frustration because of unemployment results in them resorting to illegal means in the hope to go abroad (*Dawn, July 25th 2010*).

This has been facilitated by the trafficker’s mafia as a junior civil servant stated:

“They are manipulated by the human smuggling mafia and end up getting cheated by them. The number of cases has gone up significantly because of this reason. This puts an extra burden on the department.”⁸

There is a rise in the human trafficker’s mafia benefitting from the surge in frustrated population at home. Despite dire consequences people still rely on human smugglers and avail their services paying huge amounts of money to them (*Dawn, October 18th, 2012*).

⁷ Junior Civil Servant, Interview, March 2014.

⁸ Junior Civil Servant, Interview, March 2014.

In light of the above discussion it can be argued that the rising population's primary impact has been the extra burden on the department's existing resources, impacting service delivery significantly. This has been exacerbated by the lack of informed planning due to inaccurate data about the population. Departmental staff which is already overburdened finds it difficult to serve their area of jurisdiction which is constantly increasing. Centralisation of the production process has also made it difficult for timely service delivery in some organisations. Rising unemployment is also a cause of concern leading to individuals trying to adopt illegal ways to go abroad. In the case of law enforcing agencies the problems have been fourfold because enforcement has been difficult due to a surge in population which has not only resulted in disregard to the rule of law but a significant increase in different types of crime, especially those against property. In just the province of Punjab crime against property went up by 7% in 2015 compared to the same period in 2014 (Asghar, 2009; Ghumman, 2014; Punjab Police, 2016).

5.1.1.2 Media Scrutiny

As elsewhere, public organisations in Pakistan are exposed to high levels of media scrutiny, which is also increasing its scope. For instance, the number of television channels has increased significantly over the years (*Dawn, August 1st, 2007*). Historically, there were just three channels, two of which were state owned providing limited news and other content but due to the influx of cable television and satellite dish antennas the number has gone up to more than 145. There are about 27 local news channels which are covering local events round the clock. This upsurge in private news channels has also resulted in small issues being highlighted. Not only has media created awareness among the citizens but it also holds public sector organisations accountable for their actions (Ahmad, 2013; Media Logic, 2016; Wasim, 2012). Media including social media has started to have a significant impact on the working of the NHMP over the past few years as a senior civil servant stated:

“The media plays a role to point out the weaknesses of the department... highlighting achievements and services and also plays an important role through suggesting corrective measures.”⁹

The media through different programs and reports highlights the achievements and services the NHMP provides, creating awareness among the public. It makes the department aware of certain practices they may not be aware of which are going on in the department. It also acts as an accountability mechanism not only for the NHMP but also other law enforcing agencies so that required steps are taken to cater to the relevant issues highlighted.

Historically as the number of news channels was limited the airtime was not available to highlight achievements or issues of government departments. This has changed over the last decade and channels are specifically focusing on addressing the issues faced by the public in their daily lives. The media is playing its democratic role as an accountability mechanism so that the relevant authorities undertake the required changes to shape up. In addition they have also joined hands with the government departments and acted as a support mechanism to create public awareness and facilitate the working of the department, commending their performance as well.

The employees of DGIP had a similar view as a junior civil servant stated:

“The media has played a positive role through raising issues in a critical manner. This has resulted in us making improvements. We are conscious of the media and think of it as a tool for accountability if it is used in the correct way.”¹⁰

The DGIP was held accountable for its actions by the media in the past where the organisation created issues for the people e.g. passport issuance delays due to shortage of printing paper which was not ordered on time (Asad, 2013). This helped the department plan ahead to facilitate the public so the same mistake was not committed again.

⁹ Senior Civil Servant, Interview, March 2014.

¹⁰ Junior Civil Servant, Interview, April 2014.

The PC is also more conscious of the way it frames and executes public policy as the citizens are aware and critical of the projects they carry out because of the media. Certain issues affecting the citizens have also been highlighted for the department to look into and develop projects on.

There is another positive role played by the media as a partner and image builder. It has partnered with the FIA in initiatives and also helped to build its public image. It has also portrayed a positive image of the NHMP highlighting its achievements. The NHMP has always partnered with all forms of media when bringing about new initiatives resulting in not only a better coverage but also positive support from them (*Dawn, 6th September 2012; Dawn, 1st May 2015*). Since they are stakeholders they have supported the organisation in its endeavours. The positive image pressure has motivated the force to uphold its image which the media has created among the citizens. The force is constantly on the look out to perform well and meet the expectations of the public (*Dawn, 31st December 2014*). The positive public image also acts as a morale booster as other policing outfits lack that image the NHMP is able to benefit from it.

In certain departments the right partnership has not developed or the relevant benefit has not been derived from the media. There is a dire need to counter criticism about the PP as a junior civil servant stated below:

“The police image is not that good for people. The media can propagate the positive image...There is a lot of criticism there which can be catered for and can create awareness among the masses.”¹¹

There is a significant amount of criticism against the department among the citizens contributed mainly by the media (Abbas, 2012; Ahmad, 2013). There is a need to create awareness of the positive aspects of the PP and also counter the criticism by taking responsible media on board as a partner.

The reason why departments have been unable to develop a meaningful relationship is political. Typically, departments and officials try to suppress negative news coverage. In turn, the media may issue damaging stories if they

¹¹ Junior Civil Servant, Interview, April 2014.

perceive a department to be obstructive or uncooperative. This is a two way relationship and where other departments have benefitted because of their positive relationship with the media, some have lost out. It seems the NHMP has been able to foster a positive relationship with the media over the years. They have taken them along in any new public awareness campaigns and partnered with them. In addition since the role of the NHMP is more of traffic management on the highways and motorways, the media do not feel threatened by them (*Dawn, 6th September 2012; Dawn, 1st May 2015*). In comparison it appears the PP find it difficult to have this sort of relationship as their area of jurisdiction is quite different, mainly handling the law and order situation of the province and dealing with criminals. There have been numerous instances where the media was suppressed by the PP for political reasons. The PP appears to be more of a threat to free media which seems to result in a negative relationship between the two (Abbas, 2011; Abbas 2012; Ahmad, 2013; Freedom House, 2016).

Employees at PC felt that there is a need for presence in social media. This is mainly to be in line with the current digital age and fast paced work environment. The use of social media is on the rise and it is beneficial for departments to be more connected and make more use of it. Projects, initiatives and other news about the department can be shared officially through social media. This will help to create a positive image about the department and also make it easier to respond to propaganda by the media if any. The department is working on a few initiatives in this regard but they have not completely materialised yet.

There are certain negative elements of the media as well. Employees at the FIA are of the view that media provokes aspirations of the public as a senior civil servant stated:

“A lot of things are highlighted in the media and hype is created. Since we are a developing country we are financially not at par with abroad. The media propagates what is abroad and sets a certain standard which is not achievable for the general public.”¹²

¹² Senior Civil Servant, Interview, March 2014.

The media portrays a culture which is not a true reflection of the Pakistani general public's life. By showing them a high standard of living at home and abroad their aspirations are provoked. As they may not be well off in society they are inclined to explore ways to go abroad even if they are through channels not deemed legal (*Dawn, July 25th 2010*). This has resulted in more human trafficking cases to be dealt with by the FIA. A need was felt at the department to create public awareness in economically weak areas. This is mainly because individuals from these areas are influenced the most by the human smuggling mafia (*Dawn, July 25th 2010*).

The rising disparity in society is highlighted further by what is shown to the public in the media. Individuals take it differently; while some may feel motivated to work harder others find shortcuts to achieve the same. The lack of education coupled with economic deprivation in certain areas has led to people being misguided and ending up in the wrong hands. This seems to result in an increase in crime and burdening the law enforcement agencies.

Unfortunately the media has vested interests and at times there is a lot of negative pressure from them so that they can create some news out of it (Ahmad, 2013; Ricchiardi, 2012). This significantly impacts the working of the departments because pace of government organisations is already quite slow. A few steps in the right direction are taken and at times due to negative pressure from the media there is quite a setback putting them back on square one.

Employees at PC had a similar view as a junior civil servant stated:

“When the Youth Development Fellow (YDF) program was started at the ministry the media highlighted it as negative and said that money had been wasted. The project director was aware of this and wanted an immediate response to this and held a detailed meeting the very next day. Everything else was put on hold and the working was diverted to responding to the news.”¹³

The media tends to interfere in the working of the department and tries to malign projects for political reasons. The YDF program was a new initiative and a lot of work had been done to make it successful. The minister was himself directly

¹³ Junior Civil Servant, Interview, March 2014.

involved in the selection process as part of the panel despite his busy schedule (*Associated Press of Pakistan, 27th June 2014*). The criticism about the YDF program was responded to in a befitting manner and the matter died down. This sort of backlash from the media impacts the working of the organisation. The department welcomed constructive criticism but at times the channels created news for their ratings which was a cause of concern.

Employees from a number of departments felt that certain elements of the media used undue pressure as well as mentioned by a senior civil servant at the NHMP below:

“But unfortunately they are blackmailers. If the press is fined they create a lot of hue and cry. They have written press on their number plates and expect us to honour them for that and not stop, check or fine them.”¹⁴

There is a tendency for media to misuse their authority and they tend to pressurise the NHMP for trying to enforce the rule of law. They create issues for public sector organisations by misinterpreting the facts and trying to get away with it despite violating the law (Ahmed, 2011). This misuse has risen since the number of private television channels went up to 27 around the year 2007 (*Dawn, August 1st, 2007*; Media Logic, 2016).

The media is perhaps the only organisation where individuals of the PP have to bribe at times to make sure that no negative reporting is done, creating issues for them while posted somewhere (Ahmed, 2011; Ahmad, 2013). This relates to the earlier discussion where certain organisations tend to suppress the media unfairly to discourage reporting of misdemeanours that they have committed in order to protect their reputation. The relationship between the media and the PP has been of a similar nature.

A landlord had a similar view as evident from his response below:

“The media is seen to play a role and blackmails individuals and organisations also. They can get things done and at times are more powerful than politicians. They are in a position to even impact

¹⁴ Senior Civil Servant, Interview, April 2014.

departments such as the Police. They have this negative impact and can easily influence things in their favour.”¹⁵

The media not only pressurises the public sector but also the citizens at times. They have become more powerful over the years relative to politicians in certain cases. They are also perhaps the only organisation which can pressurise the police as well. They can significantly impact the public sector through their pressurising tactics and false reporting (Ahmad, 2013; Islam, 2004).

The increase of private news channels has resulted in the media becoming quite powerful and significant in society. There are instances where they are investigating issues which do have a potential positive impact for the public and also the relevant authorities if brought to light. Unfortunately the individuals or groups they are trying to expose are also quite powerful and try to strike a deal which can go either way. If the media reports it the people involved blame the media for false reporting or say that they were asked to pay a bribe to be let off, which they did not pay as they were innocent.

The media also unduly pressurize the FIA as a senior civil servant stated:

“There are certain things that should not be brought out in the lime light and are private affairs of the department. They are brought out and the media is able to blackmail us at times. This has an impact on the performance of the department.”¹⁶

The employees felt that media is in the race to be the first to report the news for their channels ratings and to achieve that they would go the extra mile. They bring out the private affairs of the department which are not meant for the public domain to create news with potential (Raza, 2014). In doing so, they have a tendency to pressurize the FIA to get benefits.

Employees at NUST had a similar view as a junior civil servant stated:

“Media acts as a pressure group and last year there was a lot of issue created by them because of the administration imposing fines.....A

¹⁵ Landlord, Interview, March 2014.

¹⁶ Senior Civil Servant, Interview, March 2014.

campaign had to be carried out to undo the damage and create a positive image of the university. The reputation was damaged by the media and they at times blackmail us.”¹⁷

The media seems to be in a position to exploit any issue at the university. This makes it difficult for the administration of the university to manage its internal affairs. There is a feeling at NUST that they tend to unduly pressurize at times by exploiting issues (Junaidi, 2013).

The negative pressure is quite strong at times as it results in wrong decision making and policy formulation as stated below by a senior civil servant from the PP:

“...opinions which are being generated on the different channels and newspapers have a tremendous impact on the working.....the independence of decision making in Police department is no longer there.... policies that are being framed in this organisation are also modelled on the opinions of the different anchor persons...”¹⁸

The officers find it difficult to take independent decisions at the PP as they feel that the media might portray it in a negative manner, making them cautious in their working. The objective of the opinions generated by different investigative programs is at times not mainly reformative but to create issues for officers and the department. They influence the way policies are framed at public sector organisations who have to keep in view the media backlash if any (Ricchiardi, 2012).

The media has a tendency to think that they are above the law. This arrogant attitude is reflected from the way they violate the rule of law and also expect special treatment (Ahmad, 2011; Ahmad, 2013). This is also evident from a number of individuals belonging to the press or television channels having additional number plates on their cars or motorcycles displaying their identity. It has also been witnessed that in case of an issue arising between individuals or with the law enforcement agencies, the threat of calling the media is used to pressurise things in ones favour, or make matters worse for the already aggrieved party.

¹⁷ Junior Civil Servant, Interview, April 2014.

¹⁸ Senior Civil Servant, Interview, March 2014.

In light of the above discussion it can be argued that media scrutiny has significantly impacted the working of the public sector. It has fulfilled its democratic function by being a mechanism of awareness for citizens, and awareness and accountability for public sector organisations. The influx of a high number of private channels in the last decade has resulted in even small news being highlighted (*Dawn, August 1st, 2007*; Media Logic, 2016). At times this has led to irresponsible journalism despite steps taken by regulatory authorities to cater to this. Some organisations have tried to manipulate the reporting of the media in their favour which has resulted in undue pressure being exerted from the media to counter this. The media has also played an important role as a partner and image builder for departments. The media over the years has become a significant pressure group and at times through investigative journalism been able to impact decision making and policy formulation in certain organisations. This issue does highlight the lack of proper accountability mechanisms which exist, resulting in potential for collusion between the media and public sector officials (Ahmad, 2011; Ahmad, 2013; Freedom House, 2016; Jaffrelot, 2015).

5.1.1.3 Impact of Global Economic Forces

Global Economic Forces have had specific impacts. In relation to the DGIP, it has been in the form of international support, as a junior civil servant stated:

“We did get international support from the UNDP funds. The PC hardware which is installed at our offices has been provided by them... They need to give us more. There is a need to collaborate with them further as with the success of this initial project they are willing to work on improvements at the DGIP.”¹⁹

The UNDP gave funds to the DGIP for the installation of computers. This helped to bring in improvements and enhanced the use of IT. There was a view that more collaboration is needed to fully benefit from the UNDP’s support.

There is a view at the NHMP and also PP that there should be donor capitalisation to fill gaps. There are a number of foreign trainings available and funds available for projects through donors, which can be utilised for productive initiatives at the

¹⁹ Junior Civil Servant, Interview, April 2014.

departments. This resource has not been fully tapped into and will act as a support for the departments to fulfil their needs, having a positive impact.

Employees at the PC were also of this view as a senior civil servant stated:

“The impact of donors can be two pronged one is with budgetary support where a gap is filled where there is a need and secondly its project based where a particular project is funded and then followed up.”²⁰

There is a need to use donor funds to fill gaps in the departmental needs either through budgetary support or funding of specific projects, whichever is considered to be viable by the donor. Both these models of donor support are seen to exist and benefit the PC.

The donor funds mainly come in two ways. Firstly the donors are internationally working on specific projects e.g. improving governance etc. So, funds would be provided to the government to spend in that area. The other way is where donors are working directly with certain departments and they help in facilitating their requirements e.g. provision of technology etc (Farazmand, 1999; Pollitt and Bouckaert, 2011). There is although a need to have relevant procedures in place to maximise the benefit from donor support. A planned approach would help in sustaining the benefit from the specific project in the department. In cases where funds are provided to the government for specific issues, dissemination of funds needs to be prioritised in a way to sustain the benefit of the projects, whether they are at the national, provincial or local government level. There have been a number of instances where donor funds have initiated a project and it had to be shutdown later because of lack of funds or mismanaged project execution.

The downside of these funds is that donor agenda and conditionality's have to be followed as a junior civil servant from PP stated:

“This conditionality comes in due to the loans. One has to listen to them. The recruitment was changed fairly or unfairly as per their requirement.”²¹

²⁰ Senior Civil Servant, Interview, March 2014.

²¹ Junior Civil Servant, Interview, March 2014.

The donors have their own agenda and they lay down conditions which have to be followed, even if they aren't beneficial for the department. The policies are also framed by foreigners who at times may not be aware of the local conditions, making it difficult for the employees and also impacting their work (Ehsan and Naz, 2003; Polidano, 1999). This was also felt by employees of the PC and FIA. In the case of NUST although there were direct grants, grant givers had more say in the use of it than the institution (*Dawn, April 19th 2003; Dawn, May 13th 2003*).

Pakistan being a developing country is heavily dependent on loans. This relationship with donors and their conditionality's is faced by most countries which are funded by donor agencies. Despite having a large number of funds coming in the actual benefits are much less due to misappropriation of funds and also absence of donor agencies in the project area resulting in weak monitoring. There have been instances where funds for a specific project were utilised elsewhere. This situation significantly impacts the potential benefit which can be derived from donor funded projects (Farazmand, 2002).

In addition to this the IMF austerity requirement causes budget cuts and reallocations, which have a direct impact on the departments as evident from the NHMP response below:

“IMF plays role as govt austerity measures results in budget cuts. Used to get new vehicle after 250,000 mileage for patrolling...”²²

The IMF asks the government to shape up resulting in budget cuts from different government departments (Polidano, 1999; Wang, 1994). The NHMP was also affected by such cuts, as reliance on old vehicles was seen for survival. This affected the regular patrolling on the highways and motorways as some vehicles were off road. There was a delay in the arrival of help for stranded commuters because of this shortage. In addition public at times had to make their own arrangements in case of a breakdown. (Ghumman, May 12th 2014).

²² Senior Civil Servant, Interview, March 2014.

There was a similar impact on the PP, FIA and the PC where the departments felt strained because of these cuts and it affected their operational capacity. Historically there have been instances of delayed pay and lack of fuel for patrolling vehicles at the PP.

Once a country is part of the IMF funded regime they have to comply with the rules set by them. This includes keeping a check on the amount of expenditure the country makes on different parts of its economy. Unfortunately for the case of Pakistan with the rise in terrorism and having a potentially hostile neighbour, the priorities have been skewed. The military takes a major part of the budget and whenever there is a cut required to be made, social spending suffers. The health and education sector have been affected the most because of this. The government has also at times fired employees or given them the option to retire from different departments as austerity measures, to fulfil the requirements of the IMF. If the government is able to meet the targets set by them in different areas, the next tranche of funds is released. Such conditionalities bind the government to comply in turn impacting the budget allocations and working of the public sector (Farazmand, 2002; Pena et al., 2000; World Bank, 1998). Riggs (1964) is of the view that foreign policy models influence developing countries. They are unsuitable because they do not take into account the local context but foreign pressure results in them being put to use resulting in unfavourable outcomes.

There is a need to break away from this dependence on donors as a religious volunteer stated:

“There is a need to move away from this dependence for change to come about. We need to be self sufficient and increase tax base. Wasteful spending needs to be cut down. Austerity measures need to be put in place to control and reduce excess spending in public sector organisations.”²³

Donor dependence makes the process of change difficult as there are so many external factors having an impact on the public sector. The government needs to take the relevant steps to be self sufficient and reduce the amount of wastage of

²³ Religious Volunteer, Interview, March 2014.

existing resources. This will go a long way in helping the public sector to be sustainable and manageable within the governments own financial capacity.

The dependence is difficult to break away from as in the past post Pakistan's nuclear tests in 1998 there were a lot of economic sanctions put on Pakistan. The foreign currency accounts were frozen and due to the frail economic situation more loans were taken to pay the interest on the existing loans. There was also a similar situation in 1999 when the military took over. This unpredictable political situation with successive change of governments has made it difficult for anyone in power to chalk out a serious plan to reduce dependence on international donors. The governments have more or less tried to survive and remain in power rather than embark on any long term planning.

Employees were of the view that at times procurement rules are not followed in government departments as a senior civil servant from the FIA stated:

“Also public procurement Regulatory Authority (PPRA) rules are not followed and not encouraged by government to be followed because if follow rules properly it is a very long and tedious process. E.g. the railway engines procured from china without following rules which caused huge losses later.”²⁴

The procurement rules are not followed when dealing with foreign companies to avoid delays (*Dawn, October 9th, 2010*). This is also the case in certain matters at the FIA. The violation of procurement rules cause issues later and result in losses to the department, and in turn the government.

The bypassing of rules and procedures is quite common in public sector organisations. This may be initiated by the ones heading the department or because of pressure from the ministry under which the department is placed. The lack of proper planning often results in haphazard decisions. This recurring practice results not only in a significant financial loss but also substandard goods being supplied, having a long term impact on the service delivery of the related department (Haque and Khawaja, 2007; Keneddy, 1987).

²⁴ Senior Civil Servant, Interview, March 2014.

The economic landscape is changing due to the considerable foreign direct investment (FDI) in the current government's tenure. A lot of development work is being carried out under the banner of public sector development program (PSDP) by the PC (Ahmed, 2015; Kiani, 2015). The PSDP is funded by FDI, government budgetary support and also the public corporations themselves generate the required funds. The PSDP funds all the development projects being carried out in the country.

The projects carried out by the PC impact mindset, knowledge and opinions of the population as a senior civil servant stated:

“The global economic forces basically impact in two ways. Firstly, in terms of influencing the mindset/knowledge/opinion through the projects they fund and also the way they are executed.”²⁵

The projects are directed towards education, health and also creating awareness. The awareness projects are able to make the population more knowledgeable about the issues they face. They are able to voice their opinions in a better way and also hopefully resolve them as well (*Associated Press of Pakistan, 27th June 2014*; Ministry of Planning, Development and Reforms, 2013).

The projects which are funded by the donors have a specific agenda. They are usually targeted towards those issues which the government fails to address. Areas such as education, health and awareness are key areas they focus on. The projects are planned and executed to meet certain objectives which fulfil the overall agenda of the donor agencies. Projects are seen at times to empower the local population in term of the opportunities they are provided with, or the support they get from the projects e.g. a voice to express their opinions, or have a say and be part of the way development projects are carried out in their area. This form of support which encourages participation by the recipients of the project is mostly missing from the government run projects, which results in limited potential benefit (Farazmand, 2002; Pena et al., 2000; World Bank, 1998).

²⁵ Senior Civil Servant, Interview, March 2014.

In light of the above discussion it is clearly manifest that global economic forces have significantly impacted the working of the public sector. They have acted as a support mechanism for the different organisations and there is a need to derive more benefits from them (incentive for change). They are seen to focus on projects in areas where the government lags behind, such as education and health. Despite the benefits the use of these foreign funds comes at a certain cost, where the donor agencies not only frame policies but also ensure their conditions are met. Austerity measures undertaken to fulfil the requirements of the donor agencies impact the availability of funds and related aspects of it. The fluctuating political landscape coupled with economic issues and increase in terrorism, makes it difficult to break away from the dependence on donors. Successive governments have failed to plan alternative options for self sufficiency in the long run. In the current government FDI is also playing an important role through the PSDP, which funds all the development projects being carried out in the country. At times departments are seen to violate procurement rules to accommodate foreign companies and avoid delays. This has resulted in significant financial losses to the exchequer, in addition to affecting service delivery of related departments.

5.1.1.4 Impact of Domestic Economic Policies

The government is restrained because it has to cater to a number of departments from limited funds, resulting in austerity measures. The funds seem to be constrained because of the weak economic situation coupled with the rising menace of terrorism which requires considerable financial outlay from the government. Pakistan lost about Rs 701 billion (US\$6.9 bn) in July-March 2013-14 alone as direct and indirect cost of terrorism (Syed, 2014). The employees at NHMP felt that austerity affects equipment, expansion and patrolling. As stated by a junior civil servant below:

“The budget was slashed by almost 30%. The purchases at the department in terms of equipment and further expansion were affected.... Also policing is affected due to patrolling reduced due to fuel cuts.”²⁶

²⁶ Junior Civil Servant, Interview, April 2014.

The austerity measures impacted operations at the department (Ghumman, May 12th 2014). There are certain things the department has to compromise upon in terms of requisite equipment and patrolling strength. This limits the service delivery to the public and potential expansion of the department into other geographical areas.

The network of highways and motorways is on an expansion path. Over the years the jurisdiction of the NHMP has increased significantly (National Highways and Motorway Police, 2015). The organisation has always maintained a high standard of service delivery. One of the primary reasons has been the availability of requisite funds. Budget cuts in current times are quite problematic as terrorism is on the rise and with reduced patrolling on most road networks, public safety and security is compromised. Operational capacity is also affected as a hiring freeze is part of austerity measures. The increased jurisdiction not only requires more funds and equipment but also manpower.

Austerity had an impact on locally funded projects at the PC as a senior civil servant stated:

“The domestic economic policies impact in terms of the funds to projects which are locally funded. This would include projects through the public sector development program (PSDP) for example.”²⁷

There are a number of projects which are funded by the governments own budget. If there are any domestic budget constraints or changes in the allocation of the budget to the PC, the projects will be affected. These are normally the projects which are funded by the PSDP and mainly developmental in nature (Ahmed, 2015; Ministry of Planning, Development and Reforms, 2013).

The PC plans all domestic projects which are to be undertaken directly by the concerned departments or by itself. Austerity measures results in funding being cut for the PSDP as a whole. This causes a significant impact on all the projects which are running as the funds are divided up for each running project. If a project is small e.g. adding a class room to a government school, funds may be completely

²⁷ Senior Civil Servant, Interview, March 2014.

cut cancelling the project. In the case of a large project e.g. rural basic health units in the province of Punjab, a small cut means provision of health facilities will be delayed significantly affecting the already deprived population. The funding cut also depends on the way the projects are prioritised at the PC. Thus, austerity measures are seen to impact the sustainability of projects under the PSDP.

Employees at NUST had a similar view and felt the budgetary constraints impact them as a senior civil servant stated:

“There are issues with reference to expansion. Projects are getting delayed due to budget e.g. medical college, 500 bed hospital; HR issues include delayed pays at times. The government cuts impact our working and performance. The government used to contribute 70% of our budget now its 50% and we have to generate the rest.”²⁸

The department finds it difficult to expand operations with a limited budget (Shahid, 2015). This has also resulted in operational issues as at times employee’s pays have also been delayed. The government’s budget cuts have also affected the capacity building for the employees at NUST.

There are a number of projects in the pipeline and budget cuts result in them being delayed or cancelled altogether. Despite being a public sector university, it is now required to generate 50% of its own budget. There are limitations to how much of that can be financed through an increase in fee. Students from different financial backgrounds study at the university and the administration is aware of that. In addition the hiring of individuals at the competitive market wage and also to sustain them is an issue. Budget cuts also limited training opportunities for existing staff and their potential growth at the organisation.

Capacity building was also affected at the PP, Pakistan Post, DGIP and FIA. The departments were under a lot of pressure to expand their operations to cater to the public in each city, which is difficult due to financial constraints.

The departments took a number of initiatives to generate revenue. In the case of the Pakistan Post this included getting into collaboration with other government

²⁸ Senior Civil Servant, Interview, April 2014.

departments. Agency functions were added, such as collection of utility bills and to pay out pensions (Aftab, 2013). They were a need of the hour as evident from a response below:

“The overall economy is shrinking and people are not spending and are holding on to their money. This affects the business development at the organisation.”²⁹

The shrinking economy has not only an impact on the existing business but also further business development. People are not willing to spend because of the state of the economy (*Dawn, 27th January 2014*). The agency functions which were added did help to bring in new business to the department and were financially quite beneficial.

This was also the case at NUST as a respondent stated:

“There is an expansion program at the university and the growth cannot take place without the requisite funds. So self generation is important now and there is a constant need to generate funds. The student’s fee has gone up as well.”³⁰

There is a need at the university to generate funds for its growth and development. New programs have been launched to increase the student intake to generate funds (National University of Science and Technology, 2014). The fee structure has also been revamped to generate extra funds as well.

DGIP has done well financially and is the highest revenue generating service provider as a senior civil servant stated:

“We are a revenue generating organisation for the government. We generate approximately Rs. 17 billion per annum while our cost is just Rs. 1.4 billion.”³¹

Since the operations of the department are demand driven and the demand for passports is always going to be there, revenue will continue to flow. DGIP generates a significant amount of revenue for the government but only a limited

²⁹ Senior Civil Servant, Interview, March 2014.

³⁰ Junior Civil Servant, Interview, April 2014.

³¹ Senior Civil Servant, Interview, April 2014.

amount is accessible to it through the government departmental budget allocation (Ghumman, 2015). Employees felt the government needs to be aware of this and the department needs freedom to use budget as per needs. The DGIP would not only improve but also increase the number of services they provide to the public.

A number of departments have taken fund generating initiatives to compensate for the budget cuts. Despite government constraints there is need for a budget revision, due to terrorism being on the rise in the country (Abbas, 2011; Syed, 2014). The existing budget of the departments does not take into account this threat and the current situation requires more staff, up to date technology and requisite equipment.

Employees generally feel that their department is not given priority compared to other government organisations. This is quite natural as every department is important for their employees. In the wake of the current security situation law enforcing agencies have been prioritised. There have been limited cuts in their funds and at times they have been given more support in terms of manpower and equipment. Employees at NUST also felt that it is not given priority compared to others, being an education institute more investment in it would be beneficial (Shahid, 2015). Similarly employees at the postal department felt that since it is one of the oldest organisations of the country and has the most outreach, the government should not sideline it. The government has given liberty to organisations to undertake fund generating initiatives and fill the gap, and many of them have utilised the opportunity for their benefit. Riggs (1964) is of the view that budget allocations impact the working of the departments. It has been observed that those departments which are of importance to the government normally get their budgets released on time. In addition, if the individuals heading the specific ministry or departments are well connected in the bureaucracy then their budgets are released quicker.

The employees at DGIP also had a similar view as a senior civil servant stated:

“We are looking after operations across the world and the government needs to consider this when allocating budgets to us. They need to prioritise

our department as we are providing a very important service to the people.”³²

DGIP is operating internationally and its requirements are different from other departments. The government needs to prioritise project approvals and budget allocation as DGIP is an important service provider. Employees were of the view that austerity affects running projects causing significant operational issues, as budget cuts in the past impacted projects in all public sector organisations (Syed, 2014).

The employees at the post office felt that payment delays cause operational issues as a junior civil servant stated:

“...fuel repayments to staff are made after the month ends so they have to pay from their own pocket initially. This is a big issue because they have limited income and this is an extra hassle they have to go through.”³³

The payments to the department are not made on time which creates a problem for staff as they have to bear expenses themselves. These delays also impact the outcome of other projects at the department causing issues.

The employees find it difficult to use their own money to run the operations of the department. They have to prioritise between using funds for themselves or the department. The relevant areas are not covered due to fuel shortage affecting service delivery. In addition the process is tedious and there is a significant lag in the release of funds from the department, making it difficult for the employees to run their households. This diverts the focus of the employees especially at the lower level towards managing their strained budget, rather than their job responsibilities. This was also witnessed at the PP where the execution of projects was delayed because of bureaucratic red tape. The projects were either delayed or cancelled completely causing issues for the PP.

The budget allocation policy also needs consistency as a senior civil servant from the PP stated:

³² Senior Civil Servant, Interview, April 2014.

³³ Junior Civil Servant, Interview, March 2014.

“...there is no consistent policy in the allocation of budget. It varies from government to government and difficult to initiate changes in the budget allocation.”³⁴

This fluctuation in the budget allocation makes it difficult to plan at the department. At times changes may be made midyear due to austerity measures, without taking the department on board. Consistency in policy would go a long way towards stability and sustainability of projects at the department.

In the case of the NHMP there was a general consensus at the department that funds are available for existing projects. The department has done well and the government financially supports the projects running at the department (*Dawn, 31st December 2014*). There is although a view that NHMP has a low funds spending capacity as a senior civil servant stated:

“There are a lot of funds There is a low capacity to spend them. 300 – 350 million rupees collected each month through fines. Which you are unable to spend on schemes to strengthen the department.”³⁵

The availability of funds does not seem to be an issue at the department but inability to utilise the funds is. Funds are coming in from different sources such as fines but putting them to use in schemes which would help the department is difficult. The way the fund allocation is done makes it difficult to use funds. Long term planning is needed at the department to benefit going forward.

The primary issue in utilising funds at the department is that complete freedom to use them is not there. Funds are collected under different heads e.g. fines can only be spent on creating awareness for road users, given as rewards to deserving officers and also given to the National Highway Authority for road maintenance. There are times when the required campaigns for road users have been made and there are excess funds in that account, but it cannot be utilised for other projects which are underfunded. The flexibility to use excess funds will help the department focus on other important projects e.g. revamping the existing camp living facilities

³⁴ Senior Civil Servant, Interview, March 2014.

³⁵ Senior Civil Servant, Interview, March 2014.

spread out across the country, which are mostly old converted buildings acquired at inception of the force in 1997.

The employees at the PP felt that the leadership being generalist in nature is not trained to be finance managers as a senior civil servant stated:

“We are unable to voice the financial requirements properly and also unable to spend them properly. The senior police leadership are not professional finance managers.”³⁶

The lack of financial training and understanding of the police leadership significantly impacts the way the financial requirements are framed, and the way funds are spent. This impacts the proper issuance and utilisation of funds at the department.

There is also a need for more checks and balances to counter budget misallocation. This is more important in organisations where a lot of funds are available such as the NHMP. The employees at the PP, Pakistan Post and DGIP were also of this view. This was because the departments already had a limited budget, so to make the most of the existing funds it was imperative that strict checks were in place to counter leakages and wastage (*Dawn*, 27th February 2015; Islam, 2005; Raza, 2014).

An educationist had the following view:

“There is a misallocation of budget. People don’t work unless they are able to get something out of it even if it is Rs 10. Fifty percent is lost in the fund allocation even if the project is internationally funded.”³⁷

Individuals who are involved try to get a share in the projects which are going on in the public sector (Chêne et al., 2008). A lot of funds are wasted even before the project takes off. Misallocation results in huge losses for the government and significantly impacts timely completion of projects and service delivery (Kiani, 2014).

³⁶ Senior Civil Servant, Interview, March 2014.

³⁷ Educationist, Interview, April 2014.

Lack of accountability is a growing concern in Pakistan as a developing country. There are at times significant funds available with the government which are disseminated to the departments as per their requirements. Unfortunately, a significant amount is lost due to lack of planning and a further amount due to misappropriation. Formal procedures are undermined by individuals at the department, with added collaboration from those running the projects making matters quite complex. These individuals are aware of the loopholes in the system which makes it difficult to prosecute them. These sort of institutional weaknesses result in a significant loss to the government and if left unchecked would have serious far reaching consequences.

Inflation has also impacted the working of public sector organisations. There is a view that inflation impacts real income of employees at all departments. The inflation rate has been high over the last few years and rose from 7.4% in 2013 to 8% in the year 2014 (Pakistan Economic Survey, 2014). In the case of the NHMP this is further exacerbated by the fact that there is no risk allowance like in other policing outfits (Ghumman, May 12th 2014). So, the initial gap which was there in terms of higher pay at NHMP has gone down. This reduces the incentive for individuals to come to NHMP on posting, limiting the number of potential officers coming to the department. At the PP and PC the major brunt of inflation is on the lower level employees who already have a limited income coupled with minimal pay raises.

Consumerism has also impacted the working of departments as employees at the FIA felt that it leads to crime as a senior civil servant stated:

“The culture of consumerism has played a significant role. Production is focussed towards producing items e.g. TV’s, motorcycles, mobile phones etc although difficult to manage daily affairs. Spending on the rise on artificial things and economy not geared to that. So people resort to illegal means.”³⁸

Consumerism is on the rise in the country and the public which is unable to afford basic things is running after material goods which they cannot afford. They want to

³⁸ Senior Civil Servant, Interview, March 2014.

spend on things such as mobile phones while they cannot meet their basic needs. They end up resorting to unfair means to fulfil the requirement for these consumer goods (Hall et al., 2013).

There is also a rise in financial crime by bypassing the system at banks. There are loans being handed out without proper collateral, usually to well connected individuals. These loans are normally given under pressure from political parties in power to their relatives and cronies, mainly through government banks. Most of these loans end up as defaults which come under financial crime, to be handled by the FIA (Iqbal, 2013). If there was proper scrutiny by the banks beforehand, the number of cases for the FIA to handle would be significantly less. There is also a need to undertake steps which would make the decision makers at the bank independent, so they can carry out thorough credit checks before giving a loan.

In light of the above discussion it can be argued that domestic economic policies do impact the working of the public sector organisations. The government budget is constrained resulting in limited funds for the different organisations. The government has to prioritise the allocation of funds because of this. In addition, austerity measures and the menace of terrorism restrain the funds even more, affecting expansion and capacity building. Running projects are also impacted due to the austerity measures, sometimes leading to complete shut down or a significant delay in completion. Departments have taken a number of revenue generating initiatives to fund the gap they face. In addition to having a consistent allocation policy, there is a need to have relevant checks and balances in place to prevent leakages and wastage of funds. Lack of accountability, improper planning and individuals being able to use loopholes in the system are major contributors to loss of funds. There is also a need for long term planning at the departments for sustainability, and also to make the most of their existing funds. Inflation and consumerism have also played their part, affecting individuals who found it difficult to make ends meet or to satisfy their material needs.. Economic constraints continue to be a cause of concern, specially impacting the youth as with a high unemployment rate coupled with limited availability of jobs easy money

options are looked at. This potentially caused an increase in crime and impacted the working of law enforcing agencies (Asghar, 2009; Ghumman, 2014).

5.1.1.5 Impact of Pressure from Citizens

In Pakistan, citizens can exert pressure through formal mechanisms such as the office of the Ombudsman. In addition there are comments and complaint cells set up by the head of the organisations, ministries, provincial chief ministers and also the Prime minister. The public can make comments and complaints against departments and also officers if they have faced issues or benefitted. The citizens also use the media to voice their concerns and bring issues to light.

In the case of the NHMP, citizens compare and appreciate it for being non-corrupt as a senior civil servant stated:

“The citizens appreciate the working of the motorway police and compare with the local traffic and other police and since we are not corrupt they appreciate us a lot.”³⁹

Historically the citizens did not have a comparison and all police forces were considered the same. Once the NHMP was established and it had a different way of working, the citizens were in a position to compare and appreciate it for its honest dealings. This was also because the citizen’s feedback was taken into account. This is unheard of in the past where the opinion of the citizens is not only taken but also relevant changes made in the working of a department, in light of the input to facilitate them (*Dawn, June 22nd 2013*). The citizens were appreciative of the positive attitude and service culture change at NHMP (*Dawn, January 18th 2011*; Kausar, 2013). They are dealt with in a professional way and their behaviour is different from other policing outfits. This recognition has impacted the employees of the NHMP in a positive way.

The Motorway Police was able to bring about a cultural change where the public was treated in a friendly way. This would have not been possible if there was not a will from the top. In addition a good pay, eight hour shifts, four days off every month, a comfortable work environment, and a posting near ones home town were

³⁹ Senior Civil Servant, Interview, March 2014.

pivotal in paving the way for this culture change. They were also considered the pioneer of involving the public in their policing initiatives. Traffic awareness and road safety campaigns were carried out through the public. The concept of community policing was a corner stone of the departments working. The police was also trained along modern lines and facilitated with up to date technology, such as speed guns and radars to undertake their duty on the field. All these factors facilitated the Motorway Police to be a professional force with a commendable reputation among the public and also the government.

The employees at the Pakistan Post also feel that the department has a good reputation among the people as a respondent stated:

“The masses were very satisfied with the department because of its goodwill and also outreach..... There is a lot of trust which people have on our department and also our staff.”⁴⁰

The element of goodwill and trust still exists at the department and the postman has a personal relationship with the people in his area (*Dawn, 29th February 2004*). He often reads their letters to them if they are unable to do so. The outreach of the department has also benefited it, as its network reaches remote areas where other private companies do not deliver.

There is a significant advantage for the department as the general public are its users. The older generation is still fond of sending letters, so they are one of the major users. The post office over the years has been able to develop trust among its users. This is because it's an old organisation and the postmen have been able to develop a rapport with the people they serve. There are times when older people even get their letters written from them. The trust is such that it is quite common for the postman to make payments for the customers or to collect pensions on their behalf. The postman is almost a part of the household and is part of weddings, birthdays and in time of need as a family member. This culture is more common in rural areas where literacy rates are low and the postman is the potential source to read people's letters. The Pakistan Post is also used as the official mail channel by all the government departments. The agency functions have also contributed to an

⁴⁰ Junior Civil Servant, Interview, March 2014.

increase in their customer base, which includes the armed forces as well. This wide base of users coupled with their outreach has given them a lot of leverage (Aftab, 2013).

There are also other departments like the NHMP where citizen's feedback is taken into account using formal mechanisms discussed above. There was a feeling at the PC that policy makers are aware of the citizen's issues. They try and incorporate them in the policies they frame and also the projects they plan for the different government departments (Ahmed, 2015). In the case of the DGIP historically this was not the case but now things are changing, as a senior civil servant stated:

“The masses are very important for us ... Our projects are also focussed towards that e.g. SMS service, online tracking system, online complaint system are all geared to facilitate the masses.”⁴¹

Citizen's feedback from different sources is taken into account for betterment of the department. This is reflected through the different projects which are being run at the department to facilitate the public. The complaint system is very active and issues are resolved in a timely and professional manner (Hanif, 2013).

There has been a significant change in the working of the DGIP with the new systems in place. There have been processes in place to streamline the production process of the passports. There are checks in place which restrict bypassing the system to issue passports out of turn, which previously was a major reason for backlogs. In addition the middle men have been cut out with the introduction of online tracking and sms service. The services allow the applicant direct access to information related to the stage the passport is in. They have also ensured that residents apply for their passport in their respective city resulting in reduced waiting at regional offices, and thus better and timelier service delivery.

A politician was also of a similar view about citizens as evident from below:

⁴¹ Senior Civil Servant, Interview, April 2014.

“The citizens are kept in mind when the policies are made The vision of the ruling party has the people in mind.”⁴²

The ruling party’s agenda does cater to the requirements of the people and they are kept in mind when framing policies. It is common to see those policies being implemented which are in sync with the parties own vision and they also benefit the citizens in turn.

A close scrutiny into the policies which are part of the manifesto of most political parties reveals that there are a lot of commonalities in them. The ruling party has the advantage that it is in a position to implement them as part of its agenda and benefit the public. The political party in power is supported by the citizens who voted for it as they feel the party stands for what they believe in. Some basic rights such as education and health are to be provided to the citizens and are a common agenda of all political parties. The issues arise when there is a conflict between the opposition and the ruling party about a particular policy e.g. a development project which may only be in the interest of the ruling party’s constituencies.

There are instances where citizen’s exert undue pressure on the departments because of their personal and political affiliations and get benefits. In the case of DGIP this is normally fast tracking their passport applications or paying fee for a regular passport and getting one delivered urgently, which is almost twice the price. This pressure was also witnessed at the PP as a junior civil servant stated:

“Those who have a vote bank can push politicians for their work.”⁴³

Citizens who are politically well connected get favours from the department, by pushing the politicians they support (Abbas, 2011). This affects the independent working of the department and creates issues for the officers.

This pressure was also prevalent at the FIA as a senior civil servant stated:

⁴² Politician, Interview, April 2014.

⁴³ Junior Civil Servant, Interview, March 2014.

“Wherever they have affiliation they get benefit from them. The ruling party has power and consider it their right which is not stated to interfere in the state of affairs under different guises and get undue favours.”⁴⁴

Citizens may be able to intercede for someone who is in trouble with the FIA or be able to get someone pressurised from the FIA to get things done (Dastageer, 2015). This significantly impacts the routine work of the department causing unnecessary delays.

In light of the above it is quite clear that citizens have a considerable impact on the working of the government departments. They are appreciative of departments who are already doing well in facilitating them, and also those who take their feedback and opinions into account to improve service delivery. There are formal mechanisms in place which facilitate the citizens to make comments and complaints about the departments to the relevant authorities. The political parties are also seen to cater to the needs of the citizens by addressing them in their agendas. Those in power have an added advantage of implementing their agenda to facilitate the public. Citizen’s at times are seen to use their personal and political connections to get benefits from government departments for themselves or others. This culture to oblige others significantly impacts independent working of the department and creates issues for its employees, in turn giving rise to unethical practices (Askim et al., 2009; Haque and Khawaja, 2007). Riggs (1964) is of the view that citizens use their political connections to get things done. This may include undue favours at different government departments or influencing the process of recruitment at them.

5.1.1.6 Impact of Unexpected Events

Unexpected events such as natural disasters and terrorism also have an impact on the working of public sector organisations. A number of departments provided support to the government during disasters. The PP was mainly providing security to the convoys of relief goods and also controlling the citizens, to whom the relief was being provided to. In certain cases international organisations were also provided a security detail for their staff and relief goods, keeping in mind the

⁴⁴ Senior Civil Servant, Interview, March 2014.

fragile situation during disasters. This does put burden on the department as it has to cater to these requirements during disasters through existing financial resources and manpower. The NHMP played a very important role at the time of earthquakes in 2005 in Azad Kashmir and also floods and other natural calamities in 2009 and 2014 respectively. Traffic management at the time of the earthquake was also with the NHMP in certain areas of Azad Kashmir. This impacted the routine work of the organisation because employees had to be relocated from their duties. There was although an element of goodwill through the relief effort as a junior civil servant stated:

“We help in the relief efforts with man power and also logistics which is a good gesture and brings good name to the department. We even collected money and goods from the public which shows the amount of trust they have in us”⁴⁵

The public donated large sums of money and goods to the NHMP because of their trust on the department. This gesture towards the Police is unheard of. The NHMP took part in the relief effort by giving their own pays and also distributing relief goods, which created a lot of goodwill among the public.

There has been a change in the way public view the role of Police in society. The introduction of public friendly policing along with the police performing other civic duties has resulted in a change of attitude towards the motorway police. They are seen as someone who are approachable and would facilitate the public. This has given rise to a culture of trust where the public is not only appreciative of the work of the department but also supportive of it. Historically it would have never been thought that the public would entrust the police with their money even if it was for charity. This gesture further enhanced the positive public image of the NHMP.

Pakistan Post also played their role by providing support as a junior civil servant stated:

⁴⁵ Junior Civil Servant, Interview, March 2014.

“If the government asks us to collect any funds from the public on their behalf we do so. We also issue special stamps at times to generate funds for the affected.”⁴⁶

This support includes collecting funds from the public on behalf of the government, and also the department taking its own initiatives by issuing special stamps. The presence of the department in remote areas benefits a lot at the time of a disaster. The existing elaborate setup is useful in reaching out to the people in distress in a planned way.

The department is able to play an important role for the government because of its network and outreach. The government uses the network to their advantage and is facilitated at the time of elections, census or disasters. In addition to collecting funds they are also able to disseminate funds to those in distress through the banking function at the post offices. The department is playing a pivotal role and perhaps other departments could collaborate and use their network to gain benefit e.g. having passport or identity card kiosks in post offices. This would facilitate the public in remote areas and they would not have to travel to get these basic needs met.

There is a temporary resource constraint at the time of a disaster as resources have to be temporarily diverted to cater to it. This was felt by the employees of the NHMP, PP, Pakistan Post and PC. In the case of the Pakistan Post, employees went through a pay cut by force to cater to the disaster. This had a significant impact on the lower staff as they already had a limited income. While at the PC budget allocations of certain ongoing projects were reduced till the disaster situation subsided.

The government prioritizes its budget allocations at the time of a disaster. Certain departments which are involved hands on with the relief process are able to get extra funds, while others may face cuts. Funds are also diverted to provide relief goods and other facilities to the affected. Projects which are funded by the

⁴⁶ Junior Civil Servant, Interview, March 2014.

departments may suffer due to the reduced funding impacting completion deadlines.

Certain departments do have the relevant procedures in place in the case of a disaster. The natural disasters can lead to issues for the DGIP because a lot of sensitive data is stored on their electronic data bases. DGIP has standard operating procedures (SOP's) to cater for disasters as a junior civil servant stated:

“Policies are there in case of a disaster e.g. in the last earthquake we took a complete back up of the data to be on the safe side.”⁴⁷

The relevant procedures are in place in case of a disaster and backups of all relevant data have been made on multiple sources. There have also been trial runs to cater to such a situation and things have worked quite smoothly.

Similarly, Pakistan Post being an old department has SOP's in place for disasters. The natural disasters lead to a lot of operational issues for the department. Primarily they restrict access, and the remote areas suffer the most due to this as they are unable to deliver to them. The department was set up by the British in 1898, the SOP's framed at the time were quite comprehensive to cater to disaster situations, and are still in use today (Pakistan Post Office Department, 2010).

A number of departments have taken steps to cater to the increasing number of disasters taking place. They have relevant procedures in place such as taking regular data backups and also evacuation plans. With the growing incidence of terrorism, security has been enhanced at government installations along with increased use of technology, such as body scanners and close circuit cameras. These measures have resulted in a significant outlay by the departments diverting funds from other areas, affecting service delivery.

Unexpected events are not much of an issue as a lawyer stated:

“In Pakistan nothing is an unexpected event as it is daily routine now. Disasters, coups, bomb blasts, terrorism pay less heed to them as become a

⁴⁷ Junior Civil Servant, Interview, April 2014.

norm. The citizen is made to suffer high bills, harassment and other issues on a daily basis.”⁴⁸

The environment in Pakistan has become so volatile that unexpected events of any nature seem to be taken as quite normal. The citizens are faced with these issues every day and suffer the most.

The situation in Pakistan seems to have deteriorated significantly over the years. There is so much going on that giving importance to each of the issues by the public is not possible. They are more concerned with their daily survival rather than what goes on around them. This has impacted the expectations of the public from government organisations as well. They feel that the government is overburdened and unable to prioritise the requirements of the citizens.

There has also been an impact of the current security situation in the country on the government departments. The brunt of it has been faced by the law enforcing agencies where terrorism is a continuing threat for them. There have been attacks on the PP and also the NHMP (Ghumman, May 12th 2014). The Pakistan Post has also been affected by terrorism and they have to be cautious of its backlash as a senior civil servant stated:

“Recently we decided to launch a commemorative stamp of Malala. But there was a lot of backlash and we had to scrap the plan.... If we introduced the stamp may be our post offices selling the stamp would have been attacked by militants.”⁴⁹

There are special circumstances in the case of Pakistan where issuing a commemorative stamp can have serious repercussions for the department. Operations to certain areas had to be shutdown due to the rise in militancy, causing a threat to the employees of the department. There are so many variables that the department has to be aware of before it takes a step or embarks upon launching any new initiative (Syed, 2014).

⁴⁸ Lawyer, Interview, March 2014.

⁴⁹ Senior Civil Servant, Interview, March 2014.

The rising menace of terrorism has impacted almost all departments. The safety and security of employees, departmental buildings and also the public who are the users is of primary importance. The organisations have expended a significant amount to put in place the required safety measures. Entry and exit points have been barricaded; scanners and armed guards are also in place. These measures have mostly been in major cities, smaller cities and rural areas still lack proper arrangements. There is a need to have a comprehensive long term plan in place which caters to the requirements of all geographical areas. Departments also feel that extra budget needs to be allocated for this cause as they are finding it difficult to fund it from existing funds.

In light of the above discussion one can argue that unexpected events have an impact on the working of the public sector. A number of departments provided support to the government during disasters. This was in the form of collecting funds, distributing relief goods and also providing security to the aid convoys. The departments did face a temporary resource constraint as employees and funds were redirected towards relief efforts. A number of organisations have SOP's in place to cater to disaster situations. They were able to backup their data where required and also able to help with the relief effort because of their extensive network of offices in remote areas. The rising menace of terrorism has resulted in many organisations to enhance their security through the use of technology such as scanners and employing security guards. This has resulted in a significant outlay for them which the government needs to support through extra funds.

5.1.1.7 Impact of Military Rule

During a military regime efficiency appears to improve because there is more discipline and less interference, politically and otherwise in the affairs of the departments (Idris, 2010). A junior civil servant at DGIP had the following view:

“The army government results in the discipline to go up and also the efficiency. The outlook of the organisation also changes.”⁵⁰

⁵⁰ Junior Civil Servant, Interview, 12th March 2014.

The department appears to work more efficiently as an observation because of better discipline. The outlook also improves as the army tries to improve the infrastructure of most government organisations (*Dawn, March 24th 2004*).

The military appears to be more disciplined than other government organisations primarily because of their training. They appear to be more organized in their working and do not accept any sort of interference, especially from civilians and politicians. They expect other organisations and their employees to be regimented as themselves. They seem to be concerned about the public sector organisations and try to improve their working where possible.

The employees at NUST also had a similar view as a senior civil servant stated:

“The army has a positive impact because it was their project initially so budget approvals are quicker than in a democratic regime.”⁵¹

NUST was the army’s brainchild and they played a main role in setting it up. There is quicker project and new initiative approval as well compared to a democratic government, having a positive impact on NUST.

The working at NUST is more in line with that of the military. This makes it easier for a military government to understand their requirements and fulfil them. They are also interested in facilitating a number of projects there as the military also benefits from the institution in terms of research, trainings and courses.

The efficiency improvement was also felt by employees of NHMP, PP, Pakistan Post, FIA and PC. The employees also felt that there was an element of more independent working at the departments, primarily because of less political pressure. This independence was further strengthened because of the decline in intercession culture as stated by a senior civil servant from NHMP:

“The *sifarish* (Intercession) culture goes down and they are not too keen on it either. The efficiency improves and I believe we are better off.”⁵²

⁵¹ Senior Civil Servant, Interview, April 2014.

⁵² Senior Civil Servant, Interview, April 2014.

The military regime results in a decline of the culture to oblige others as the military leadership are not supportive of such intercession. This makes it easier for the employees to perform their duties without any interference.

Although apparently the political pressure declines, the military leadership does have a say in the state of affairs. During a military regime the officers of the military are a significant pressure group (Ahmad, 2013). Riggs (1964) is of the view that the military bureaucracy is similar to the civil bureaucracy and interferes in the working of the public sector. It is able to unduly benefit itself and was also seen to influence the recruitment process in the public sector. The head of the organisation has to cater to this and manage the pressure. This pressure is normally not felt by the officers at the field level and they are able to perform their duties quite independently.

These are positive impacts of the military but result in only short term and limited improvements at the departments. The military initially comes in for a short term and their policies are also geared towards that, not focusing on the long term. This was felt by employees from the NHMP, PP, DGIP, FIA and PC.

An academic was also of this view and stated:

“When the military comes in, initially because of their fear individuals in the public sector pull themselves in line. There is a positive impact as the army is disciplined so the systems are run better because the politicians are not disciplined. It also depends on the stage the military is in because if they have been in power for a while then they are equally corruptible.”⁵³

The initial period of the military in power is focused towards establishing itself, making improvements and trying to garner support from the public. With the passage of time their focus changes and more efforts are seen to remain in power. This affects the concern they have towards betterment of organisations. Once the military has been in power for a significant time, there seems to be a tendency of collaboration between the employees at government organisations and the military personal working there for unfair benefits. This appears to have tarnished the

⁵³ Academic, Interview, March 2014.

image of the military in previous military regimes, resulting in a number of cases of misconduct (Tahir, 2016).

Unfortunately the influence of the military goes up during their regime. In the case of the DGIP it was in the form of influencing postings, transfers and recruitment like in other government departments (Grare, 2010). This situation is further exacerbated with the military on deputation as a senior civil servant stated:

“Not much impact except that we may have a head of department who belongs to the army or posted by the army because of his affiliation.”⁵⁴

Military officers are seen to work on deputation at the department. Also officers are seen to come into the DGIP who have an affiliation with the army. This impacts the working of the department because existing staff are displaced with well connected officers, who may not be suitable for that position (*Dawn, April 1st 2004*). The FIA was also affected by the military on deputation.

Employees at the PC felt that people close to the military may benefit in the department as a junior civil servant stated:

“..... individuals close to Musharraf benefitted from it in terms of their perks and privileges.”⁵⁵

There were people working at the PC who were affiliated with the military. They were able to benefit from the military government and got special privileges at the PC.

This is a recurring issue across different governments where people close to those in power are either posted at good positions or benefitted. This seems to have a negative impact on the other employees because not only do they feel discriminated against but they also lose out. This de-motivation impacts employee performance resulting in service delivery issues at the organisations.

⁵⁴ Senior Civil Servant, Interview, April 2014.

⁵⁵ Junior Civil Servant, Interview, March 2014.

This was also witnessed at the postal service where the military brought in their own officers who were retired and also serving, especially at the higher level to run the department. They were not from the postal service and were unaware of the intricacies of the department (*Dawn, April 1st 2004*). Employees were not that comfortable having them around. NUST was also impacted by this phenomenon as the number of contract staff increased significantly (*Dawn, April 1st 2004*). This was mainly to accommodate different individuals at NUST who were retired army officers. Although the university is a semi government organisation there is significant pressure to hire retired government officials, as most of the permanent administrative staff are retired officers from the military as well (Junaidi, 2013).

A number of department's infrastructure and HR benefitted at the time of military governments. This was seen in the case of the Pakistan Post (*Dawn, March 24th 2004*) and also the PP as a junior civil servant stated:

“The army has done a lot as it is already a force so they know issues of Police so do better for them...The training of the staff also improves as army trainers come in e.g. the elite force.”⁵⁶

The army like the police is a uniformed force and has a similar setup, so they work for better infrastructure and equipment of the police. The training by the army benefitted the PP as they trained along modern lines to departments within the PP, such as the Elite force which is there to cater to specialized security and counter terrorism in the province (Abbas, 2011).

The military has been able to benefit a number of organisations because of their planned approach to doing things. They seem to try and utilize their existing knowledge and resources to help organisations with a similar setting e.g. the Police. In the wake of the current security situation where terrorism is a growing concern, they rely on their ability to fulfil the requirements of other departments. This is beneficial for the government as it does not have to hire the services of private companies or get trainers from abroad, saving considerable funds.

⁵⁶ Junior Civil Servant, Interview, March 2014.

The PC was able to benefit from the professionals brought in as a junior civil servant stated:

“..during the time of the previous military rule of Musharraf efficiency of the ministry increased. The department was more disciplined. There were more professionals brought in the organisation and funding from the government and also abroad was also better.”⁵⁷

The professionals who were brought in were experts in their subject areas and some were also technocrats (*Dawn, 27th April 2002*). This benefitted the organisation and many projects were evaluated by these professionals. There were also more funds available with the department during a military regime.

Employees at NUST were of the view that there has been considerable expansion due to land allocation and access to more funds as a senior civil servant stated:

“The budget is better and expansion is more as well due to having access to funds. The staff on contract increases as well. The approval of projects is more and quicker and there is better support from the government.”⁵⁸

There is more availability of funds and also expansion projects are approved much quicker. In the last military regime NUST was able to get an entire sector of land for construction of its campus in Islamabad (*Dawn, 14th June 2005*).

The military being the brain child in the establishment of NUST is seen to support it in a number of ways. Since it has also benefitted from it in the form of trainings and courses, it is able to provide for its requirements. The support from the military government enabled the university to embark on a number of projects and initiatives geared towards expansion. This education initiative has benefitted not only children of army personnel but also civilians. There are a number of programs being run and the fee is quite affordable with the opportunity for financial aid and scholarships. This has increased the educational opportunities for the citizens, that too of an international standard.

The FIA benefitted technologically as a junior civil servant stated:

⁵⁷ Junior Civil Servant, Interview, March 2014.

⁵⁸ Senior Civil Servant, Interview, April 2014.

“They are not only disciplined but also technically more aware. This was the reason that during their time more technology was brought in at the department especially at the airports.”⁵⁹

The military is technically more aware compared to other government departments because of technology use. They are up to date with the latest technology as a requirement for their field operations. For example they use high end communication devices for their operations and also have the relevant engineers and expertise in place to explore the latest technology options. They try to benefit other departments from their experience. The FIA was able to benefit from better technology and equipment (*Dawn, December 9th, 2001*). This was primarily at the airports where new systems to manage the borders were installed.

The military has close working ties with other military establishments around the world. In addition they also have contacts with other technology companies to fulfil their requirements. This enables them to be far ahead of other government organisations in terms of their exposure to technology. The potential benefit of this is that they are able to help other organisations benefit from this experience and facilitate the procurement and use of the requisite technology.

The employees of the Pakistan Post were of the following view as a senior civil servant stated:

“The military is a great user of the post office and the soldiers use it to communicate to their family....When they come into power they have their own agenda but support the department as they are a major user of it.”⁶⁰

The department facilitates communication to the families of the military personnel serving in remote areas. (*Dawn, January 23rd 2006*). This benefits the department because they not only support the department but also try to work for its betterment.

⁵⁹ Junior Civil Servant, Interview, March 2014.

⁶⁰ Senior Civil Servant, Interview, March 2014.

The military is stationed in areas where access is limited and perhaps the only mode of communication is through letters. This has impacted the relationship of the department with the military in a positive way. They are appreciative of their work and try and support it by making investments in infrastructure, technology and also HR. There have been instances where military personnel were posted at the department to streamline things. This did appear to benefit some areas where a more disciplined approach was needed, while other areas did not gain much benefit.

Employees also felt that the overall level of corruption goes down as a senior civil servant:

“Whenever the military government comes in the corruption goes down.”⁶¹

During a military rule people are more cautious and also fear the military. In addition to this the military ensures that individuals are held accountable for their actions (Chene et al., 2008). This resulted in the overall level of corruption going down at the Pakistan Post.

Some departments mainly dealing with law enforcement feel that they are unable to benefit much from a military regime. There is a school of thought that the military tries to reform and force supremacy on the police, as they have always been considered each other’s adversary. There is an element of comparison which goes on between the two but their jurisdiction is totally different. It is only when the military is in power that they seem to have more of a say in the affairs of the Police. The police order 2002 was enacted during the military regime of General Musharraf (National Reconstruction Bureau, 2002). It was perhaps one of the most comprehensive reform documents for the police department. This does away with the belief held by some officers that the military never tried to change Police’s outlook strategically. They not only got the Police order 2002 framed during their time but also got it implemented. Despite these supportive elements by the

⁶¹ Senior Civil Servant, Interview, March 2014.

military, access to intelligence information is limited for the Police as a junior civil servant stated:

“The relevant resources are not transferred or shared. The influential slow it down and the army is involved itself too to limit our access to intelligence information.”⁶²

This has always been the case and the military has made sure that all intelligence information is with them. Access to basic mobile phone tracking data is easily available to any person in the military but individuals at the PP have to approach them to get it, and that too after intentional delays. The PP needs intelligence data on a daily basis to cater for the issues within their jurisdiction (Abbas, 2011).

Employees at the FIA were of the view that powers of the department were curtailed during a military rule as a senior civil servant stated:

“The last military regime curtailed the powers of the department and gave anti corruption to National Accountability Bureau in 2004. This hampered the working of the department because its jurisdiction was reduced. The department had experts in dealing with cases related to corruption and had a very good prosecution rate.”⁶³

The reduced powers impacted the working of the FIA in two ways. Firstly, its jurisdiction was reduced so the number of cases it was investigating decreased. Secondly, since NAB did not have the relevant experts in dealing with cases of corruption, the prosecution rate was quite low compared to the FIA (Federal Investigation Agency, 2013). The overall effectiveness of the FIA suffered because of the changes undertaken by the military regime.

The military through the national reconstruction bureau undertook a number changes in different organisations (National Reconstruction Bureau, 2002). They felt that there was a need to realign the jurisdiction of certain organisations. There was a growing concern regarding investigative agencies and it was felt that they can be manipulated. To counter this issue they handed over powers to NAB which was mainly regulated and run by the army. This appears to have ensured that there

⁶² Junior Civil Servant, Interview, April 2014.

⁶³ Senior Civil Servant, Interview, March 2014.

would be no external influence in the running of the department, and cases would be investigated upon honestly. There was although a criticism against the department that it failed to investigate military men who were involved in cases at the time. Apparently the military wanted their men to be tried in their own courts and not under a civilian court, resulting in delayed prosecution of their personnel. The situation has changed recently and army personnel are under trial under the current government, with approval from the military high command (Raza, 2016). This has restored people's faith in organisations such as NAB who are now prosecuting people involved in wrong doing without any discrimination.

Employees at the PC felt that military governments are a one man show where an individual takes all the decisions (*Dawn, July 29th 2006*). They also felt that the army considers them self above all as a senior civil servant stated:

“The army has no concept of other institutions. They consider themselves to be above all and are the Elite. They do not have a social consciousness. This is reflected in the way they handle public sector organisations when they come to power.”⁶⁴

The military appears to have its own mindset and that is reflected in their attitude towards other departments and also their employees. It is difficult to be on the same page as the military leadership who are running the state of affairs. This is more of an arduous task for the PC which is responsible to frame policies and plan developmental projects for different public sector organisations (*Dawn, July 29th 2006*). Some employees do feel that the PC was at a standstill during the military regime and not many productive projects were planned or implemented (*Dawn, November 21st 2002*).

In light of the above discussion one can argue that military rule does have an impact on the working of the public sector. Most departments felt that their efficiency improved during a military government. Primarily because the military is disciplined as part of their training so they expect the same from the public sector organisations. In addition there is a lack of political interference because the military is not supportive of it, giving freedom to the employees. Some felt that

⁶⁴ Senior Civil Servant, Interview, April 2014.

these were short term improvements as the military frames short term policies when in power, not focusing on the long term. Apparently the influence of the military is significantly enhanced during their regime, mainly in terms of retired officers on contract and deputation in different government departments. This is mainly the case because the military leadership finds it easier to get things done through their military counterparts. There also appears to be less corruption during a military regime as there is an element of fear among people that they would be held accountable for their actions, and no one would be spared. The military during their last regime was also able to benefit certain departments in the form of better infrastructure, technology and HR. The services of army personnel were utilized to train other law enforcing agencies and professionals from the private sector were also hired to work in certain departments, improving their performance and service delivery.

5.1.1.8 Political Interference

Political interference takes many forms: This may be influence of party political ideas or directly by politicians themselves. The issue of political patronage is a legacy which continues in Pakistan. there is a form of collusion seen between the civil servants and the politicians which lasts till their retirement from service (Islam, 2005; Kennedy, 1987; Khan, 2002). Ministers are given a mandate and as per that they are to frame policies for different departments. The policies are normally in line with the party manifesto but there are policies which are apolitical as well. The extent to which political will can be exercised is also important in the approval of different projects and initiatives at the departments.

The employees at the PC were also of this view as a junior civil servant stated:

“They make sure the manifesto and their priorities are followed e.g. giving laptops to the youth are part of their agenda so we have to work towards that and ensure that projects related to that are formulated and carried out.”⁶⁵

⁶⁵ Junior Civil Servant, Interview, March 2014.

The party in power is in a position to influence the type of projects which are going to be carried out, making sure their priorities are met (*Associated Press of Pakistan, 21st June 2014*). Projects may also be focused towards a certain area targeting their constituents to reinforce their political backing.

The party in power appears to focus on trying to meet their own priorities, whether it is through the projects they approve or work they expect from the different government organisations. If in that process the general public gets some relief then that is an added bonus. Short term planning, the apparent lack of will to take a different approach and priorities focused towards the parties benefit seems to hinder the growth and development of organisations. The potential benefit to the people from the public sector is limited because of this approach (Haque and Khawaja, 2007; Peters and Pierre, 2003).

A government contractor had the following view about politicians:

“The mandate of the political stakeholders is to do better for the people. But they do opposite of that. They belong to the upper echelon of society and are least bothered about the people. The political elite are least interested in bringing about any change in the existing systems. Their objective is to gain power, prestige and money. They are more content with the way they are provided protocol and they get publicity. They are not serious about doing anything.”⁶⁶

The political elite are more concerned about themselves than the citizens (Ahmad, 2013; Khan, 2002). Their objective is to gain as much benefit for themselves and maintain the status quo. Their lack of seriousness is reflected from the way they are more interested in gaining publicity, getting protocol and special treatment from others including the public sector organisations.

In the case of the PP the police order was not completely implemented because of the politicians of the time. Partial implementation resulted in having limited operational impact and benefit for the PP (Grare, 2010). One of the reasons for partial implementation is that the police have no role in policy making. If the police had been completely taken on board during the policy making process then

⁶⁶ Government Contractor, Interview, March 2014.

the outcome would have been different (Abbas, 2012). The practicalities of the implementation process and also the police order would have been discussed in its entirety having a positive impact on the PP going forward.

The policy making process at the government level appears to utilise selected individuals from the department. When the police order was being framed in 2002 initially there was significant resistance to this centralisation process. Those at the helm of affairs were critical of it and did not involve individuals from different levels of the department. There was initial disagreement between the senior bureaucrats, primarily because the plan was initiated by the military government of the time. This appears to have led to a limited input by the relevant stakeholders in certain areas. In addition the politicians also felt that if the police order was implemented in its entirety, it will completely decentralise the police and limit their influence in its working. This led them to ensure that the police order was not completely implemented, and what suited them in it went through. It seems that the potential benefit to the public from the Police order was reduced because of this.

The current leadership is working on accountability as a senior civil servant from DGIP stated:

“Leadership is encouraging and plays an important role in controlling corruption...”⁶⁷

The current leadership is working on improving accountability through the use of technology and also counter corruption by having strict checks and balances. The interaction of the public with the operational staff responsible for printing of the passports has been eliminated completely. Since the system cannot be bypassed everyone has to follow the correct procedure. This has significantly reduced the interference in the operations of the department and made the DGIP more efficient (*Associated Press of Pakistan, 2013*).

Employees at the FIA were also of this view as a senior civil servant stated:

⁶⁷ Senior Civil Servant, Interview, April 2014.

“The current setup is working on anti corruption initiatives.... The current government does have an objective to rule out corruption through organisations such as National Accountability Bureau (NAB) and FIA.”⁶⁸

The current government is trying to make organisations such as NAB and FIA more transparent and effective, so that they are able to prosecute the individual's who are involved without any pressure (*Dawn, 20th July, 2013*). This approach and support by the government will make these departments more efficient.

These departments were criticized in previous governments to do selective accountability, where in the case of NAB army officers and in the case of FIA politicians from the ruling party were let off. It appears that in the current government these organisations have been able to work quite independently. There are cases which have been brought against the military and also politicians (Raza, 2015; Tahir, 2016). This seems to be a step in the right direction to make sure everyone is held accountable and not given special treatment.

There was a consensus at the NHMP that continued political support helped it prosper as stated by a senior civil servant:

“What we have been able to achieve as a department would not have been possible without this continuing support.”⁶⁹

The NHMP is perhaps one of the only departments which have been able to get continued support, despite successive change of governments. Historically all the governments have supported it since inception (*Dawn, 9th May 2006; Dawn, 23rd July 2011; Dawn, 31st December 2014*).

This support seems to be primarily because the NHMP has consistently performed well making it a source of pride for the government. There is a general consensus that the support for the zero tolerance policy at NHMP is from the top. The policy of not sparing anyone who has violated a law has helped the organisation to be independent in its working. They treat everyone equally and this would have not

⁶⁸ Senior Civil Servant, Interview, March 2014.

⁶⁹ Senior Civil Servant, Interview, April 2014.

been possible without the support from the political leadership from the outset (*Dawn, 23rd July 2011*). This paved the way in the years to come and the policy became part of the organisations operational ethos. This has led the motorway police to be ahead of other organisations. The public, politicians, military, judiciary and people from other walks of life are aware that they will not be spared. This appears to be acceptable by the people and they are respectful of it. Despite successive change of governments, the politicians have also valued and respected the zero tolerance policy and are appreciative of the NHMP's operational culture.

There is a tendency in the government to micromanage at times and interfere in the posting, transfers and recruitment of employees. This was seen to affect most organisations and more so in those where the potential benefit was more for them e.g. PP, where having people who had close ties with them would enable them to achieve their political objectives benefitting themselves, cronies and party workers (Abbas, 2011; Grare, 2010). The employees at the PP felt that the Chief Minister plays a main role as a senior civil servant stated:

“All the posting up to the District Police Officer (DPO) level are to be done in consultation with the chief minister who has a veto power. Politicians get the people of their choice at the subdivision and the Station House officer (SHO) level.”⁷⁰

The chief minister is the administrative head of the province and plays a main role in the state of affairs. He feels that he has the right to interfere and cannot be challenged. The IG finds it difficult to operate independently because even he at times finds it difficult to post someone of his choice or on merit at a specific position (*The Nation, 29th June 2014*).

There appears to be a lack of decentralisation on ground at least. In addition the head of the organisation finds it difficult to go against the will of the chief minister. Primarily because by the time an individual is posted as the head they are nearing retirement, wanting to complete their term in an amicable manner. Secondly, they are normally on good terms with the chief minister and try to maintain that during their tenure. There are bureaucrats who have close ties with politicians, due to

⁷⁰ Senior Civil Servant, Interview, March 2014.

being from the same geographical area or affiliation with the political party. They tend to oblige and give undue favours to political contacts, family and friends. This sort of affiliation normally gets the officers posted at different positions and also facilitates their career growth. The situation is quite complex and impacts the independent working of the department. Those who are apolitical appear to lose out as they are sidelined and not posted at relevant positions which support their career progression (Haque and Khawaja, 2007; Islam, 2005; Kennedy, 1987). There is a belief that all political parties have the same thinking when in power. They may have different policies on paper when in opposition, but once in power they behave similarly.

This has resulted in a lack of institutional sovereignty as a junior civil servant at the PP stated:

“The Police have always been in the hands of the politicians in power. They use them to achieve their political and personal goals.... There is a lack of institutional sovereignty which disables us from doing our work properly.”⁷¹

This decline in institutional sovereignty has taken place over the years with short spurts of the military governments stepping in resulting in betterment. The IG has to tow the political line of the provincial political head as going against him may lead to getting posted. This has hampered the department’s growth and also it’s working significantly (*The Nation*, 29th June 2014).

It seems employees who are well connected politically are able to get the postings of their choice. Similarly, individuals who at times fall short of the selection criteria may make it through at the lower ranks, as that hiring is done directly by the department and can be influenced. Riggs (1964) is of the view that there is significant political influence in the recruitment process of the public sector. This gives rise to nepotism where political supporters, members of the family or clan are recruited over other deserving applicants. A further addition to this is that the lower staff is mistreated and overburdened as they are the most vulnerable not only at the department but also while working for politicians, where they are mistreated

⁷¹ Junior Civil Servant, Interview, April 2014.

as well. They are the ones who face the brunt of it all in terms of low pay, long working hours, poor work environment and inadequate facilities. These factors have de-motivated the lower ranks considerably at the PP. This in effect impacts the way they deal with the public. The disgruntled lower grade staff seem to mete out the same discriminatory treatment when they interact with the public. This misbehaviour has significantly tarnished the image of the police. It appears that unfortunately not much has been done to address the issues faced by the lower ranks, although they are the ones who mostly interact with the public and facilitate them (Hussain, 2007; Imam and Dar, 2013).

The employees at the DGIP had a similar view as a junior civil servant stated:

“Their main area of influence is hiring, transfers and postings. They also influence the priority of their passports...”⁷²

There is a tendency among the politicians to try and influence the administrative affairs of the department. This causes significant issues for individuals who are not politically connected and they lose out because of this. Individuals are posted before their term ends and others may be placed at a position they are not suitable for. Similarly incompetent individuals may be hired impacting the performance of government departments (*Associated Press of Pakistan, 2013; Grare, 2010*).

There is a growing concern regarding this attitude by the politicians towards the public sector organisations. It impacts the respective departments in two ways. Firstly, this paves the way for a culture of obliging others, where those who are hired or posted through influence tend to favour their contacts. Secondly, those who are apolitical tend to lose out and are de-motivated. So, people who are actually potentially willing or capable of running the department are unable to. There is an added concern as this is not a one off issue. Successive governments also seemed to be involved in this favouritism which leads to a divide among the workforce, where employees align themselves to different political parties. This leads to a non-collaborative work environment and at times individuals have been

⁷² Junior Civil Servant, Interview, April 2014.

without any posting, and sidelined by governments because they have been affiliated with the opposition parties (Hussain, 2007; Islam, 2005).

Employees at NUST felt that there is interference in the recruitment as a junior civil servant stated:

“The politicians do have a role to play and influence recruitment process for contract and also permanent appointments.... Although there is screening of candidates but not that well designed. This affects our performance and the motivational level goes down.”⁷³

Politicians influence the recruitment process for the permanent and contractual positions (*The Nation*, 29th June 2014). The HR systems and processes in place are not that strong. This affects the motivation and in turn the performance of employees because the ones who have been recruited on merit feel discriminated against.

There is a view in most organisations under study that the political pressure is on the head and not operational level. The way they handle it depends on how well connected they are politically and otherwise within the civil bureaucracy. Employees at the DGIP were of the view that political pressure is seniors dependent as a senior civil servant stated:

“He decides how much influence an individual is able to exercise on our working. It also depends on his background and how well connected he is himself in the political circles.”⁷⁴

It depends on how well the seniors are able to bear that pressure and not pass it on to the junior staff. Every senior is not in a position to bear political pressure because he is not well connected himself. In most cases there is not any pressure felt by the officers at the operation level because the departmental support is there to withstand such pressure, and the interaction at the operational level is limited (Islam, 2004; Haque and Khawaja, 2007).

⁷³ Junior Civil Servant, Interview, April 2014.

⁷⁴ Senior Civil Servant, Interview, April 2014.

The pressure varies from one organisation to another. While it may be just to get ones passport quicker in the case of the DGIP, it may be completely different in the case of the PP or the FIA. It seems where the potential benefit for the politicians is more from a specific department, so is the pressure from them. The ability of the head's to handle that pressure appears to be linked to how strong their own connections are. Primarily with those trying to pressurize them and also their own immediate heads based in the respective ministry. The support from the head enables them to take a stand against interference which is beneficial not only for the department but also the lower staff, as they are able to work quite independently (Hussain, 2007; Imam and Dar, 2013).

Employees at NUST had a similar view as a senior civil servant stated:

“The political party in power plays an important role. Mainly it is rector based and as per his requirements. But the rector is posted by the head of the state.”⁷⁵

The pressure if any would be on the rector and the way he handles it depends on how well connected he is himself. Since the rector is appointed by the head of state there is pressure on him and he ensures that it does not affect the operations at NUST (*Dawn*, 24th July 2007).

The culture of intercession for favours also plays a role where politicians oblige others or officers to get favours from them later (*The Nation*, 29th June 2014). This is considered quite normal in Pakistan and is seen to exist in the way politicians interact with the public sector and influence it. The relationship of some politicians with the officers is not one time but they are attached to them throughout their career, and help them or get favours from them till they retire. This culture to oblige others is quite strong in certain departments such as the PP, DGIP and FIA as potential benefit from these organisations is more, as a senior civil servant from the FIA stated:

“The politicians have the impact in terms of bringing in their own agenda and also through posting, transfers of their own favourites.”⁷⁶

⁷⁵ Senior Civil Servant, Interview, April 2014.

The politicians are trying to fulfil their own agenda and for that they try and bring in people who are close to them in the organisation or the ones who will oblige them. They may also be in a position to influence the existing officers to get favours from them (Dastageer, 2015; *The Nation*, 29th June 2014).

It appears that this influence is normally there because these individuals have been politically inducted at the department in the first place. These officers have a different attitude towards others and at times behave inappropriately because of their political connections (Dastageer, 2015). This attitude impacts the working of the department and other employees are not too happy with this work environment. Historically, FIA has been lucrative for politicians as they can influence case outcomes. Politicians were able to make a lot of money by influencing outcomes of high profile cases (Dastageer, 2015). To add to this they were able to use the exit control list (ECL) as political leverage against others. Politicians and others were pressurised using the ECL as a tool to restrict their movement outside the country and to get financial benefits from them or to harm their political career (*Dawn*, 6th March 2015). Unfortunately, a number of departments appear to have been misused by the politicians for victimisation and for their own benefit. It seems since this practice has been going on for a while it has become part of the culture of these organisations. This has significantly impacted their performance and their service delivery, as they have moved away from their prime responsibilities to facilitate the public.

In some departments the political influence is confined to postings and transfers only which are considered quite normal. Politicians obliging others or officers to get favours from them later is more or less a part of the Pakistani society (*Dawn*, June 19th 2013; Ghumman, 2013). There are although a lot of systems in place at the NHMP which limit this interference as a junior civil servant stated:

“They also try to interfere in the recruitment process. But that is very difficult to do as there are a number of stages where they have to pass a

⁷⁶ Senior Civil Servant, Interview, March 2014.

running test, written test and finally an interview. So you cannot interfere at each stage.”⁷⁷

The recruitment process has a number of stages with different panels of randomly assigned individuals at each stage, so interference is quite difficult to do. The checks at the application process are also quite strict rejecting many applications on merit in the early stages. There have been times when someone may have been able to clear a stage through interference but was unable to make it through at a later stage.

It seems despite having systems in place there is still considerable pressure on the departmental head to facilitate people in the recruitment process. Although the process is quite decentralized and there are a number of stages people still try to manipulate the system. It is observed that during the interview stage some officers may be able to favour some applicants if they know them personally. At times an officer may take credit in front of his political contacts of getting someone recruited, who would have made it on merit in the first place. It appears that these sorts of instances are quite common and cannot be confirmed by either of the parties involved as they both claim to uphold merit. These sorts of loopholes are quite worrying as they result in a workforce which has not been recruited on merit and would eventually not uphold it either (Haque and Khawaja, 2007; Islam, 2004, 2005).

In the case of the Pakistan Post it is normally sidelined and also believed to be low on the priority list as a senior civil servant stated:

“The politicians have let things go stale mate. We had 5-6 chronic issues which are still there because of the lack of political will to resolve them.”⁷⁸

Employee’s feel that since the department cannot benefit the politicians much they are hardly concerned to facilitate and improve working of the postal service. Genuine issues of the department are not prioritised and there seems to be a lack of will from the politicians to resolve them. This lack of support significantly impacts

⁷⁷ Junior Civil Servant, Interview, March 2014.

⁷⁸ Senior Civil Servant, Interview, March 2014.

the efficiency and working of the department. The attitude towards the department significantly changes when the politicians view it as beneficial for them especially during elections, as a senior civil servant stated:

“They are also in a position to manipulate in the electoral process because post masters are on duty at the ballot boxes as well....the post office play an important role in the electoral process.”⁷⁹

They try and benefit themselves and party workers in the electoral process through their influence. This includes trying to get a post master posted at a relevant location to get benefit from them during the elections (*Dawn, September 23rd 2014*). This gives rise to the element of corruption at the department because the post masters who are posted at key locations are looked after by the politicians they support during the electoral process (International Crisis Group, 2010).

Employees at the PP also felt that for the politicians Police is low on the priority as a senior civil servant stated:

“You hardly find them genuinely concerned to facilitate or improve the working of the organisation.”⁸⁰

The Politicians are more concerned with benefitting in every way from the Police and hardly concerned to facilitate and improve the working of police. The status quo suites them and keeps the ball rolling in their favour (Abbas, 2011).

In certain cases the political pressure can be averted by the politician who is the head of the ministry the department comes under. This was seen in the case of DGIP, FIA and also PC as evident from the responses below. The respondent from the DGIP as a junior civil servant stated:

“In the current setup there is no interference at all as the minister at the top and also the head of the organisation have decided mutually to keep all such pressure and political interference at bay.”⁸¹

⁷⁹ Senior Civil Servant, Interview, March 2014.

⁸⁰ Senior Civil Servant, Interview, April 2014.

⁸¹ Junior Civil Servant, Interview, April 2014.

The political non interference was mainly because of the interior minister's attitude and approach towards work. This was mutually agreed by the minister with the head of DGIP. Since there was support from the top for this attitude the DG was able to manage political pressure and restrict interference in the day to day affairs (*Associated Press of Pakistan, 2013*).

The employees at the FIA had a similar view as a junior civil servant stated:

“There is no political interference at all which use to be the case in previous governments. This is mainly because of the current interior minister Chaudhary Nisar who has made it a point that there should be no political interference in the working of the department so that it can work efficiently.”⁸²

The current government has given space to work freely in the department which is also supported by the interior minister (*Associated Press of Pakistan, 2013*). This positive attitude has enabled the DG to withstand any sort of political pressure and interference at the FIA.

In the case of the PC the Deputy Chairman Ahsen Iqbal is the Minister for planning, development and reforms. He is quite powerful being the deputy secretary general of the ruling party as well and is able to manage the political pressure quite well (*Associated Press of Pakistan, 21st June 2014*). Employees at PC also felt that the minister and secretary are most powerful in project evaluation and execution as a junior civil servant stated:

“The minister and the secretary are the most powerful.... The secretary is the main player and can resist if there is a need. He has a major role to play in the way the projects are evaluated... Both the minister and the secretary play a role in making the project sustainable from their evaluation to execution.”⁸³

The secretary being the head of the organisation has a significant role to play in the way projects are evaluated at the PC. He has the power to get a project shelved if he feels it is not viable. The initial success in terms of the project being accepted

⁸² Junior Civil Servant, Interview, March 2014.

⁸³ Junior Civil Servant, Interview, March 2014.

for evaluation at the PC also depends on the relationship between the minister and the secretary. If they are on good terms with each other, the evaluation and approval process takes less time. They also work together to ensure that the project is supported and sustainable in the long run.

Employees at NUST were of the view that the current government is not interfering and there are positive ideas from those in power as a junior civil servant stated:

“With respect to the political party in power, positive ideas are seen to be reflected in the organisation. Welfare related policies for the public and the lower staff are seen. The fee structure is based on that. We cater to all of Pakistan i.e. the masses so have to be conscious of what we charge to our students.”⁸⁴

There are positive ideas from the party in power which are geared towards public and also the lower staff. The fee structure is designed to benefit citizens and provide them with an opportunity to get good education at an affordable price from NUST. This has been possible because of the support from the current government (Khan, 2014).

The current party in power has matured and appears to have realised with successive governments that non interference is the right way to go. Despite a lot of criticism that the current government faces there appears to be no interference in the day to day affairs by them in departments. This hands off approach seems to benefit the organisations as they are able to work independently and perform well (Imam and Dar, 2013; Wynbrandt, 2009). This is a positive step as it helps the departments to at least function properly. Although, this does not seem to be the case in all organisations, as where a potential benefit is seen by the politicians there is still interference as discussed earlier.

Sometimes there is influence for personal benefits at the PC but that is mainly confined to the approval of projects which are carried out. This is also the case where opposition may target certain projects in their areas as a respondent stated:

⁸⁴ Junior Civil Servant, Interview, April 2014.

“Opposition does not have much role to play but may target certain projects which they feel are a cause of concern for them or the areas they represent affecting the citizens.”⁸⁵

The opposition tries to target certain development projects situated in their area and push for their approval. This is mainly to benefit the people of their constituency and also act as a support to their political agenda (*Dawn, February 1st 2011*). This is further affected by the provincial and ethnic lobbies influence in the working of the department. These lobbies try to influence not only the type but also the specific geographical areas the projects should target (*Dawn, April 29th 2013*).

Privatisation also impacts the working of the public sector and the politicians have a significant role to play in the process. The Pakistan Post had been shortlisted as a potential department for privatisation by a number of governments in the past and was experimented upon as well. Employees felt that the threat of privatisation creates uncertainty. There is an element of fear among the employee’s, more so in the junior staff (Aftab, 2013). There was haphazard privatisation at the Pakistan Post as a senior civil servant stated:

“The department faced privatisation previously where it was transformed into a corporation. But later it had to be reverted back to a department. This was because it was done in a haphazard way and was not planned properly.”⁸⁶

The department was made into a corporation, where individuals from the private sector were hired to run it and then reverted back to a department later. This unplanned effort had repercussions and created issues at the department (*Dawn, November 4th 2002*).

The current government is working on privatization of a number of failing government organisations. Employees at the PC felt that the role of businessmen increases due to privatization as a senior civil servant stated:

⁸⁵ Junior Civil Servant, Interview, March 2014.

⁸⁶ Senior Civil Servant, Interview, March 2014.

“Mian Mansha has influence but not forcefully but as a large business owner mainly because privatisation commission is setup in the ministry and he has stakes involved.”⁸⁷

The PC plays a significant role in the evaluation of the public sector organisations which are to be privatized. Influential businessmen such as Mian Mansha who owns one of the largest private bank in Pakistan called MCB, wants to take part in the bids and get a share. The national airline PIA is one of the potential organisations to be privatized soon. This wave of privatization makes the role of leading investors and businessmen more prominent in the working of the PC, and they try to pull strings where possible (Akhtar, 2014).

There is a change in the people who are influential at the time of a government which is run by business families like the Sharif family, which is presently in government. The unions and private organisations are quite powerful when politicians who are businessmen are in power. These unions have direct contact with the businessmen in power and act as a pressure group on public sector organisations. Their influence is like any other politically well connected individual and they do exercise that to get their work done at different departments. There are instances when the people in power may not even know that their name is being used to get undue favours from departments. The departments may not have the courage or will to check from them, and the ones misusing their contacts are aware of this and continue to exploit the situation (Haque and Khawaja, 2007; Wynbrandt, 2009).

In light of the above discussion it can be safely argued that there is a significant impact of politicians and political parties on the working of the public sector. They play a main role at the macro level in terms of policy formation and at times not all stakeholders of the department are taken on board, limiting the potential input. There was a feeling among the employees that their department was not given priority and only focused on when there was a potential benefit to the politicians. The politicians are also seen to micromanage in the affairs of the government departments including recruitment, postings and transfers. It appears that the

⁸⁷ Senior Civil Servant, Interview, March 2014.

political pressure is predominately exerted on the head of the organisations where they are influenced to gain benefits. This pressure seems to have been averted by the heads if they are well connected themselves or by the support of the Ministers who are the political heads of these organisations. Privatization is also seen to create uncertainty in the departments and also affects their working (*Dawn, January 2nd 2011*). The politicians are seen to play an important role in the privatization process (*Dawn, June 23rd 2013*). With a number of organisations being considered to be privatized the interest of potential stakeholders is quite high. There is a growing concern among the public that strategic organisations should not be privatized, and there should be a more properly planned and transparent process. This would potentially increase the benefit from the privatization process.

5.1.1.9 Bureaucratic Influence

The bureaucrats are an important part of public sector organisations. In this section the role of senior bureaucrats in the working of the organisations under study is being discussed. Employees at the PC felt that bureaucrats make or break projects through their evaluation, as a senior civil servant stated:

“They play a significant role in terms of which projects would be given priority and how work on their evaluation would be carried out. The way the evaluation is carried out is very important as that makes or breaks a project.... If they don't want anything to happen they are in a position to not let it happen.”⁸⁸

The bureaucrats play an important role in project evaluation at the department. They can prioritise work on a specific project and are also able to put something on hold at the department if needed.

The civil bureaucracy plays an important role in different parts of the government. They are prevalent in ministries where most of the planning takes place and help to frame policies for different departments. In the departments they ensure that the policies are executed and also provide feedback on their outcome. Bureaucrats have to ensure that they are able to fulfil their duties in an unbiased manner. They

⁸⁸ Senior Civil Servant, Interview, March 2014.

are in a position to misuse their power and benefit themselves or others. It appears bureaucrats may protect each other in case of misuse of authority as they might be in a similar position somewhere down the line. So, it seems they support each other in their departments whenever there is a need. In addition they appear to be the ones running the affairs of the departments and have a considerable input in the way projects, plans and policies are implemented (Kennedy, 1987; Singh, 1998).

Employees at NUST felt that the military bureaucracy influences postings, transfers and recruitment as a junior civil servant stated:

“Some role of military bureaucracy is there but mainly in the HR related issues. They may try to influence the posting, transfers and appointments of individuals at NUST.”⁸⁹

The military bureaucracy’s influence is further strengthened by the fact that retired army officers have a strong role in administrative affairs at NUST, and tend to oblige them in this regard (Junaidi, 2013).

NUST has strong ties with the military as it was initially set up by it. In addition over the years a lot of retired army officers have joined the university at different positions. This seems to result in the military bureaucracy being in a position to influence the appointments to an extent. Most of these appointments are for contractual positions at the university which are predominantly filled by retired army officers. This influence appears to impact the independent working of the HR department.

Employees at the Pakistan Post felt that bureaucrats bring new ideas as a senior civil servant stated:

“The bureaucrats are in a position to bring in new ideas at the organisation. The current lot is very good and people who come into the department from other department have also played a good role.”⁹⁰

The new officers who come into the department not only bring in new ideas but also help to implement them. Officers who have come from other departments

⁸⁹ Junior Civil Servant, Interview, April 2014.

⁹⁰ Senior Civil Servant, Interview, March 2014.

have also played a positive role and benefitted the department. The bureaucrats therefore play a pivotal role in taking the department forward.

The new officers appear to be well educated and also technologically sound. They seem to be appreciative of new initiatives and also give a positive input in them. In addition there is a generalist training regime in place at the civil service which results in officers from other organisations to come on deputation. They seem to be a value addition as things which have worked well in their parent organisations are also tried at the Pakistan Post, resulting in betterment.

The civil bureaucracy is quite powerful and at times red tape is seen as a senior civil servant from NHMP stated:

“...chief secretaries of each department delay the projects. They are the administrative head and they try to prove their worth and power through these elements.”⁹¹

The civil bureaucracy at the secretary level cause unnecessary delays having an impact on the working of the department, as many initiatives get delayed losing their benefit (Shah, 2011). The development projects in the department are delayed because of the red tape that exists within the civil bureaucracy (Islam, 2005).

The senior bureaucrats e.g. the secretaries seem to use power to their advantage and want things to be done in the departments as they want. This makes it difficult for the head of the organisation to take independent decisions as they may be challenged by the secretary. This red tape appears to be significantly reduced if the IG and secretary have a strong working relationship, and the secretary is taken on board as a stakeholder with respect to initiatives. Then there are no unnecessary hurdles created by the secretary and approvals are done in a timely manner. In this scenario there is more of a give and take relationship where the head and secretary mutually agree on what can be done at the organisation, resulting in a smooth working of the department.

⁹¹ Senior Civil Servant, Interview, March 2014.

There is a view among the PP that the district management group have been quite strong in the administration of the province (Alavi, 1990). Their powers were curtailed at the time of the military regime of General Musharraf but they still seem to be at the helm of affairs. It is predominately from this group that most of the secretaries are appointed. It seems these bureaucrats play a negative role in policy matters related to the Police and influence politicians in their own favour. This initially creates policy and later operational issues for the PP. It appears to be a power struggle where the secretaries although heading the organisation are perhaps asking for too much from the departments, while the heads find it difficult to give in primarily because they belong to a different group from within the civil service. The departments where this relationship is settled in time are able to benefit in the form of better support and quicker approvals (Ahmad, 2013; Jabeen and Jadoon, 2013).

In the case of the PC employees felt that the work group plays an important role in project evaluation as a senior civil servant stated:

“...work group plays important role in evaluation etc and rating a project donor funded or otherwise. People from local area/stakeholders where project is held may voice their concern at the feasibility stage in the work group.”⁹²

The work group (consists mainly of bureaucrats) is also known as the central development working party (CDWP) and is an important platform for the stakeholders to iron out the issues at the evaluation stage, before it is presented for further analysis and approval. The CDWP plays an important role in shaping the way the project pans out later (Ahmed, 2015).

The different stakeholders in the CDWP give their input and try to focus the project towards their geographical area if it is not earmarked for somewhere specific. The input by the bureaucrats at this stage is crucial in determining the way forward for the project. There have been instances where due to lack of agreement at this stage certain projects have been cancelled and no one benefitted. It seems the role of ethnic and regional lobby's within the bureaucrat's impacts the approval

⁹² Senior Civil Servant, Interview, March 2014.

and execution of projects significantly at the CDWP. In addition, it appears that the locals of the area the project impacts do not have much of a say in the overall process as the bureaucrats are the main deciding factor. It seems projects would be more beneficial if the local population's input is taken on board, as they would be in a better position to give advice on local requirements and conditions (Ministry of Planning Development and Reforms, 2015).

At NUST their board played a similar role as a junior civil servant stated:

“The board consists of members from both NUST and the ministry.... The chain is such that proposals go from board through secretary and then to ministry of science and technology for final approvals. The board's members consist of the rector, secretary and the army chief is the chairman of the board.”⁹³

The board plays an important role in finalising the budget and other proposals at NUST. It consists of members from the university, ministry and the army as well. The final approval is with the ministry of science and technology (*Dawn, March 8th 2012*).

There are a number of stakeholders which are part of the board and trying to give their input. The rector is trying to push for proposals which result in betterment at the university, while the secretary caters to the priorities of the ministry primarily looking at the availability of funds. The chairman of the board also has to keep in mind the priorities of the military, which is mainly strategic support from NUST and then go ahead with the approvals. There appears to be less of a conflict between the board members as the rector is a retired army general, and NUST has a number of retired army officers working for it. So, the proposals are framed in such a way that the chairman and the rector are on the same page. This seems to result in less conflict and quicker approvals for the university from the board.

In the different layers of bureaucracy the head plays a pivotal role as a senior civil servant from the DGIP stated:

⁹³ Junior Civil Servant, Interview, April 2014.

“The head of organisation calls the shots and he should be responsible to ensure that everything is in order.”⁹⁴

The head of the organisation plays an important role in the policy making at the department and also ensures that policy implementation is monitored (Ghumman, 2014).

The head of NUST is considered quite powerful as a senior civil servant stated:

“Most of things here are head driven. The HR department takes initiatives with support from the top. The rector is the main driving force here.”⁹⁵

The rector plays a main role at NUST and is in a position to take a stand if he wants something to be done. Initiatives in most departments are taken because of the support from the rector.

The head has an important role to play in most organisations. It appears that due to lack of decentralisation in some organisations most of the power is vested in the head. They are in a position to influence and set the priorities for the department. This includes projects, initiatives and other approvals at the department. It is their prerogative whether they have a participative management culture at the organisation or not. It seems that other officers at the department may be given the liberty to give their input but the final decision rests with the head. It appears that in the case of organisations where there has been a successive change of heads, there is more reliance on the officers who have been at the organisation for a while before taking decisions (Hussain, 2007; Khan, 2002).

The secretary was also seen to be quite influential at NUST as a junior civil servant stated:

⁹⁴ Senior Civil Servant, Interview, April 2014.

⁹⁵ Senior Civil Servant, Interview, April 2014.

“The bureaucracy also has a role to play. The secretary of the ministry of science and technology influences the pay, postings and also job allocations specially the contract ones.”⁹⁶

The influence by the bureaucracy civil or military is limited to HR and administrative affairs of the department. There is no influence in the admission process at NUST and merit and transparency is upheld in that area.

There are limited contractual positions available at most public sector organisations. It appears that the head of these organisations face significant pressure from the secretaries to accommodate individuals who qualify for the position. In the case of NUST most of these are filled by retired army personnel as they seem to be fit for the administrative jobs available. In addition most of the administrative staff at NUST is retired army officers who are comfortable working with other officers and support these appointments. It appears that in the case of the admissions there is no influence as there is a committee in place which takes independent decisions. The university is very conscious of this as any issues in the admission process would significantly impact its reputation and ranking (Ahmad, 2013; Islam; 2005).

Bureaucrats have their own political affiliations which play an important role in their work lives. Employees at the FIA felt that bureaucrats favour political affiliations as a junior civil servant stated:

“The bureaucrats are in a position to influence the posting and transfers of individuals in the organisation. They also may take decisions in the organisation to favour their political affiliations. They are also in a position to let the cases run but reach no outcome.”⁹⁷

Bureaucrats have their own political support and they also favour them. This may be in the form of postings and transfers of individuals who are affiliated with the same political group, or simply influencing the outcome of a case being investigated by the FIA (Dastageer, 2015; Rana, 2013). These political affiliations have a significant impact on employees as those who are apolitical feel frustrated and lose out.

⁹⁶ Junior Civil Servant, Interview, April 2014.

⁹⁷ Junior Civil Servant, Interview, March 2014.

This tendency was also witnessed at the PP as a senior civil servant stated:

“The politicians favour the postings of certain individuals as the DPO or Regional Police Officer (RPO) and then they have to reciprocate this favour. They will go to any extent to benefit these politicians.”⁹⁸

The bureaucrats have to honour their political affiliations and at times end up registering false cases against political opponents or conducting raids on false pretence to malign their reputation. It seems they have no choice because to survive in this environment where ones career is so unpredictable, political support is necessary for its continuity. This impacts the sovereignty of the PP and has resulted in the prosecution of innocent individuals in the past (*The Nation*, 29th June 2014).

A consultant was of the view that political-bureaucratic nexus played an important role in the public sector as he stated:

“The political-bureaucratic nexus is the most important force which determines the parameters and policies for the working of a public sector organisation. This arrangement suits the bureaucrats because they carry out their questionable functions under the umbrella of the political elite. Similarly, the politicians benefit out of the bureaucratic manipulation for their vested interests.”⁹⁹

The nexus has significantly impacted policy making along with carrying out unreasonable demands for the politicians. This two way relationship has run havoc with the development of these organisations significantly impacting their sovereignty.

Employees at PC were of the view that lower level politically affiliated clerks are as powerful as bureaucrats as a senior civil servant stated:

“They have become part of the bureaucracy and are responsible for maintaining the status quo. Through the benefit of political exigencies they have risen through the ranks and are at the helm of affairs. They are still working here at high posts continuing with their political affiliations and benefitting them and also themselves.”¹⁰⁰

⁹⁸ Senior Civil Servant, Interview, March 2014.

⁹⁹ Consultant, Interview, April 2014.

¹⁰⁰ Senior Civil Servant, Interview, March 2014.

The clerks have risen through the ranks because of their political affiliations (Ali, 2015). They have been at the organisation for a while now and are pivotal in maintaining the status quo. They still maintain their political connections and benefit them where ever possible.

It seems that many lower level employees continue to serve at an organisation for a significant period, and because of their years of service, contacts within the civil service and political connections get promoted to higher grades. There are instances of individuals getting to the senior manager level (grade 19-20) which appears to be an issue as their mindset to indulge in organisational politics is that of a junior officer. They also seem to have strong political affiliations which not only affect the department's sovereignty but also makes it difficult for other officers to work independently. Riggs (1964) is of the view that bureaucrats who have risen through the ranks have become quite powerful over time. Not only do they have political connections but also contacts within the bureaucracy which enables them to be quite influential in the public sector. These officers also seem to be the ones most resistant to change as with relevant policies and their enforcement in place they would not be posted at a position for more than three years, limiting the potential to foster political connections and benefitting from them (Islam, 2004; Haque and Khawaja, 2007; Hussain, 2007).

In light of the above discussion it can be argued that bureaucrats are an important part of public sector organisations and play a significant role in their working. They are in a position to influence most affairs and the head of the organisation is seen to play a pivotal role in this. Bureaucrats are also seen to favour and benefit their political affiliations, in turn benefitting themselves as well. This appears to impact the sovereignty of the department. The bureaucrats who are apolitical appear to lose out as they are sidelined and not posted at mainstream positions. There appear to be politically affiliated clerks at some organisations who have risen through the ranks because of their years of service and contacts within the civil service. They seem to maintain the status quo and are considered quite powerful, almost equivalent to bureaucrats. They appear to be resistant to change and would not support any policies which would undermine their position.

5.1.1.10 Impact of Judiciary

The judiciary has started to play an important role in the working of public sector organisations in the last few years. The courts act as official watchdogs and make sure the departments are in line and working properly. The working of the Pakistan Post has been impacted because of an active and strong judiciary, as a senior civil servant stated:

“The judiciary has become quite active recently. They are hearing cases which are technically not in their jurisdiction. Cases pertaining to the civil servants need to be heard at the Federal Service Tribunal (FST).”¹⁰¹

The judicial activism makes it difficult for the postal department because the courts gave a decision on certain cases, which were not in their jurisdiction (Hussain, 2013). The department is unable to do anything in this and it creates confusion as these matters need to be handled by the FST. There are certain officers who have benefitted from the decisions of the court and have been reinstated, despite being dismissed by the department on certain charges earlier.

It seems that in the last few years when the judiciary became very active they started hearing cases which were not in their jurisdiction. Cases pertaining to civil servants service were not only heard but also given a decision on. The decisions appear to benefit the civil servants so they never get referred to the relevant court i.e. the FST. This culture has started to prevail where officers go directly to the courts to get stay orders and keep working in their organisations. Organisations also seem to stay mum on the issue and comply with the courts decisions, primarily because of the active judiciary and the repercussions of confronting it. This overlapping in jurisdiction appears to benefit the civil servants and the departments seem to lose out.

In the case of the FIA not only do they mingle in the affairs of the department but also want investigations conducted, as per their requirement. Employees felt that this has led to jurisdiction clashes as a senior civil servant stated:

¹⁰¹ Senior Civil Servant, Interview, March 2014.

“...whenever the court asks FIA to make a report related to a case they don’t agree to it and make their own decision discarding the report... There is also an overlapping of functions and duties with NAB and at times it isn’t clear. There should be clear laws about who will handle which cases so there is no clash between investigative agencies.”¹⁰²

The department feels that its performance is affected by the way the courts handle its case reports. The judiciary seems to disregard all of the efforts put in by the FIA. To make matters worse in certain cases other agencies such as NAB are asked to look into a case, which is not in their jurisdiction (*Dawn, May 16th 2012*). This not only creates confusion but also conflict among investigative agencies, affecting their efficiency significantly. Going forward a clarity regarding jurisdiction would be beneficial for both investigative agencies.

The Judiciary has also impacted the working of the PP in a similar way as a senior civil servant stated:

“Judges in the past decade or two have tried to take over executive power. They want the investigations of the Police to be the way they want although they are not legally empowered to do that.”¹⁰³

This Judicial activism makes it difficult for the PP to conduct independent investigations. The courts are very demanding and there have been instances where the court orders have changed successive investigators, causing significant delay in prosecutions (Hussain, 2013).

The change in investigators is at times requested by individuals who are involved in the cases as they are not satisfied with the investigation. It seems that this issue is coupled with a defective legal system with a low conviction rate. Riggs (1964) is of the view that there is also significant influence of the bureaucracy and the politicians on the judiciary. This makes it difficult for an independent judiciary to exist resulting in bias decisions and tendency towards lack of merit and corruption in society. The process from investigation to prosecution is very long drawn at times, lasting years in certain cases. This leads to a low conviction rate between 5-

¹⁰² Senior Civil Servant, Interview, March 2014.

¹⁰³ Senior Civil Servant, Interview, March 2014.

10% because of the time lapse and loopholes in the legal system (Fazli, 2012). It appears the judiciary is biased at times and decisions taken in cases where the Police were involved ended up against the police. This de-motivates the employees and they feel that their efforts go to waste. Despite the best of their intentions to solve a case in an unbiased manner, they end up not only getting a negative feedback but also rulings against them.

A consultant had the following view about the Judiciary:

“Unfortunately the system of accountability by the judiciary and other institutions like NAB has been dormant for quite some time except for the judicial activism practised recently by the last chief justice Mr Iftikhar Chaudhary. Basing this period of about 5 years no institution has been able to break this political-bureaucratic nexus”¹⁰⁴

The judiciary has been unable to play much of a role in the past in terms of accountability of the public sector. It has become more active in the past five years where departments such as NAB have become active and held the public sector and its employees accountable.

In light of the above discussion it can be argued that the judiciary plays an important role in the working of the public sector in Pakistan. The courts are quite active and act as official watchdogs, ensuring the organisations are in line. The courts also appear to have been successful in breaking the political-bureaucratic nexus to an extent. A number of bureaucrats, and the politicians who supported them, were brought to justice because of their involvement in corrupt practices at different public sector organisations. These sort of actions by the court against powerful individuals were unheard of in the past (*Dawn, June 23rd 2013; Dawn, April 21st 2014*). There has been a rise in judicial activism over the years which have resulted in a culture of accountability to be established. This activism however seems to have resulted in over interference in the affairs of the government, as the rising suo moto actions by the court appear to impact the operations of the public sector. The interference of the courts has led to jurisdiction clashes in a few departments causing issues for them. In addition, it appears that

¹⁰⁴ Consultant, Interview, April 2014.

the defective legal system which results in a low conviction rate has also been an issue, primarily for the law enforcing agencies as their performance comes under scrutiny because of this.

5.2 Conclusion

Concluding the above it may be argued that environment is a keynote theme which has been identified, and impacts the working of the public sector organisations of Pakistan. Moreover, each of the subthemes also had a significant impact on the working of these organisations as evident from the above discussion. The subthemes included Rising Population Burden, Media Scrutiny, Impact of Global Economic Forces, Impact of Domestic Economic Policies, Impact of Pressure from Citizens, Impact of Unexpected Events, Impact of Military Rule, Political Interference, Bureaucratic Influence and the Impact of Judiciary.

It may be argued that the primary impact of a rising population is an extra burden on the resources and manpower of the organisations. This burden was further exacerbated by the lack of informed planning due to inaccurate data about the population. Centralisation of the production process has also made it difficult for timely service delivery in some organisations. In the case of law enforcing agencies, the problems have been fourfold because enforcement has been difficult due to a surge in population, which has resulted in a significant increase in different types of crime.

Media has fulfilled its democratic function by being a mechanism of awareness for citizens, and awareness and accountability for public sector organisations. The media has also played an important role as a partner and image builder for departments. The influx of a high number of private channels in the last decade has resulted in better news coverage. Some organisations have tried to manipulate the reporting of the media in their favour which has resulted in undue pressure being exerted from the media to counter this. This issue does highlight the lack of proper accountability mechanisms which exist, resulting in potential for collusion between the media and public sector officials.

Global economic forces have acted as a support mechanism for the different organisations and there is a need to derive more benefits from them (incentive for change). They are seen to focus on projects in areas where the government lags behind, such as education and health. Despite benefits, use of foreign funds comes at a certain cost, where the donor agencies not only frame policies but also ensure their conditions are met. Successive governments have failed to plan alternative options for self sufficiency in the long run and are still dependent on donors. At times departments are seen to violate procurement rules to accommodate foreign companies and avoid delays. This has resulted in significant financial losses to the exchequer, in addition to affecting service delivery of related departments.

Domestic economic policies impact the government budget which is constrained, resulting in limited funds for the different organisations. In addition, austerity measures and the menace of terrorism restrain the funds even more, affecting expansion and capacity building. Departments have taken a number of revenue generating initiatives to fund the gap they face. A consistent allocation policy and relevant checks and balances in place would help to prevent leakages and wastage of funds. Lack of accountability, improper planning and individuals being able to use loopholes in the system are major contributors to loss of funds. Economic constraints continue to be a cause of concern, specially impacting the youth as with a high unemployment rate coupled with limited availability of jobs, the potential to go astray has impacted the working of law enforcing agencies.

Citizens are appreciative of departments who are already doing well in facilitating them, and also those who take their feedback and opinions into account to improve service delivery. There are formal mechanisms in place which facilitate the citizens to make comments and complaints about the departments to the relevant authorities. Citizen's at times are seen to use their connections to get benefits from government departments. This culture to oblige others significantly impacts independent working of the departments, and creates issues for its employees, in turn giving rise to unethical practices.

Unexpected events also impacted the working of the public sector. A number of departments provided support to the government during disasters. The departments

did face a temporary resource constraint, as employees and funds were redirected towards relief efforts. The rising menace of terrorism has resulted in many organisations to enhance their security, which has resulted in a significant outlay for them, which the government needs to support through extra funds.

Most departments felt that their efficiency improved during a military government. Primarily because the military was disciplined and there was a lack of political interference during their rule, giving freedom to the employees. Some felt that these were short term improvements as the military does not focus on the long term. The influence of the military was significantly enhanced during their regime, mainly in terms of retired officers on contract and deputation in different government departments. There also appears to be less corruption during a military regime as there is a fear among people that they would be held accountable for their actions. The military during their last regime was also able to benefit certain departments in the form of better infrastructure, technology and HR, improving their performance and service delivery.

It can be safely argued that, there is a significant impact of politicians and political parties on the working of the public sector. There was a feeling among the employees that their department was not given priority and only focused on when there was a potential benefit to the politicians. The politicians are also seen to micromanage in the affairs of the government departments including recruitment, postings and transfers. It appears that the political pressure is predominately exerted on the head of the organisations where they are influenced to gain benefits. This pressure seems to have been averted by the heads if they are well connected themselves or by the support of the Ministers who are the political heads of these organisations.

Bureaucracy is in a position to influence most affairs and the head of the organisation is seen to play a pivotal role in this. Bureaucrats are also seen to favour and benefit their political affiliations, in turn benefitting themselves as well. This appears to impact the sovereignty of the department. The bureaucrats who are apolitical appear to lose out as they are sidelined and not posted at mainstream positions. Politically affiliated clerks and other civil servants appear to be resistant

to change and would not support any policies which would undermine their position.

The courts are quite active and act as official watchdogs, ensuring the organisations are in line. The courts also appear to have been successful in breaking the political-bureaucratic nexus to an extent. There has been a rise in judicial activism over the years which have resulted in a culture of accountability. This activism however seems to have resulted in over interference in the affairs of the government, as the rising suo moto actions by the court appear to impact the operations of the public sector.

In light of the above discussion, it is clearly manifest that all sub-themes had an impact on the working of the public sector organisations of Pakistan. The intensity of their impact was different in each organisation. The sub themes identified and analysed in this section are also found in the literature review as evident from table 5.1 below with selected references, justifying their use and strengthening the findings of this study.

Table 5.1: Sub-themes Environment with References

Sub-themes	References
1. Rising Population Burden	1. Egeberg (2003)
2. Impact of Global Economic Forces	2. Farazmand (1999)
3. Impact of Domestic Economic Policies	3. Hood (1996)
	4. Lindquist (1994)
	5. Pollitt and Bouckaert (2011)
4. Impact of Pressure from Citizens	1. Askim et al., (2009)
	2. Pollitt and Bouckaert (2011)
5. Impact of Unexpected Events	1. Elias Sarker (2006)
	2. Pollitt and Bouckaert (2011)
6. Media Scrutiny	1. Ahmad (2013)
	2. Maddock (2002)
7. Impact of Military Rule	1. Ahmad (2013)
	2. Elias Sarker (2006)
	3. Islam (2005)
	4. Pollitt and Bouckaert (2011)
8. Political Interference	1. Haque and Khawaja (2007)
	2. Islam (2005)
	3. Peters and Pierre (2003)
9. Bureaucratic Influence	1. Irvine (2007)
	2. Kennedy (1987)
	3. Singh (1998)
10. Impact of Judiciary	1. Ahmad (2013)
	2. Fazli (2012)
	3. Hussain (2013)

The current empirical chapter focussed on the environment theme and the impact it had on the working of the public sector organisations of Pakistan. The next empirical chapter focuses on the rest of the three themes which emerged from the data and include technology, culture and organisational readiness for change. The

chapter has been divided across these themes. Each of the subthemes is discussed in detail with examples to understand the impact on the working of public sector organisations, from the perspective of organisational change and development.

Chapter 6 – Empirical Findings and Analyses (II)

6.1 Introduction

The literature review and country context chapter pointed out multifarious variables which impact the working of public sector organisations. The preceding chapters aimed to develop a deeper understanding of the working of the Pakistani public sector, particularly from the perspective of organisational change, development and reform. The methodology chapter utilised the data to develop the themes and subthemes which impact the working of public sector organisations. Some of these subthemes are already part of the Pollitt and Bouckaert's (2011) framework for public management reform, while others have been identified through the thematic analyses.

The last empirical chapter focussed on the environment theme and the impact it had on the working of the public sector organisations of Pakistan. This empirical chapter focuses on the rest of the three themes which emerged from the data and include technology, culture and organisational readiness for change. There are examples given from each of the seven different organisations which are under study i.e. from the fifty six interviews conducted in the organisations under study. There is also an input from the twenty four general interviews which were conducted for the purpose of this research.

6.1.1 Technology Theme

It may be argued that, technology refers to all the technological factors which have an impact on the management of public sector organisations. The subthemes include Impact of Technology, New Management Ideas, Role of Structure, Policies, System and Processes and the Civil Service Capacity.

6.1.1.1 Impact of Technology

Technology is generally considered as enabling and increasing efficiency in most departments. This view is evident from the response given below by a senior civil servant at the NHMP:

“...benefitted through software, weather updates and also conducting meetings via video conferencing to save time....This increased efficiency in regions with presence of senior officers in the field”¹⁰⁵

The use of technology improved the working of public sector organisations with the introduction of relevant software and more efficient services (Punjab IT Board, 2012). There was no longer a need for senior officers to come to the head office in Islamabad to attend monthly meetings, resulting in better management of the operational force in the field. The employees felt that the NHMP was technologically sound and better than other policing outfits in this regard (Kausar, 2013).

The NHMP has been fortunate enough that since its inception there has been access to relevant technology. This has been mainly possible due to the availability of funds at the department. The officers have been able to get foreign training, which has increased their exposure to field operations in an international setting, and appeared to have facilitated the introduction and use of new technology. It seems, since the NHMP was a new department which was setup in 1997 on modern lines, there was more inclination to bring in new technologies to facilitate its working. This was further supported by the new recruits who came in, as they were highly educated and comfortable with the use of technology. Consequently, the department was able to benefit significantly from technology use, and also improved service delivery.

Employees at the FIA had a similar view as a senior civil servant stated:

“..many initiatives were taken by us without any external support. The IBMS was developed by us internally. A lot of E-projects are underway at the moment e.g. the e-complaint management system.”¹⁰⁶

The department has successful internally driven E-projects such as Integrated Border Management System (IBMS). This was developed in house by the IT

¹⁰⁵ Senior Civil Servant, Interview, March 2014.

¹⁰⁶ Senior Civil Servant, Interview, March 2014.

division and has improved the control at the borders significantly (Asgar, 2014; Federal Investigation Agency, 2013).

A number of departments have taken their own technological initiatives and reduced dependence on external sources. This enables departments to make changes to the systems in use as their requirements change without any significant extra cost. It appears that external systems not only have a high initial cost but also maintenance is expensive. There has also been cross collaboration between departments where a provincial department has come up with an initiative and it has also been explored by a federal department e.g. smart monitoring of government schools (Punjab IT Board, 2012). This cross learning has enabled departments to benefit from others experiences and adopt initiatives which suit them. It appears that user service has been improved significantly with the introduction of a number of E-projects at different organisations.

Employees at NUST had the following view as a senior civil servant stated:

“Technology is important for us in HR. We have revamped and started to use software’s..... Efficiency increases because of this. The structure and policies are implemented and all posts are advertised on the online portal and website.”¹⁰⁷

Technology has improved the HR department’s working. An online portal is used to advertise and do the initial short listing of candidates (National University of Science and Technology, 2014). This has made the hiring process much more efficient compared to the paper based application system which used to be in place.

There is a belief among the employees of all organisations under study that there is not only a need to carry out modernization for benefit in the long run, but also update and capitalise on technology.

In the case of the DGIP a senior civil servant stated:

¹⁰⁷ Senior Civil Servant, Interview, April 2014.

“Now we are at the world level and are making machine readable passports (MRP’s)... We are planning on moving towards E passport and also RFID passports.”¹⁰⁸

The department is on par with international standards but since technological advancement is quite fast paced, the department plans to move to the upcoming passport regimes of E-passport and RFID passports (International Civil Aviation Organisation, 2015).

Employees at NUST had a similar view as a junior civil servant stated:

“The IT and communication department is working on a number of projects and trying to move us to a paperless system. An ERP system is being introduced where admissions, HR and academics are being linked in each college. Email communication is being improved and approvals are in large numbers so doing them on emails is being encouraged.”¹⁰⁹

There is use of technology at NUST but more needs to be done to ensure that new systems being introduced are also being used (*Dawn, March 8th 2012*). There are still a lot of things which are being done manually and reliance on using files especially for administrative approvals is seen.

Employees at the DGIP had the following view as a senior civil servant stated:

“Since 2004 up till now when the Machine Readable Passport (MRP) has come technology is an enabling factor. It is a driving force which has improved efficiency, performance and also accountability. The transparency in the issuance of passports and the department in general have gone up and service delivery has improved because of the introduction and use of technology.”¹¹⁰

The introduction of MRP has brought the organisation at par with international passport requirements (International Civil Aviation Organisation, 2015). The level of accountability and transparency went up because of the use of technology (Dada, 2006). These technological improvements resulted in improved customer facilitation and service delivery.

¹⁰⁸ Senior Civil Servant, Interview, April 2014.

¹⁰⁹ Junior Civil Servant, Interview, April 2014.

¹¹⁰ Senior Civil Servant, Interview, April 2014.

Employees were of a similar view at NUST as a senior civil servant stated:

“Technology is important for admin and academics both. The element of accountability in HR and also accountability through audit systems in finance have improved. These checks and balances have also improved the admission process.”¹¹¹

The relevant technology has improved the screening and hiring process of employees at NUST. In addition the audit systems in place at finance are also more transparent. The use of technology has also facilitated the admission process and made it more transparent and foolproof.

The organisation was able to benefit from the introduction of technology. The systems were streamlined which seem to result in better transparency and accountability in the different departments. It is very important for an academic institution that the admission process is transparent and on merit as this affects its reputation. It appears with the relevant technology in place, the application process was streamlined which made it easier for the admissions committee to take prompt and transparent decisions. The finance department also seems to have benefitted with the introduction of SAP which streamlined the processes and increased checks and balances.

A government contractor had a similar view and stated:

“Technology has had a positive impact and there are less loopholes in the system causing efficiencies to go up and corruption to go down e.g. the case of SAP in PTCL has benefitted a lot. They know the exact requirement of a product and place orders accordingly instead of just for the sake of making money and even if the product is not needed. Technology has reduced corruption in all departments.”¹¹²

Technology brought about a positive change in public sector organisations. It streamlined operations and also reduced corruption significantly by restricting the placement of unneeded product orders. There was also less wastage in the departments and their efficiency improved.

¹¹¹ Senior Civil Servant, Interview, April 2014.

¹¹² Government Contractor, Interview, March 2014.

There has been resistance to the introduction and adoption of technology in a few organisations due to greater exposure to accountability. Employees at the Pakistan Post had the following view as a senior civil servant stated:

“They resist the introduction of technology mainly due to accountability. They are scared and feel that their illegal income will be stopped because of the technology.”¹¹³

The employees resisted technology because they felt that it would impact their unlawful practices at the department. This was predominantly the case at the lower levels. Eventually technology was introduced but did not have the complete impact because of the employee’s attitude.

There appears to be a lack of proper communication at the department regarding the introduction of technology. It seems since the organisation has a large network spread across Pakistan it was difficult to make everyone aware of the benefits of technology, and take them on board in the process. This creates an element of fear especially among the lower staff which may not be that comfortable with technology use. The movement of the lower staff is quite low so there are a lot of people who have been at the department for a while. They feel that with the incoming of technology they might be made redundant. It also appears that individuals who have been able to benefit from the department through unfair means in the past, are conscious that once the systems are in place they will not be able get away with it. This collective fear among the employees tends to create an attitude which is averse to the introduction and use of technology, limiting the potential benefit to the department.

Employees at the PP had a similar view as a senior civil servant stated:

“They thought it to be better without the technology because they were not educated for the new technology and were threatened that they may lose their job.”¹¹⁴

¹¹³ Senior Civil Servant, Interview, March 2014.

¹¹⁴ Senior Civil Servant, Interview, March 2014.

There was a fear among the employees especially those who were not comfortable with technology. They felt disadvantaged and feared losing their job or not getting promoted because of the inability to use technology. These also include senior officers who were stakeholders as part of decision committees, thus impacting the introduction of technology at organisations because of their own fear towards its use (Minogue, 1998, Pierson, 2000).

At the PC a lot of things were still done manually such as file records were kept on paper. A primary issue there was also that people at the top were not tech savvy as a senior civil servant stated:

“Simple things e.g. email addresses on one domain is an issue. Old filing systems on paper cause inefficiencies. People at top are not tech savvy so not keen on adopting new systems thus it impacts work.”¹¹⁵

Since the people at the top are not comfortable with technology they are not motivated enough to get it introduced in the department. The old systems were still prevalent and as long they get the work done employees aren't that bothered either. Recently some steps were taken to introduce a single domain email address as everyone was using their personal emails before.

In the case of the NHMP there were certain things which could be added going forward, such as having a dedicated radio channel for traffic updates and tracking systems in police cars for efficient patrolling. There was a feeling that at times self benefit undermines everything. As a senior civil servant stated:

“The approach of, what is in it for me? Undermines everything.”¹¹⁶

Despite availability of funds and support from stakeholders the department was unable to capitalise from opportunities because of this selfish approach of a few officers. This is because the individual with this mindset for getting personal gains may be posted out, but the opportunity to carry out technological development at the organisation has been lost by then. In the long run the department loses out in terms of technology.

¹¹⁵ Senior Civil Servant, Interview, March 2014.

¹¹⁶ Senior Civil Servant, Interview, March 2014.

New, younger and educated officers have played a positive role in the introduction and use of technology. In the case of the NHMP there is a tendency for the educated officers to be technology acceptant. They are more prone to the use of technology and also bring in their ideas of how to improve existing technology use. The deputationist's at the department adopt for survival. These are the individuals who joined the organisation from other policing outfits and may be considered as the old school. They do not want to feel at a disadvantage so they are seen to make an effort and are flexible in learning new skills and getting accustomed to the use of technology.

Employees at the PP had a similar view as a senior civil servant stated:

“With the introduction of new and educated officers we are getting better with the introduction and use of technology.”¹¹⁷

The new officers are educated and more tech savvy making them more technology acceptant and also supportive of the introduction of technology. They are also seen to contribute by giving new ideas with respect to technology and in general for betterment of the PP.

Many departments felt that there is a need for awareness and training of staff at all levels. This can be done through education and practical training of existing and any new technology at the department as a junior civil servant from the FIA stated:

“...awareness about relevant technology is also missing. At times technology is provided but the relevant training is not given. This impacts the working of the department significantly.”¹¹⁸

The requisite technology is provided to the FIA but the relevant awareness, education and training is missing (Asghar, 2014; Tahir, 2005).

A number of organisations, it seems, are able to introduce technology but are unable to reap the complete benefits from it. Employees need to be taken on board and their fear of the use of technology needs to be addressed through proper

¹¹⁷ Senior Civil Servant, Interview, March 2014.

¹¹⁸ Junior Civil Servant, Interview, March 2014.

education and training (Hussain, 2007; Minogue, 1998). A comprehensive training for the staff at all levels would significantly impact the benefit which can be derived from technology. In addition, the potential benefits of the use of technology to the individual and the department need to be clearly advocated. It appears the resistance from employees and relevant stakeholders not only delays the introduction of technology but also impacts the growth and development of the organisation. Public sector organisations in Pakistan already seem to be quite lagging in the use of technology and when basic technology is resisted, this pushes back the organisations even further, as new technology is coming out on a daily basis.

In light of the above discussion it is clear that technology is an important factor in the working of the public sector. It is seen to be enabling and increasing efficiency at organisations. Some organisations felt that there is a need to update and capitalize on existing technology. There was relevant technology at these organisations but they were unable to derive complete benefit from it. This was at times because of lack of proper awareness and training. Technology appears to have also improved transparency, accountability and service delivery in many organisations. At times there has been resistance from within and stakeholders to the introduction and use of technology. There seems to be an element of fear that technology may result in job loss for individuals who are not comfortable with technology, or have been at the organisations for a while and lack the required skills. In addition there appears to be resistance to technology because the employees have not been made completely aware of the potential benefits of technology for the individuals and the organisations as well. However, the new, younger and educated officers have played a positive role by supporting the introduction of technology. There is a need to create awareness and impart technological training to employees at all levels in most departments to completely benefit from technology. This will help individuals and organisations to benefit from technology use, in turn improving service delivery as well.

6.1.1.2 New Management Ideas

Public sector organisations have evolved over the years where new management ideas (NMI's) are encouraged and accepted (Flynn, 2001). This was seen in the case of most organisations under study. There is a culture of encouragement and acceptance for NMI's at all levels in the NHMP. This has been the case since the outset and as it was a new department many new ideas were taken on board. This has become part of the system at the organisation where officers are looking for new ways to do things in their jurisdiction (*Dawn, January 1st 2011*). This appears to have led to innovations taking place at the NHMP in areas such as recruitment and operations, keeping it ahead of other departments.

Employees had the following view at the PC as a junior civil servant stated:

“NMI's are encouraged at the organisation and is dependent on the head of the organisation. Ahsen Iqbal the current head is open to new ideas and his way of working is different compared to others who have previously been here.”¹¹⁹

NMI's were introduced at the department in the past but since they were individual based they were shelved once that individual left. Similarly, the current head has undertaken new initiatives such as the YDF program which has helped to improve the working of the department by bringing in well educated and qualified individuals (*Associated Press of Pakistan, 27th June 2014*).

The head at the PC appears to have a different approach towards new ideas. He comes from a professional background and holds an MBA, and is focussed on bringing about positive changes at the organisation. He also has experience in running the organisation in the past which gives him an advantage in terms of understanding the issues in a better way. He was able to bring back his previous team which he had in his last tenure. It appears if the team already has a good rapport with the head then they are more open to give new ideas and also accept them. These factors seem to facilitate the introduction and implementation of NMI's at the PC, improving efficiency.

¹¹⁹ Junior Civil Servant, Interview, March 2014.

Employees at the DGIP are of the following view as a senior civil servant stated:

“It also depends on who is heading the organisation. If that person has a participatory leadership style then new ideas would definitely be appreciated and implemented.”¹²⁰

The NMI’s are dependent on the head of the organisation. If he is dynamic and has a participatory style of management then new ideas would be encouraged at the department. This was seen in the case of DG’s in the past who not only appreciated but also implemented NMI’s in the department (*Associated Press of Pakistan, 17th September 2013*).

NMI’s are also departmental based as a senior civil servant from NUST stated:

“They are encouraged and there is a positive attitude about them as well. It may not be at the organisational level but at the departmental level we see this in the form of projects or other initiatives to improve the working and performance of the organisation.”¹²¹

The NMI’s are seen at the departmental level where different projects and initiatives have resulted in efficiency to increase. The individuals who are normally leading the specific department e.g. HR or finance have a main role to play in the generation and implementation of the idea.

Departmental heads find it easier to implement new ideas in their jurisdiction. They are able to garner support from their team and also make use of relevant resources in a better way. It seems departmental based initiatives are also easier to monitor and for others in the organisation to see the potential benefit. There have been instances where other departments within the organisation have seen the benefit of certain initiatives and replicated them in their own. It appears this element of cross learning can lead to an initiative being replicated across an organisation where departmental initiatives are seen as pilot projects.

Employees at the FIA had the following view as a junior civil servant stated:

¹²⁰ Senior Civil Servant, Interview, April 2014.

¹²¹ Senior Civil Servant, Interview, April 2014.

“There is a tendency of the present regime to focus towards computerisation. This is being carried out at the department but it needs to be properly managed so that complete benefit can be reaped from it.”¹²²

The current government is focussed on NMI’s and there is also foreign collaboration in this regard. Since there are a number of projects going on it is imperative that project management is undertaken to reap the maximum benefits from each of the initiatives being carried out (*Dawn, 20th July, 2013*).

There was a similar view at the PC regarding project management as a senior civil servant stated:

“Lots of ideas/projects here. Some are individual dependent as people come from other ministries to work here for a while and go.... We need to work on a way to implement these ideas as the required linkages are missing. Sometimes we need to be more realistic in the formulation and implementation of ideas as cost is an important element which needs to be balanced out.”¹²³

The PC needs to take certain steps to make sure that the NMI’s are sustainable in the long run because they are individual based. Planned project management will go a long way in ensuring that the ideas are financially feasible and also practical to implement at the PC.

Departments where there was an ownership of initiatives have been able to introduce NMI’s more successfully as a junior civil servant stated:

“New ideas and initiatives are encouraged in the department because of the culture of discussion. We are also rewarded with certificates if the ideas are good enough.”¹²⁴

Since new ideas were encouraged and commended at the department this improved their receptivity and implementation. The culture of discussion at the FIA also facilitated the generation of new ideas and way of doing things.

This was also seen at the NHMP as a senior civil servant stated:

¹²² Junior Civil Servant, Interview, March 2014.

¹²³ Senior Civil Servant, Interview, March 2014.

¹²⁴ Junior Civil Servant, Interview, March 2014.

“The receptivity is higher in the department for NMI’s ... The ownership element is there resulting in more successful implementation of NMI’s.”¹²⁵

Ownership of initiatives taken at the department resulted in more acceptance of NMI’s and their successful implementation. This was coupled with the appreciation of new ideas which were initially tested as pilot projects and later implemented on a large scale if successful. This acted as an incentive for the employees at NHMP (*Dawn, January 1st 2011; Dawn, February 6th 2015*).

This was also the case at the Pakistan Post where NMI’s were initially started as a pilot and then replicated nationally if successful. This paved the way for revenue generating ideas to be appreciated. The limited budget of the organisation meant that something had to be done and adding agency functions seemed to be the right idea to support the department financially. This is because the availability of funds is an important factor for the implementation of NMI’s as a junior civil servant from the NHMP stated:

“Yes, because we had funds to spend to begin with. We were always 3 steps ahead in terms of gadgetry and 5 steps ahead and at par with international standards in terms of equipment such as patrolling vehicles and logistical support.”¹²⁶

The availability of funds enabled the NHMP to be ahead of others, and in line with international policing outfits. The NHMP employee’s exposure because of foreign interaction had also benefited the organisation immensely, as employees were able to use their experiences to bring about betterment at the department. The policing was done along modern lines due to the availability of relevant equipment and support (Kausar, 2013). This had a significant positive impact on its outlook and way of working.

The availability of funds plays an important role in the introduction of NMI’s. It seems that organisations focus on pilot projects to gauge the potential benefit and financial feasibility of an initiative. This approach appears to make it easier for

¹²⁵ Senior Civil Servant, Interview, April 2014.

¹²⁶ Junior Civil Servant, Interview, April 2014.

departments to justify the financial outlay if the project is beneficial and eventually replicate it across the organisation. Certain departments such as the Pakistan Post had to adopt NMI's because of shortage of funds. They were seen to explore fund generation initiatives such as the collection of bills and disseminating pension funds for other departments. In the case of departments such as the NHMP they were able to benefit from their foreign interaction and trainings. The employees were able to gain experience with the German and British police generating potential ideas to be replicated within their own jurisdiction e.g. help lines and traffic updates for commuters etc, improving service delivery.

New officers have played an important role in the introduction and implementation of NMI's at most organisations as a junior civil servant stated:

“There is a culture here and also people appreciate it. There are a lot of teachers who encourage this and also since NUST employs its own students they are able to give a good input as they have been a part of the system.”¹²⁷

The new employees are at times the university's own students. Since they have been part of the system they pitch in new ideas and also explore ways to implement them. The teachers at the university are also looking at new ways of doing things and encourage NMI's.

There was a similar view at the Pakistan Post regarding new officers as a senior civil servant stated:

“...new young people coming in through CSS (Central Superior Service) who are a breath of fresh air at the department. Since the last 4-5 years something new is seen to come about at the department due to these young people.”¹²⁸

These new officers are seen to bring in new ideas at the department and also explore ways to implement them. They are also more tech savvy than the existing employees which helped them play an important role in bringing about the revenue generating initiatives at the department.

¹²⁷ Junior Civil Servant, Interview, April 2014.

¹²⁸ Senior Civil Servant, Interview, March 2014.

Despite the potential benefit of NMI's there are organisations where there is no drive for new ideas among employees and they are just surviving at their existing jobs. The employees at public sector organisations keep doing the same roles for a number of years and are used to the routine work, and feel no need to challenge the status quo (Minogue, 1998). This attitude hinders the growth and development of the departments. In certain organisations such as the PP this attitude is coupled with the fact that new ideas aren't appreciated or supported much as a junior civil servant stated:

“New ideas are there but everyone is on the back foot and contributes very little. Overall new ideas aren't appreciated much. There is no buck up as well if you do something well through a new idea.”¹²⁹

Despite having new ideas they are not shared because of lack of appreciation. This has continued for a while and hampered the organisations development resulting in limited innovation at the PP. The employees also felt that there is no intention to change police and the stakeholders are happy with the status quo (Abbas, 2011). That is why no serious effort has been made at the department where change is made in the true sense. Even in the case of the police order 2002 it was partially implemented losing its full potential impact on the PP.

The employees are de-motivated in certain departments as there has been limited job rotation. It seems they have become used to the status quo and trying to survive at their jobs. Some organisations appear to have a culture where new ideas are not appreciated much. The employees do not seem to gain much if they share new ways of doing things, due to lack of any incentives. These factors coupled with the stakeholders being resistant to change appear to make it really difficult for organisations to progress. As observed, despite efforts in the form of reform plans such as the Police order 2002, the required benefit was not derived from it. The elements in it which required complete decentralisation of the Police force to de-politicise it were not fully implemented. There appears to be partial implementation of the plan which suits the different stakeholders. Provincial chief ministers, secretaries and in certain cases even the Inspector General's of Police

¹²⁹ Junior Civil Servant, Interview, April 2014.

were hesitant in its complete implementation (Grare, 2010). It seems the fear of letting go of one's power and control due to delegation and decentralisation was strong enough to avert the complete implementation of the plan. This apparently limited the potential benefit to the provincial Police departments and impacted their service delivery.

Employees at NUST had a similar view as a senior civil servant stated:

“But in terms of administration more or less we remain the same. There is a need to undertake more initiatives in the education related areas as well.”¹³⁰

There is a need to make changes in the administrative system at NUST (Junaidi, 2013). There aren't many new ideas being worked on in this regard. There is also a lack of new ideas which are education related.

A business development manager had the following view about NMI's:

“In Pakistan most ideas are implemented on paper but are not actualised on ground. The practical implementation part is missing e.g. NAB reforms but no implementation or Police reforms where there and there was a lot of discussion and a plan but no implementation as such.”¹³¹

The NMI's in the case of Pakistan were mostly on paper and their implementation was quite weak. Half hearted efforts were made and partial implementation was seen. A haphazard change process will have insignificant results, which was seen in the case of most NMI's implemented in a number of organisations.

There seems to be a lot of ideas and plans being highlighted and discussed at public sector organisations. These ideas may be potentially beneficial if they are implemented completely. It seems stakeholders partially implement ideas and hold back on certain elements which impact their hegemony. This was witnessed in the case of the Police reforms through the police order of 2002 e.g. an officer was required to complete three years of service when posted unless there were charges of severe misconduct. It seems there has hardly been any officer who has been able

¹³⁰ Senior Civil Servant, Interview, April 2014.

¹³¹ Business Development Manager, Interview, April 2014.

to complete his posting despite having a clear record (Abbas, 2012). The relevant parts which really make a difference in the reform process e.g. decentralisation or delegation is circumvented in a way that the balance of power is not disturbed. This sort of partial implementation of ideas results in limited benefit for the organisations. A planned approach to the implementation of NMI's would be more beneficial and would significantly improve service delivery.

In light of the above discussion it can be argued that the public sector has evolved over the years where NMI's are encouraged and accepted (Flynn, 2001). There are several factors which appear to have a significant role in the introduction and implementation of NMI's. It seems the head of the organisation and his tenure, management style, new officers, a culture of discussion at the organisation, foreign exposure, relevant incentives and the availability of funds help to create a conducive environment for NMI's (*Dawn, July 3rd 2011*). Despite the potential benefit of NMI's there are organisations where there have been limited NMI's primarily because of the prevailing status quo. In addition employees are demotivated due to limited job rotation and lack of incentives to innovate. It seems the relevant stakeholders are also not supportive of any new ideas and reluctant to delegate. This limits the potential benefit of any reform process which took place at certain organisations such as the PP as there was partial implementation of plans (Grare, 2010). A planned approach to the implementation of NMI's would make them more sustainable and beneficial, significantly improving service delivery.

6.1.1.3 Role of Structure, Policies, System and Processes

The structure, policies and system complement each other at most of the organisations under study. The structure transformed working in the case of the NHMP and FIA. There was a delegation of authority and the hierarchy of the organisation further strengthened it resulting in efficiency at the field level. Employees at NUST had a similar view as a senior civil servant stated:

“The SOP’s and hierarchy i.e. the structure is important. They both support each other. There is also a lot of proactive planning here at the university which streamlines things and improves efficiency and performance.”¹³²

There is a significant presence of retired army officers who further reinforce the role of procedures and hierarchy in the working of the department (Junaidi, 2013). Proactive planning also improved the efficiency and performance of the department.

Organisations benefit from having the right structure in place. If this is supported by a delegation of authority the employees seem to perform their role efficiently. Additionally, it seems organisations which have the relevant standard operating procedures (SOP’s) in place are able to perform well. There is a need for all these factors to be in sync with each other if a department wants to progress and succeed; structure alone is not beneficial without delegation of authority. SOP’s appear to play a central role in streamlining the operations and also giving guidelines in case of issues. It appears organisations which have retired army officers find it easier to follow SOP’s as the employees are already used to this being part of a military setup. Furthermore, organisations which have a planned approach of doing things appear to work better as they have streamlined their work in advance which improves service delivery.

In the case of the Pakistan Post the government needs to benefit from its existing structure as a senior civil servant stated:

“Since the penetration is deep of the post offices you can have a kiosk of the passport office, immunization centre and railway booking...It needs to be used as a hub of activity rather than each organisation competing with each other and spending on its own.”¹³³

The government needs to envision and capitalise on the outreach of the department and collaborate with other departments. The competition also uses their network because of its good outreach (Aftab, 2013).

¹³² Senior Civil Servant, Interview, April 2014.

¹³³ Senior Civil Servant, Interview, March 2014.

In certain organisations the existing structure caused issues. The employees at the PP felt that the colonial structure was intact as a senior civil servant stated:

“It is the same structure which existed at the time of the British and was used to rule.”¹³⁴

The structure is quite rigid and no significant change has been made to it over the years (Islam, 2005; Peters, 2010). This restricts the working of the department and makes it difficult to evolve. Although the British have left but the system they developed to rule the people seems to be still intact.

Certain organisations still seem to have the colonial imprint on their structure and way of working. There is centralisation and lack of delegation coupled with rigid policies which were used to govern the colonies (Hughes, 2003; Islam, 2005; Peters, 2010). The system appears to be quite strong, despite a number of policies to bring about change they have failed to do so. It seems one of the reasons for the survival of the structure and system in place is that it favours the influential in society and they benefit from it. Moreover, the senior civil servants who are running these organisations seem to favour the status quo, and have failed to make the relevant effort to bring about any significant change e.g. in the PP (Abbas, 2011). Riggs (1964) is of the view that the centralised structure at public sector organisations is used to benefit the bureaucrats. It facilitates procedural delays to help them frustrate the public and attain undue benefits from them which may be in the form of bribes or other favours. This has resulted in a lack of progress in the PP and only in 2002 with the police order some delegation of authority and decentralisation was seen to take place. This appears to have improved service delivery but again due to vested interests of the relevant stake holders the Police order of 2002 was not completely implemented, limiting the potential benefit from it to the department (Grare, 2010).

Employees at the PC felt that an evolving structure causes mismanagement as a senior civil servant stated:

¹³⁴ Senior Civil Servant, Interview, March 2014.

“The structure is dynamic and has been evolving overtime. Successive governments have changed the structure a number of times to suit their needs.”¹³⁵

The structure of the organisation has been changed a number of times by successive governments (*Dawn, November 20th 2008*). This evolving organisational and operational structure caused issues for the department.

Some employees at NUST were of the view that the structure limits innovation at times as a senior civil servant stated:

“There are things which one cannot do at times because of this which leaves less room for innovation which is a potential hindrance to improve our performance further.”¹³⁶

This limitation is mainly because of two reasons. Firstly, the hierarchy makes it difficult for stake holders to openly discuss issues and be on the same page. Secondly, the approval process for an initiative is significantly delayed which results in the main essence of the initiative being lost.

The policies play an important role in the running of any organisation. Most of the organisations under study felt that policies are enabling as a senior civil servant from the NHMP stated:

“The policies of the department are most important and have kept the department intact.... They have also kept the interference from others at a minimum and resulted in smooth running of the department.”¹³⁷

The policies have kept the department intact and limited any form of interference. There were instances where individuals tried to make exceptions to facilitate someone but were unable to do so due to the policies in place. The policies coupled with the standard operating procedures e.g. how to handle and report accidents help in the daily working of the organisation. Employees did feel that the new SOP's devised by successive heads were an issue as the existing ones are quite

¹³⁵ Senior Civil Servant, Interview, March 2014.

¹³⁶ Senior Civil Servant, Interview, April 2014.

¹³⁷ Senior Civil Servant, Interview, March 2014.

elaborate. They devised SOP's to suit their way of working without considering the long term repercussions.

Employees at the Pakistan Post had a similar view about policies as a junior civil servant stated:

“The policies are very important and pertinent. There have hardly been any amendments in them and still work fine. There is also a culture of following the policies and not bypassing them.”¹³⁸

Employees felt that the policies are comprehensive and pragmatic. They were framed at the time of the British in 1898 and are still intact (Pakistan Post Office Department, 2010). The policies strengthened the process and system at the department improving efficiency.

Organisations which have strong policies in place are able to restrict interference in the working of the department. The Pakistan Post was fortunate in this regard as its policies were quite comprehensive, even defining procedures to follow during disasters. Being one of the oldest departments it was able to benefit from the policies by expanding its network, and improving its efficiency over the years. It seems in the case of most departments the main interference is in the posting and transfer of individuals in the field offices. To counter this, the NHMP had a policy which facilitated employees to get posted near their home. Officers were, however, required to complete at least one year of service outside their home station to gain experience. The department ensured that not only the employees but also the potential people who would be in a position to influence the working of the department were aware of these policies. It seems these policies were followed since inception which paved the way for the future leadership of the department to follow suit. There have been cases where individuals have tried to make exceptions to the rules e.g. recruiting someone if they were over age or not the required height, but were unable to do so. This exception requires a written approval from the Prime Minister which is not normally granted in departmental matters. SOP's have also facilitated the smooth working of departments. There have been certain

¹³⁸ Junior Civil Servant, Interview, March 2014.

heads of department who try to introduce new SOP's to facilitate their way of working. This impacts the employees as they feel that SOP's should be standardised and not person specific e.g. employees were at times given targets to stop a specific number of people and brief them on road safety instead of briefing a commuter when needed. These sorts of measures may facilitate short term requirements of the officer in charge but do not appear to benefit the overall strategic working of the organisation and improving service delivery (Haque and Khawaja, 2007; Islam, 2005; Kennedy, 1987).

Employees felt that rules define jurisdiction at the FIA as a junior civil servant stated:

“The departmental rules are very important and they provide a basic framework for our operations. The rules have clearly defined the powers available to each person in the department. Everyone is aware of them and exercises them accordingly. This streamlines the working of the department because one knows his jurisdiction.”¹³⁹

The rules have played an important role at the department in determining the jurisdiction of operations for each individual. This facilitates the employees because there isn't duplicity of the same task and there is delegation of work (Federal Investigation Agency, 2013).

Employees at the PC also felt that the policies are enabling as a senior civil servant stated:

“Policies are important and play the fundamental role. They are the backbone of the organisation and the driving force and normally have remained intact over the past few years.”¹⁴⁰

Some employees do feel that consistent policies are important and dynamic policies are needed to take the department forward (*Dawn, November 21st 2002; Dawn, February 1st 2011*). In addition to this the PC's mandate needs to be clear as a junior civil servant stated:

¹³⁹ Junior Civil Servant, Interview, March 2014.

¹⁴⁰ Senior Civil Servant, Interview, April 2014.

“The mandate is not clear for the organisation. Whether focus should be on forecasting and planning or projects approval and appraisal. There is a need for clarity in this regard so that we can function properly.”¹⁴¹

Clarity in the mandate of the organisation will help employees to work better. They will be able to prioritise their work and also be more productive as there will be less confusion about what to focus on (Ahmed, 2015).

Employees at the DGIP also felt that policies need to be consistent as a senior civil servant stated:

“The policies are also there but they keep changing with the change in leadership. The process and systems stay intact.”¹⁴²

The policies are impacted significantly by the leadership of the organisation. Successive change in leadership at the department resulted in fluctuating policies causing operational issues (Ghumman, 2014).

It was observed that during the tenure of a few heads of the organisation the head office was allowed to process passport applications from across Pakistan. This seemed to impact the delegation of authority at the regional offices and burdened the head office. In addition this also caused significant delay to the issuance of passports, as the passports were applied at the head office and received at the regional office or vice versa. Although these short term policies were made to facilitate people they seemed to cause operational issues for the department (Ghumman, 2014). The leadership at DGIP has been the same for a while now, resulting in consistent policies which seem to be quite beneficial for the department.

There are organisations who have suffered considerably because of inconsistent policies. The PP is an example where employees felt that there were no uniform policies and work was carried out on personal whims of individuals. This has impacted the sustainability of the department and has given senior police officers the liberty to run the department as per their own will. Employees felt that

¹⁴¹ Junior Civil Servant, Interview, April 2014.

¹⁴² Senior Civil Servant, Interview, April 2014.

decisions are made in a hurried manner without taking everyone on board (Grare, 2010). The outcomes of these decisions lead to considerable issues as a junior civil servant stated:

“The structure is flimsy, institutional capacity very low on various accounts, system nonexistent, Operational Procedure’s and intelligence gathering on very need to do basis.”¹⁴³

The basic requirements which are needed for an organisation to run smoothly are missing. The department is involved in fire fighting most of the time and the lack of basic requirements has exacerbated the situation further (Abbas, 2012).

As officers get to the higher ranks their operational space appears to decrease due to the extra pressure. The posting options are also limited because there are a fixed number of positions in the department. This results in centralized power which gives them the liberty to run the department in their own way. There is also a basic need to have staff security as there have been a number of incidents where those pursuing criminals have been threatened, impacting the outcome of the case or resulting in cases being dropped altogether (Fazli, 2012). The department is governed by police rules which were framed in 1934 at the time of the British (Punjab Police, 2011). It was not until recently that the police order 2002 was framed. The police order was not completely implemented resulting in the required operational impact to be missing (Grare, 2010). The police order 2002 seems to have resulted in some betterment taking place at the department, but most employees still feel that the disconnect leads to adhocism at the department. Since the policies, systems and processes are not in sync with each other this seems to cause significant operational issues and makes the long term sustainability of the PP difficult. This disconnect was also seen to affect other organisations at times leading to coordination issues, impacting performance of employees and the departments efficiency.

A business man was of the following view regarding the public sector:

¹⁴³ Junior Civil Servant, Interview, April 2014.

“Goals and objectives are another thing which are important and a plan is needed which is missing in our organisations. The strategy needs to come from the top of the organisations i.e. the leadership need to develop this with the law makers 10-20 year objectives which will trickle down into 5-2-1 year plans.”¹⁴⁴

There is a need to have objectives and goals in place at public sector organisations. Having the 10 or 20 years plan in place and ensuring that they would be implemented by successive governments are imperative for the sustainability and success of these organisations. The leadership of the organisations along with the law makers have an important role in this process.

The processes and systems have also played an important role in certain organisations. Employees at the DGIP felt that processes are the backbone as a senior civil servant stated:

“The processes are the back bone at the passport office. They are technology driven and they facilitate the working of the organisation. The systems and structure are also there and are a support to the processes.”¹⁴⁵

The processes are very important at the DGIP and have been strengthened by the use of technology (*Dawn, October 13th 2013*). They have improved the working of the department and are also supported by the system and structure in place.

Employees at the FIA were of the view that the system gives work freedom as a senior civil servant stated:

“The system is very good, has survived and allows the individual to work freely in his position.”¹⁴⁶

The system at the department has evolved over the years in such a way that every individual is able to work and concentrate on the task assigned to him. The legal experts are free to scrutinise the cases assigned to them and give their opinion on them without any interference (*Dawn, December 3rd 2014*). This system is seen to

¹⁴⁴ Businessman, Interview, March 2014.

¹⁴⁵ Senior Civil Servant, Interview, April 2014.

¹⁴⁶ Senior Civil Servant, Interview, March 2014.

be prevalent across the department and has significantly contributed to the work freedom at the FIA.

The delegation of authority has benefitted the organisation as the employees are able to work quite independently and give their expert opinion in the cases they are investigating. This seems to be important in organisations such as the FIA as they are investigating many high profile cases. If the employees are not given the opportunity to completely explore the intricacies of the case, freely express their opinions and findings, then the outcome of the cases may not be satisfactory. In addition the culture of discussion at the organisation has enabled employees to express their concerns to peers and seniors, resulting in a friendly work environment and benefitting case investigations as well. The FIA appears to benefit from the system in place and improve its service delivery.

A number of organisations have been able to develop international connections and have also received recognition. The PP is working with the Turkish government on making improvements (*Dawn, July 3rd 2014*). There are a number of areas which have been highlighted in this regard. One of them was that the tenure of the head of Police in Turkey is about seven years while in the case of PP it's almost seven months making it difficult to plan, frame and execute successful projects at the department. It seems one of the reasons that the term of the head is just seven months is because normally an individual is posted as head of the organisation near their retirement, having a limited time left for service. The department is looking into ways to improve that by giving opportunity to individuals who have a significant length of service left. The Pakistan Post follows international norms by being part of the universal postal union and is also environmentally conscious (Pakistan Post Office Department, 2010). It is also ranked among the top ten most developed postal organisations of the world (Mian, 2007). This is because of the large network and outreach of the department in far flung areas of the country. FIA has gained recognition through their work with agencies such as the Interpol and other border agencies. The FIA appears to have been successful in pursuing criminals who have been involved in high profile cases (Federal Investigation Agency, 2013). The DGIP has also received recognition locally and internationally despite its constraints. It was one of the pioneers to introduce machine readable

passports in the region and also was able to introduce in house border control systems. In addition, it appears the DGIP is also looking at opportunities to help other countries in the region to introduce relevant systems and processes (*Dawn*, 28th December, 2004; International Civil Aviation Organisation, 2015). In the case of NUST there are international linkages at the individual and institutional level. This is mainly where individuals at the university have developed relationships with other universities for the purpose of research, and with organisations for their research projects or corporate trainings (National University of Science and Technology, 2014). It appears these international relationships and recognition has positively impacted the working of these organisations.

In light of the above discussion it can be argued that the structure, policies, systems and processes all play a pivotal role in the working of the public sector (Imam and Dar, 2013). It appears all these factors need to be in sync with each other if an organisation wants to run smoothly and grow. It seems the structure has benefitted certain organisations that have utilised their hierarchy and coupled it with delegation of authority. Some organisations such as the Pakistan Post felt that other departments can perhaps utilise its extensive structure to offer shared services for the benefit of all. The PP appears to have been limited by its structure which is still centralised and seems to reflect colonial systems (Ahmad, 2013; Hughes, 2003; Islam, 1989). It seems policies in most organisations have been enabling and improved service delivery. Some departments have lagged behind due to lack of dynamic and consistent policies. There have been instances where successive change of governments or the department's leadership resulted in policy changes which impacted the working of the organisations e.g. the PC and DGIP. A number of departments despite their constraints have developed international linkages and gained recognition because of their work e.g. the FIA and DGIP. It appears these collaborations have given exposure to these departments helping them to improve service delivery.

6.1.1.4 Civil Service Capacity

The capacity of the civil service has a significant impact on the working of the public sector. The capacity in this case would be the skill set, education,

experience and approach towards work of the civil service. The capacity is also impacted by the resources in place at the organisations they work for e.g. relevant technology, infrastructure and materials etc (Jabeen and Jadoon, 2013; Kettl, 1997). The shortage of staff was an issue at most organisations under study. There was a feeling at the NHMP that it was understaffed as with the current expansion into other areas such as highways there was a need to hire more (*Dawn*, 29th July 2013).

Over the years area of jurisdiction of the NHMP has increased where the national highways along with other express ways have been added (National Highways and Motorway Police, 2015). Normally the existing staff from different areas is selected to initially run the new area. Recruitment to fill the new positions in the increased jurisdiction is quite lagged. Perhaps one of the reasons for this has been that the department tries to recruit individuals from the local area to fill positions. There have been instances where existing officers have served for a few months before the new recruits arrived. This causes a shortage in the areas where the officers were selected to run the new jurisdiction. Thus, a planned recruitment cycle needs to be in place before enforcement on a new area starts. This will not only benefit the existing staff but make the new area of jurisdiction fully operational sooner.

The ban on recruitment affected the Pakistan Post as a senior civil servant stated:

“Since there is a ban we don’t recruit and other mediums are adopted to fill the gap. These recruitments are normally ad-hoc, politically influenced and not merit based... the quality of HR has gone down and impacted our performance.”¹⁴⁷

The ban lead to hiring on short term contracts which were normally not on merit. Since they were contractual positions the employees were not serious or dedicated to their work. This resulted in a compromise on the quality of HR which was available impacting the performance of the department (Ahmed, 2011). Riggs (1964) is of the view that the capacity of the civil service is limited because at times there are politically influenced recruitments. This results in recruitment of

¹⁴⁷ Senior Civil Servant, Interview, March 2014.

either under qualified candidates or those who do not have the relevant skill set for the job impacting the performance and efficiency of the public sector organisations.

There was a faculty shortage at NUST mainly because the university was on an expansion path. Employees felt that professionals were needed at the institution as a senior civil servant stated:

“The relevant HR is missing and the ones who are there require time to be trained. Professionals are needed in the organisation to make things work and operationalize the change process.”¹⁴⁸

The relevant personnel are not there and the existing one are not trained in certain areas e.g. retired engineers or people from the education corps are looking after the HR department. Since they are not aware or trained for this role problems arise. There is a need to hire professionals who are experts in their field to improve the working of the department. There is also a need to cater to the high turnover because the pay packages are not competitive enough to attract or retain professionals at NUST. Employees were of the view that since NUST is a public sector university it cannot increase the fee substantially as a senior civil servant stated:

“We are a public sector university so cannot increase the fee like other universities can..... The strata of students who come here are from the upper middle and middle class....we are unable to increase the fees substantially so only relief available is from the government budget allocation.”¹⁴⁹

The university is constrained in terms of its budget and also finds it difficult to increase the fee because of the type of student population it caters to. The government budget allocation plays an important role in the working of the organisation.

The FIA was also understaffed and needed to hire more as the existing staff was overburdened because of this shortage (Wasim, 2013). Additionally, the

¹⁴⁸ Senior Civil Servant, Interview, April 2014.

¹⁴⁹ Senior Civil Servant, Interview, April 2014.

deputationist's impacted the FIA as well because they had their own way of working which is dependent on the organisation they come from (Dastageer, 2015). A number of organisations under study filled the gap temporarily by using officers from other departments on secondment like the FIA. The PC was able to get additional help and support from public private partnerships in their HR as they were also reliant on deputationists because of a hiring freeze (*Dawn, August 21st 2008*).

The hiring freeze has impacted the working of a number of organisations and there is a growing reliance on officers from other departments to temporarily fill positions (*Dawn, August 21st 2008*). This caters to the requirements of the organisations for the time being but appears to have other issues. The employees appear to have a different way of working from the host department and it takes time for them to adjust to the new work culture. At times these incoming officers either plan to use the department as a stepping stone to get a promotion or to eventually become a permanent part of it. This sort of mindset seems to impact their approach towards work, as they are more inclined to benefit themselves from the secondment (Islam, 2005). In addition if any of these officers are involved in any sort of misconduct, not much can be done by the host department and they are just repatriated to their parent department. This appears to impact their attitude towards their peers and seniors, which is reflected through the way they interact with them at work. There is a need to streamline the process of deputation at different departments to derive complete benefit from this practice (Dastageer, 2015).

In the case of the PP the situation is quite disturbing as work force is missing and earning elsewhere by using loopholes as a senior civil servant stated:

“There are almost 200,000 employees in the force out of which approximately 20-30 thousand not working on ground. They pay ½ pay to line officer as bribe and do side businesses or drive vans or buses to make money on the side.”¹⁵⁰

¹⁵⁰ Senior Civil Servant, Interview, March 2014.

This has a significant impact on the working of the department because the force is there on papers but not actually on ground. They are on the department's payroll and also working elsewhere on a part time basis to earn a living. This trend in the department to misuse the system impacts service delivery as the required number of officers are not available on ground and others have to work overtime to compensate for the shortage. This is more of a concern during present times where the rising menace of terrorism requires law enforcement agencies to be more active and responsive than ever.

It appears the lack of incentives also affected the Pakistan Post because despite having experienced, honest and hardworking people, the efficiency was low. The work environment in certain places was not up to the mark and employees found it difficult to operate. Similarly, accommodation in certain areas was also quite dilapidated affecting the employees and their families living. It seems this lack of infrastructure and relevant tools made it difficult for the employees to serve the customers.

Historically those who topped the civil service exam used to opt for other departments but now the trend has changed and individuals are opting for the police service. These young and educated officers had a positive impact on the different police departments they joined.

There is a culture of consensus at NHMP as a junior civil servant stated:

“There have been cases where the IG wants to do something but due to resistance from the colleagues under him didn't go through with it. There is a culture of consensus and taking everyone along in the decisions which exists.”¹⁵¹

The participative management style exists at NHMP and has helped the employees to be part of the decision making process over the years (Kausar, 2013). The educated officers make sure that merit prevails in the organisation and their performance is not compromised due to departmental decisions. There have been a few instances where due to exceptional circumstances or because of the senior command certain decisions were vetoed by the IG.

¹⁵¹ Junior Civil Servant, Interview, March 2014.

An educated work force has a different way of working and benefits the organisation significantly. It seems the educated officers of the NHMP were difficult to pressurise in the field. Commuters may have been able to work their way around other policing outfits but in the case of NHMP this was not doable, as the officers were aware of all policies and rules. They dealt with the commuters in a very professional way and briefed them about the violations they had made before they were fined. The culture of consensus at the organisation appears to have enabled employees to be quite strict in the enforcement of rules and regulations without fear of reprimand from peers and seniors. This may not be the case in other policing outfits where there is interference in the work of field officers due to political reasons, making enforcement difficult (Grare, 2010). It seems the educated officers have been able to maintain a merit based culture at the organisation which also improved service delivery.

There is a need for organisational assessment at most organisations under study to evaluate the gaps which need to be worked on primarily in terms of HR and otherwise. This has to be coupled with proper career planning, relevant and timely trainings, transparency in the postings, transfers and recruitment together with the right infrastructure and resources in place.

An uncertainty with respect to timely trainings and relevant postings frustrates the officers. In addition, individuals getting leverage in the postings because of political connections makes matters worse. Those who are apolitical get posted at non career posts as a senior civil servant at the PP stated:

“If somebody is apolitical it will be difficult for him.....He will not be posted at lucrative positions, which means he will not have much of a nuisance value or administrative power either.”¹⁵²

Officers who are apolitical find it difficult to get positions which would be of value addition to their portfolio. They are posted at non career posts with low growth potential (Abbas, 2012).

Employees at the PC had a similar view as a senior civil servant stated:

¹⁵² Senior Civil Servant, Interview, March 2014.

“People use ministry as a stepping stone not as a long term career. They work on day to day basis without any ownership.”¹⁵³

The lack of career planning at the department with respect to timely trainings and relevant postings impacted the attitude of the employees. They did not have an affiliation with the department and were merely passing time. Since there was no ownership of the department by its employees they were looking for opportunities to move elsewhere using the PC as a stepping stone (Haider, 2014). Employees also felt that a merit based system was needed in all matters of the department. This would enable them to look for a long term career at the department as the discrimination in favour of a few will go down.

Employees at the NHMP felt that administrative delay at the department and ministry impacted recruitment, promotions and rewards. This has a significant impact on the attitude of the employees as a junior civil servant stated:

“The promotions have been delayed as well this causes frustration in the employees and results in aggressive behaviour at times.”¹⁵⁴

The delays had a negative impact on the individuals resulting in de-motivation and affecting their behaviour with others. The risk allowance which has been hanging for a while now was also needed at the NHMP to be in line with other policing outfits (Ghumman, May 12th 2014).

Administrative delays impact the morale of the employees and, in turn affect service delivery. In addition there appear to be certain matters which have a significant impact on the operational working of the organisation. In the wake of rising terrorism all policing outfits are receiving an extra risk allowance which has been significantly delayed in the case of the NHMP. There have been attacks on the NHMP and terrorism is a continued threat for the officers in the field (Ghumman, May 12th 2014). This seems to make employees averse to work in the field impacting operations. It appears the lags in recruitment also restrict the growth of the department, as the jurisdiction of the force has increased but with staff shortages there are delays in the enforcement of the new area. Some officers

¹⁵³ Senior Civil Servant, Interview, March 2014.

¹⁵⁴ Junior Civil Servant, Interview, March 2014.

are borrowed from other geographical areas to temporarily manage the new area causing shortages in the parent areas. The delays in promotions seem to create an uncertainty in the career progression of employees and result in disappointment. This seems to impact their behaviour while dealing with the public in the field. Streamlining the process of recruitment, promotions and rewards may cater to the staff shortages in time and motivate the employees to perform well, improving service delivery.

Employees at the DGIP felt that the head needs to be from civil service as a senior civil servant stated:

“The head of the organisation has to be from the civil service because public dealing is very important.... Historically we have had police officers run the organisation but unfortunately that is not their cup of tea.”¹⁵⁵

The employees of the civil service e.g. office management group or the like are trained in a certain way to deal with the public. Since the passport office interacts with the public on a daily basis it is essential that they are dealt in a professional manner. Officers belonging to the law enforcing agencies have a different way of working which may not be suitable for the DGIP.

Despite having a generalist training at the civil service, once the officers join their specific service groups such as the district management group or the Police, their way of working evolves quite differently. This seems to cause operational issues at some departments as individuals still get posted at positions which are not in their service group. There also seems to be a slight friction among the different service groups where one considers itself superior or more professionally sound than the other (Islam, 2005). In addition the junior staff also seems to favour working with colleagues from the same service group. The employees of the DGIP were of the view that team work is key for the success of the organisation and if the head and the rest of the team are not in sync then this may cause operational issues. There is a need to ensure that individuals who are from the right service group and have the relevant skill set are posted as head of key organisations, so that they are not only

¹⁵⁵ Senior Civil Servant, Interview, April 2014.

able to benefit the organisation but also have a smooth working relationship with the employees.

Employees felt at the FIA that it would be beneficial if they recruited locally after expansion, as the locals of the area would be familiar with the jurisdiction and the people. This will hopefully improve the efficiency of the department at the district level. There is also a need to have checks, balances and accountability at the department because of the high profile cases it handles (Rana, 2013). The investigators need commensurate compensation to avoid influence as a senior civil servant stated:

“The investigators at the FIA are looking at cases which involve millions and billions of rupees. If the black market offers him something, one case is enough for him to make his money for a lifetime. The government is not paying them adequately..... They can be influenced easily because of this.”¹⁵⁶

Investigation officers at the FIA routinely handle cases which are worth a significant amount of money. This seems to be a cause of concern as the individuals who are involved in these high profile cases are not only well connected but also may be in a position to manipulate the investigation in their favour if needed (Iqbal, 2013). In addition another factor which seems to contribute to this is that staff rotation is low, which results in individuals being at a position for a long time investigating multiple cases of a similar nature and at times of the same individual, increasing the chances of misconduct (*Dawn, 14th July 2011*). This has led the departmental higher ups to change investigative officers midway during an investigation, which significantly delays the prosecution process. Timely postings of officers to different positions would help to cater to this issue at the FIA. It would appear that if officers have a competitive pay package, basic necessities such as housing and other perks in addition to support from the department, there are less chances of misconduct as was observed in other departments such as the NHMP (*Dawn, 4th March 2005; Dawn, 23rd July 2011; Dawn, 31st December 2014; National Highways and Motorway Police, 2002*).

¹⁵⁶ Senior Civil Servant, Interview, March 2014.

The operational capacity of certain departments impacts their working. This may be because of the lack of relevant HR as discussed earlier or availability of resources as well. The lags in completion of projects have a significant impact on overall cost of the initiatives at the PC. In addition the lack of actual data impacts project evaluation, as complete on ground figures and information is not available with the department (Kiani, 2014). Employees felt that representation and participation from public is missing at the PC as a junior civil servant stated:

“The class also plays a role here in terms of who is making the decisions.... They are from the bureaucracy and also the lower clerical staff.... Per se they are not representative of the public in the true sense. There is the issue that no representation or participation of the public exists at the ministry in terms of the projects and work we carry out for the public.”¹⁵⁷

The lack of representation and participation by the public affects the evaluation and execution of projects (Ahmed, 2007). This is also one of the reasons for the projects getting delayed at the approval and completion stages, as the people planning and executing the projects are not directly affected by them.

The physical infrastructure also has a role to play as a banker stated:

“The physical infrastructure of the organisations also plays a role. The work place has electricity outages and no backup power. The people are unable to work in these conditions. There is no proper place to sit and basic necessities like clean washrooms are missing. They are not very employee friendly resulting in employees not motivated to go to work. Their behaviour and work both are impacted.”¹⁵⁸

The impact of the infrastructure is quite significant on the working of the organisation. The required work environment and facilities are missing, making it difficult to serve customers in a befitting manner.

Basic facilities are not available at public sector organisations for the employees causing frustration. The employees find it hard to facilitate the public in these shabby conditions and seem to mete out their anger on them. In addition the public also has to face difficulty because of an aged infrastructure which is not completely

¹⁵⁷ Junior Civil Servant, Interview, March 2014.

¹⁵⁸ Banker, Interview, March 2014.

operational. At times customers have waited for a considerable period because of electricity outages before they can be served. This sort of environment also frustrates the public and they tend to misbehave with the staff whose operational capacity is already limited because of the factors discussed. These factors appear to cause inefficiency at the department significantly affecting service delivery. It seems the lack of the required physical infrastructure has impacted a number of organisations, leading to de-motivation and lack of interest in work from the employees.

In light of the above discussion it can be argued that the capacity of the civil service has a significant impact on the working of the public sector organisations under study. It seems most of the organisations had a shortage of staff which impacted their operations. This shortage was because of a number of factors which included expansion of the department's area of jurisdiction, ban on new recruitments and employees working elsewhere unofficially to earn a living. It appears a qualified and educated work force was an enabling factor improving efficiency. These officers seem to create a work environment which is conducive to discussion, leading to growth of the organisation. Employees at different organisations felt that there were high expectations by the government from the work force without having a secure tenure, proper career planning, relevant trainings and providing for basic needs and facilities. The operational capacity of the organisations under study was also seen to affect their performance and efficiency. It seems the right infrastructure along with the required work environment and facilities were also missing from certain organisations which impacted the operational capacity of the employees, impacting service delivery.

6.1.2 Conclusion Technology Theme

Concluding the above sub-section it may be argued that technology is an important theme which has been identified and impacts the working of the public sector organisations of Pakistan. Moreover, each of the subthemes also had a significant impact on the working of these organisations as evident from the above discussion.

Technology is seen to be enabling and increasing efficiency at organisations. Some organisations felt that there is a need to update and capitalise on existing technology, deriving maximum benefit from it through proper awareness and training. Technology appears to have also improved transparency, accountability and service delivery in many organisations. At times there has been resistance from within and stakeholders because of a fear that technology may result in job loss for individuals who lack the required skills. However, the new, younger and educated officers have played a positive role by supporting the introduction of technology. Awareness and training at all levels in most departments would help individuals and organisations to benefit from technology use, in turn improving service delivery as well.

The public sector has evolved over the years where NMI's are encouraged and accepted. There are several factors which appear to have a significant role in the introduction and implementation of NMI's. It seems the head of the organisation and his management style, new officers, a culture of discussion at the organisation, foreign exposure, relevant incentives and the availability of funds help to create a conducive environment for NMI's. Despite the potential benefit of NMI's there are organisations where there have been limited NMI's primarily because of the prevailing status quo. In addition, employees are de-motivated due to limited job rotation and lack of incentives to innovate. It seems the relevant stakeholders are also not supportive of any new ideas and reluctant to delegate. A planned approach to the implementation of NMI's would make them more sustainable and beneficial, significantly improving service delivery.

It appears the structure, policies, systems and processes need to be in sync with each other if an organisation wants to run smoothly and grow. It seems the structure has benefitted certain organisations that have utilised their hierarchy and coupled it with delegation of authority. Some organisations such as the Pakistan Post felt that other departments can perhaps utilise its extensive structure to offer shared services for the benefit of all. The PP appears to have been limited by its structure which is still centralised and seems to reflect colonial systems. It seems policies in most organisations have been enabling and improved service delivery.

Some departments have lagged behind due to lack of dynamic and consistent policies. There have been instances where successive change of governments or the department's leadership resulted in policy changes which impacted the working of the organisations e.g. the PC and DGIP. A number of departments despite their constraints have developed international linkages and gained recognition because of their work e.g. the FIA and DGIP. It appears these collaborations have given exposure to these departments helping them to improve service delivery.

It seems most of the organisations under study had a shortage of staff which impacted their operations. This shortage was because of a number of factors which included expansion of the department's area of jurisdiction, ban on new recruitments and employees working elsewhere unofficially to earn a living. It appears a qualified and educated work force was an enabling factor improving efficiency. Employees at different organisations felt that there were high expectations by the government from the work force without having a secure tenure, proper career planning, relevant trainings and providing for basic needs and facilities. It seems the right infrastructure along with the required work environment and facilities were also missing from certain organisations which impacted the operational capacity of the employees, impacting service delivery.

In light of the above discussion, it is clearly manifest that all sub-themes had an impact on the working of the public sector organisations of Pakistan. The intensity of their impact was different in each organisation. The sub themes identified and analysed in this section are also found in the literature review as evident from table 6.1 below with selected references, justifying their use and strengthening the findings of this study.

Table 6.1: Sub-themes Technology with References

Additional Themes	References
1. Impact of Technology	1. Paton and McCalman (2008) 2. Vann (2004)
2. New Management Ideas	1. Christensen, 2003 2. Chustz and Larson (2006) 3. Pollitt and Bouckaert (2011) 4. Trottier et al., (2008)
3. Role of Structure, Policies, System and Processes	1. Ehsan and Naz (2003) 2. Hughes (2003) 3. Imam and Dar (2013) 4. Pollitt and Bouckaert (2011)
4. Civil Service Capacity	1. Jabeen and Jadoon (2013) 2. Johnson and Leavitt (2001) 3. Kettl (1997) 4. Kotter (1996)

(Source: Author)

6.1.3 Culture Theme

Prevalent culture impacts all the institutions in a developing country like Pakistan (Ahmad, 2013; Bouckaert, 2007; Kennedy, 1987; Khan, 2002; Peters, 2010). It may be argued that the impact of strong cultural imprints also effects working of public management systems as reflected by the response of the participants below. In this context, culture refers to all the cultural factors which have an impact on the working of public sector organisations. The subthemes include Influence of Religion, Impact of Macro Culture and the Impact of Meso, Micro and Nano Culture.

6.1.3.1 Influence of Religion

Religion is an important part of the Pakistani society and is seen to impact many aspects including the working of the public sector. There is a tendency to misuse religion and use it as a scapegoat to shirk from work in many organisations as evident from the response below of a senior civil servant at the NHMP:

“The values are to be practiced in daily life but are not followed. They pray during duty times and take long 2 hour prayer breaks.”¹⁵⁹

Since religion was considered a sensitive matter people tended to misuse it and seniors found it difficult to penalize individuals. In addition to long prayer breaks, extra holidays were taken for religious festivals and in case someone passed away. This burdened the force as not only everyone had to be obliged in similar cases but a shortage had to be worked with.

The misuse of religion has become a normal practice in most organisations and informal procedures are in place. An employee is able to get their immediate boss to oblige them at times as a personal favour because of being from the same geographical area, tribe or caste (Islam, 2005; Kennedy, 1987; Khan, 2002). There have been instances of the leaves not being recorded at all. This misuse does not seem to end here as there is a growing tendency to take days off on the pretext of someone's death when all other leave is banned due to special circumstances e.g. during year end closings etc. The multiplicity of sects also plays a role as some religious festivals are sect specific enabling employees to take days off at different times during the year, significantly affecting workforce availability throughout the year. There seems to be a growing concern about employees not returning to work post Friday prayers where at times they are already late into work, reducing the number of work hours significantly.

In certain organisations it was used to discriminate against others as a junior civil servant at the DGIP stated:

¹⁵⁹ Senior Civil Servant, Interview, April 2014.

“I think there is no need to have a religion column in the passport. It is bad and is used to discriminate against others. As a nation state, religion and language are important elements for us.”¹⁶⁰

This discrimination was more of an issue at the PP as a senior civil servant there stated:

“Religion has played a role in a negative way as there has been a rise in sectarianism which has resulted in many officers belonging to a specific faith being left behind..... This is mainly seen in the lower ranks of the department.”¹⁶¹

The rise of sectarian divide impacted individuals belonging to the Ahmadiyya, Christian or Shia community and were sidelined despite being competent in their field. They were discriminated at the workplace and were at a disadvantage in terms of the postings and promotions they got (Ahmed, 2013; *Dawn, October 30th 2014*). This de-motivated the employees and a discord was created among them affecting their working relationship.

A teacher also had a similar view as she stated:

“Since we are an Islamic country where 98% of the population are Muslims the impact of religion is quite significant. This results in hardships for minorities who are discriminated against and are also economically deprived. They are not given equal opportunity in terms of promotions at the work place. Sectarianism is also on the rise but it is seen to affect the working of the public sector more than the private sector.”¹⁶²

Pakistan being a majority Muslim country impacts the way minorities are treated. In addition, the rising sectarianism was also a cause of concern which resulted in fear not only among the citizens but also employees of the organisations.

¹⁶⁰ Junior Civil Servant, Interview, April 2014.

¹⁶¹ Senior Civil Servant, Interview, April 2014.

¹⁶² Teacher, Interview, March 2014.

Some organisations have used religious teachings as part of their training and work ethic to benefit themselves. This was seen in the case of the PC as a senior civil servant there stated:

“We try to have that in our work culture here at the ministry. Discrimination due to cast, creed and religion etc is highly discouraged here and equality is considered to be the norm here.”¹⁶³

Religion has played a positive role at the organisation where the concept of equality was inculcated as part of the work culture. Since the PC had employees from all provinces and also belonging to different religions, discrimination was highly discouraged. This created harmony at the work place and resulted in a progressive work environment.

This was also witnessed at the NHMP where the concept of “rights of fellow beings” which is propagated in Islam was made part of the training, ingraining in the officers to serve the public as a religious duty. This was seen to be practiced in the field and the overall attitude of the force was considered to be fair and public friendly with everyone. This helped the NHMP to have a very positive response from the public and they were looked up to by them because of this attitude (*Dawn, January 18th 2011*). Religious and gender diversity was also a source of strength at the organisation. The female gender was not only given equal opportunity to work at NHMP but were also supported and appreciated. This was also the case with people belonging to different religions who were given an equal opportunity to work and excel at the department (National Highways and Motorway Police, 2015).

The benefits of having religious teachings incorporated into the organisations training and work ethic are four fold. Primarily this leads to a tolerant work culture and also enables the employees to use it as a strength, the productivity is also seen to increase as there is less divide in the workforce. This culture also results in employees being more focussed towards their work rather than wasting time in

¹⁶³ Senior Civil Servant, Interview, March 2014.

issues arising from religious differences. This sort of friendly work environment positively impacts performance delivery and public satisfaction. This culture of tolerance evolves over time and organisations which have been able to achieve this from the outset have progressed well. It has also encouraged gender diversity where women are not only encouraged to join but also given an equal opportunity once at the organisations.

In light of the above discussion it can be argued that Religion has been misused in certain organisations to shirk from work or discriminate against others. This misuse and discrimination has impacted the performance of individuals and also organisations, at times leading to an intolerant work environment. The rise of sectarianism in organisations is also a cause of concern, resulting in discrimination and a non-collaborative work place affecting performance. Minorities also face discrimination at different levels including during recruitment, postings and transfers. However, there are certain organisations that have been able to benefit from religious teachings and have made them part of their training and work ethic, contributing to a progressive and harmonious work environment. This work environment has resulted in a tolerant work culture which encourages and supports minorities and also gender diversity, contributing positively to these organisations growth and performance.

6.1.3.2 Impact of Macro Culture

The societal culture does have an impact on the working of the public sector. There is a tendency to oblige others tactfully to survive at the position one is in. This leads to discrimination in application of rules at the departments. People who are well connected politically or influential may get away with certain things at the departments (Dastageer, 2015; Rana, 2013) as evident from the response below of a senior civil servant at NHMP:

“The effects of the societal culture of using contacts to get work done is seen to exist. The MPA, MNA’s want to get their work done. One has to maintain himself at this position and oblige catering to their needs.”¹⁶⁴

¹⁶⁴ Senior Civil Servant, Interview, March 2014.

There were a lot of limitations on what could be done due to the policies which were in place at the NHMP. Despite the societal culture of using ones influence, much could not be achieved except postings and transfers of individuals, and that too within the rules (Grare, 2010).

Employees at the DGIP were of a similar view as a junior civil servant stated:

“The impact of societal culture is the same as on any other government organisation in Pakistan. We are all part of the society as well and since we are working for this organisation our national behaviour would have an impact on the work culture of the organisation.”¹⁶⁵

The societal culture impacted the work culture of the organisation. This was mainly because the employees were also a part of the society and when they worked in the organisation their inherent behavior did show. The feudal and political culture is reflected in the behaviour of PP as a senior civil servant stated:

“The behaviour of Punjab police is quite similar to that of the Sindh police because they have a similar feudal setup and political culture.”¹⁶⁶

The political culture which is feudal in nature has impacted the way PP behaves with the citizens (Abbas, 2012). They are dominating and also not that accommodating in their attitude at the department.

The political culture seems to have an impact on the working of the police. This was more so in the rural areas where the political culture is still feudal in nature. The police are aware of the way the feudal landlords behave in their territory and areas of influence. Most of the landlords also end up being part of the political setup in the rural areas. It seems this has impacted the behaviour of the Police in these areas as they have adopted a similar style in their policing to the attitude of the rural elite (Abbas, 2012; Bouckaert, 2007; Peters, 2010). This culture was also strengthened further when individuals joining the police were from the same political background. Moreover, in the case of the urban areas the same political culture is also seen as at times the ruling parties have a rural background which also results in a similar behaviour by the police. This behaviour was also witnessed

¹⁶⁵ Junior Civil Servant, Interview, April 2014.

¹⁶⁶ Senior Civil Servant, Interview, March 2014.

in the case of the Sindh police as there was a similar feudal setup in the province. This culture seems to have given rise to a police force which is dominating, unhelpful and more about exercising its power for their own benefit rather than serving the people (Abbas, 2011). Interestingly, at times it seems the police officers are serving the interests of the political elite to remain at the position they are in (*The Nation*, 29th June 2014). The officer's attitude towards them is completely different as they may gain benefit from them. This discriminatory behaviour and nepotism has significantly tarnished the image of the PP and impacted their service delivery. Riggs (1964) is of the view that there is a societal culture of nepotism which exists where political supporters, members of the family or clan are recruited over other deserving applicants. This gives rise to a lack of merit and unethical practices to be facilitated in the public sector of developing countries.

A business man was of a similar view as evident from the response below:

“The cultural background also has an impact on the working of the public sector employees. The *sahib* (officer) culture makes you believe that you are now powerful and in a position to exploit others. The ones who come from the rural areas into the service and belong to the rural elite have that mindset even more strongly. They believe they are in power and can do whatever they want.”¹⁶⁷

The employees who joined the public sector organisations had a cultural baggage attached which was reinforced by the work culture at the organisations. They belonged to the rural elite and their behaviour with the citizens as officers reflected that as well.

Employees felt that societal culture impacted basic work ethics at the PC as a senior civil servant stated:

“The societal culture has a 200% impact on the working of the organisation. Basic work ethics like punctuality, honesty and discipline are missing among the employees across all levels at the ministry.”¹⁶⁸

¹⁶⁷ Business Man, Interview, March 2014.

¹⁶⁸ Senior Civil Servant, Interview, March 2014.

There were certain negative values of the societal culture which were seen at the PC (Kiani, 2002). This not only had an impact on the attitude of the employees towards each other but also affected their working at the PC.

There was a mixture of the macro, meso and micro culture which was seen at most organisations under study. The societal culture had impacted the organisations over the years and it had become part of their own culture as well. The missing of basic work ethics impacts the overall performance of the departments. It seems that over the years the negative work values had become so ingrained in the officers that they considered it quite normal and had no regrets of the way they were. The citizens had to face the brunt of this and deal with it on a daily basis. Shirking from work was also witnessed at many departments which was an impact of the societal culture. Employees wasted their time in unproductive activities or simply refused to do their assigned work blaming it on the difficulty in field operations, resource constraints and other issues. Sometimes there may be genuine problems affecting their work but it seems some employees have made it a habit to use these issues as a scapegoat. Despite efforts at the training academies of different departments to undo this culture it has sustained itself. It appears to be quite strong at the work place and once new officers joined after their training they had to give in and become a part of this culture in the way they worked. These negative cultural values impacted the behaviour and attitude of the employees significantly affecting efficiency of the departments (Hughes, 2003; Islam, 2005; Peters, 2010).

Employees at the Pakistan Post felt that accountability was needed as a senior civil servant stated:

“With respect to the societal culture people do not hold anyone accountable if their trust is violated or something goes wrong, they need to do something about it.”¹⁶⁹

There was a need for accountability to be a part of the societal culture. If people were aware that they can be held accountable for something they have done wrong then they would be less inclined to do it in the first place.

¹⁶⁹ Senior Civil Servant, Interview, March 2014.

Employees at the FIA had a similar view and felt that there was a tolerance to corruption in society as a senior civil servant stated:

“We are influenced by the societal culture which has good points but the bad point is that there is tolerance to corruption in our society. There is need for a separate culture to counter balance this issue. There should be no tolerance towards corruption and corrupt practices.”¹⁷⁰

The level of corruption was significantly high in the society and it was also tolerated. A survey conducted by Transparency International in 2010 reveals that 59% of the respondents faced corruption while dealing with the public sector (Transparency International, 2010). This was an issue because corruption was not considered as a cause of concern and corrupt practices were acceptable as well (Rana, 2013).

The tolerance to corruption in society results in a culture facilitating wrong doings. Employees at government departments and citizens both appear to be comfortable with this culture. Moreover, this is coupled with a low severity of punishment as well (Fazli, 2012). People seem to be able to get their work done through unfair means without fear of reprimand. This caused frustration in the department because a lot of effort and resources were put into the investigation of cases and when the convicted got away with it, facing a minor punishment, the employees felt de-motivated. These factors seem to create an acceptance to corruption in society where employees of government departments and the public do not fear any form of accountability (Rana, 2013). This has impacted the transparency and independence in the working of the organisations affecting their performance.

The corruption impacted the FIA as well because there was a lot of fraud using the loopholes in law by the citizens as a senior civil servant stated:

“You would be surprised to know that 40% of the cases that come to our department are fake. Once a detailed enquiry is conducted we find out that they are bogus. The citizens feel that they can get away with it and it is just like any other organisation..... There have been cases where individuals

¹⁷⁰ Senior Civil Servant, Interview, March 2014.

never came to us with a case and went to the courts for justice that the FIA doesn't accommodate and listen to them.”¹⁷¹

The number of fake cases was reflective of the fact that citizens felt they could manipulate the system because that is the way the society and other government organisations operated.

Some organisations were impacted by a mix of cultures as a junior civil servant stated:

“The organisation has its own culture which is a mix of corporate and military culture. There are a lot of retired military officers at NUST who have an impact on the culture. There is a lot of discipline and strong administration. There is a mix of all three civil, military and corporate cultures at NUST.”¹⁷²

The culture at NUST was evolving and there was an amalgamation of different cultures. The university was trying to introduce a professional corporate culture to be in line with private universities.

This was also evident from the response by a senior civil servant below:

“The culture at NUST is based on professionalism and discipline. We are conscious of the university rankings and have to undertake a number of steps to fulfil the requirements to maintain our ranking. We have to be in line with that.”¹⁷³

This seems to have resulted in the existing culture at the university to open up. Employees were of the view that now there is a culture of open discussion at the lower level at least. These changes in the culture at NUST appear to improve the working of the organisation and enhance its performance as a university.

In light of the above discussion it is clearly manifest that the societal culture does have an impact on the working of the public sector. There seems to be a culture at most organisations where officers tend to oblige politically connected individuals

¹⁷¹ Senior Civil Servant, Interview, March 2014.

¹⁷² Junior Civil Servant, Interview, April 2014.

¹⁷³ Senior Civil Servant, Interview, April 2014.

or other civil servants to survive at the position they are in. These favours seem to be confined to posting or transfers of individuals. This practice is considered quite normal in the public sector and part of the Pakistani societal culture. However, there are certain organisations which have strict policies in place which restrict this sort of interference. In some organisations the political culture appears to affect the behaviour of employees towards others in the department and the public, especially when these officers belonged to the political or rural elite themselves. The negative elements of the societal culture have become ingrained in certain organisations and basic work ethics such as punctuality seem to be missing. Moreover, employees felt that there is a need to have accountability in most organisations, as the impact of tolerance to corruption in society appears to be quite significant on the work culture of organisations. There seems to be an intermingling of cultures in most organisations under study where the macro, meso and micro culture were all seen to have an impact on the organisations culture (Bouckaert, 2007; Hughes, 2003; Peters, 2010).

6.1.3.3 Impact of Meso, Micro and Nano Culture

The organisational culture is impacted by a number of factors and is evolving in most organisations under study. The organisational culture of NHMP was determined at the outset and strengthened over time. The salient features of the culture are that it is friendly, supportive and employee focussed (*Dawn, February 6th 2015*). The organisation has a strong culture as a junior civil servant stated:

“The organisation has a very strong culture and whoever joins it absorbs that culture....Even people who were posted here for a while couldn't do much and had to give in...”¹⁷⁴

The culture was maintained over the years at the NHMP showing that the organisational culture is not person dependent. Initially the culture was set up by the deputationist's who came from different policing outfits.

The organisational culture at the NHMP has many positive elements. It seems to have resulted in a work environment which is conducive to growth of the

¹⁷⁴ Junior Civil Servant, Interview, April 2014.

individual. The culture was strengthened over time and despite new recruits being hired and people coming in from other policing outfits the culture sustained itself. This appears to be because policies, systems and procedures helped the culture to stay intact. NHMP was distinguished by its culture from other policing outfits of the country and a marked difference could be seen (Kausar, 2013). The cordial work environment as a result of this culture not only facilitated the working of the officers but also improved service delivery of the department.

A junior civil servant had a similar view as evident from the response below:

“The culture of public friendly policing, treating with self respect, the duty hours, pay and incentives, uniform, timely leaves, good work environment. All these factors contribute to a good work culture which has resulted in the organisation to progress and do well.”¹⁷⁵

The good work culture resulted in the organisation to progress and appears to have stood the test of time. There seems to have been continued support from successive governments and heads of the organisation for this culture which has resulted in it being sustained.

The employees at the DGIP had a similar view about the heads impact on the operational working as a junior civil servant stated:

“He plays a pivotal role in the organisation and determines the culture. If he is on time then everyone will follow suit. If he is appreciative and supportive then that culture will prevail in the organisation.”¹⁷⁶

The heads play an important role in setting the culture of the organisation. They take the lead and employees tend to follow them.

The employees become aware of the working style of the head over time. The sort of work values they set in the organisation with respect to punctuality and general attitude with the employees usually prevails in the organisation (*Dawn, October 13th 2013*; Ghumman, 2014). The employees seem to follow suit and also treat

¹⁷⁵ Junior Civil Servant, Interview, March 2014.

¹⁷⁶ Junior Civil Servant, Interview, April 2014.

each other in a similar way. A supportive attitude by the head seems to give rise to a friendly work culture, which not only facilitates the smooth running of the organisation but also improves service delivery to the public. The behaviour of the employees towards the public also appears to be more cordial and helpful if the culture at the organisation is employee friendly. It is pertinent to point out that since the head of the organisation is mainly present at the head office, their main influence would be on the employees working there. The regional offices seem to have their own sub cultures which are influenced by their respective heads and a difference of cultures may be observed between them.

In the case of the PP there was a view at the department that the impact of the head is limited due to their short tenure. The average tenure of the head is around seven months (Punjab Police, 2011). That tenure is very short for the head to have a significant impact on the organisations culture. They may be in a position at most to impact the operational working of the department.

NUST has a strong culture and it has resulted in progress as a senior civil servant stated:

“We have a disciplined culture which streamlines matters and improves performance.”¹⁷⁷

The disciplined culture is mainly because of the retired military officers who work at the organisation. They have been part of the organisation for a while and have a significant impact on its working.

The department seems to have benefitted from the disciplined culture which was there since inception because the institute was setup by the military. This culture was reinforced overtime by the retired military officers working at the organisation (Junaidi, 2013). There were relevant systems and processes in place such as SAP which appear to result in transparency and a merit based culture at NUST. Moreover, NUST is conscious of its ranking among other universities and having a merit based culture strengthens its reputation and seems to improve its performance (Raza, 2015).

¹⁷⁷ Senior Civil Servant, Interview, April 2014.

Employees at the FIA also felt that the work culture has resulted in progress as a junior civil servant stated:

“The departments own culture is quite important. There is a tendency to listen to both juniors and seniors within the department. There is a culture of open discussion after which a consensus is formed and we proceed from there. This has improved the quality of work at the organisation.”¹⁷⁸

Employees felt that having an open and collaborative culture results in more informed decision making at the department. The culture facilitated in the smooth working of the organisation.

The FIA investigates a number of cases which are normally in teams across different departments of the organisation. The open culture at the organisation gave officers the opportunity to give a detailed input on the cases which facilitated the decision making process. This collaborative culture also seemed to improve the attitude of the officers towards the public interacting with the FIA, which gave rise to a professional way of working which improved efficiency (*Dawn, December 3rd 2014*). There seems to be a marked difference in the way FIA officers interact with the public compared to other law enforcing agencies. This difference is mainly because the individuals who are being catered to by the FIA are not hardened criminals but under investigation for white collar crimes. This was also evident from the response of a junior civil servant below:

“The strength of our culture is that we are helpful, discussion oriented and genuinely concerned for the individual. The public has open access to our offices which makes us more approachable.”¹⁷⁹

Policies played an important role in developing and sustaining culture at the DGIP as a junior civil servant stated:

“Bypassing the system to get your passports made has been stopped through new policies and their strict implementation.”¹⁸⁰

¹⁷⁸ Junior Civil Servant, Interview, March 2014.

¹⁷⁹ Junior Civil Servant, Interview, March 2014.

¹⁸⁰ Junior Civil Servant, Interview, April 2014.

Historically the system could be bypassed to get a passport made out of turn and this had become part of the culture at the DGIP. Strict enforcement of new policies has curbed this phenomenon. This culture which was strengthened by policies appears to have improved the facilitation of the public and improved service delivery of the department (Hanif, 2013).

In certain organisations the culture failed to evolve. Employees at the PP had this view as a junior civil servant stated:

“The Punjab police have their own culture which is primitive and the colonial policing system is in place. Marginal results are achieved and there is no need to change so we continue to work as per their requirement of policing.”¹⁸¹

The primitive mindset to rule and not serve is similar to the colonial policing system which existed at the time of the British. The department continues to operate in this way and not much need is felt to change it.

The PP still seems to be impacted by the colonial policing system. It has not changed over the years and the department continues to operate in this manner despite successive reform efforts (Ahmad, 2013; Islam, 2005). The recent reform process through the Police order of 2002 was also unable to be implemented completely because the relevant stakeholders were not completely on board. This was also because the need for this change was not felt by those at the helm of affairs, as they appear to be in favour of such a system (Grare, 2010). The employees are seen trying to please their superiors and political heads. There is a tendency among the employees of the PP to do this because it is not only part of the culture at PP but the Pakistani society in general (Abbas, 2012). Riggs (1964) is of the view that there is a tendency of bureaucrats in developing countries to misuse their position and power to get undue benefits and favour themselves and their families. This gives rise to a culture of misusing authority which facilitates unethical practices. These factors have hampered the development of the PP over the years and it has failed to achieve its full potential. The culture at the PP has a number of features which hinders its growth and development. A merit based

¹⁸¹ Junior Civil Servant, Interview, April 2014.

system seems to be missing in all matters of the department (Grare, 2010; Haque and Khawaja, 2007). This is seen to prevail in the matters of career growth, postings, transfers and also recruitment, significantly impacting the morale of the employees at the PP. The employees are not facilitated causing negativity, not only in their interaction with each other but also with the general public. Basic requirements of the employees are not fulfilled which seems to result in a rise in the incidence of corruption (Transparency International, 2010). This appears to be at two levels. Firstly, at the departmental level where they are seen to bribe others to get a basic thing such as a holiday which is not given on time, or at a higher level to be posted some place of their choice. Secondly, employees are seen to demand bribes from the public to meet the basic requirement of their families and also to recover the cost they incurred at the department discussed earlier. Furthermore, matters are made worse by violation of rules and dishonesty which appears to exist at the department. These values seem to have become embedded so strongly in the culture at the PP that most employees consider them quite normal, making it difficult for the department to operate in a professional manner (Haque and Khawaja, 2007; Islam, 2005; Jabeen and Jadoon, 2013).

A government contractor was of the view that the organisational culture needs to evolve in the public sector as he stated:

“There is unnecessary wastage with peons, photocopiers and tea boys. Wastage of time and efficiency as the work can be done by themselves. All government departments are same in this regard. All this done by individuals themselves in private organisations resulting in efficiency but this is not a part of government organisations culture.”¹⁸²

The government organisations need to do away with unnecessary support staff which not only is a financial burden for the government but also makes the employees more dependent. There is a need to learn from the private sector in this regard to bring about efficiency.

Each organisation under study had its own distinct culture which is reflected by the responses given by its employees. Some were seen to have an open and

¹⁸² Government Contractor, Interview, March 2014.

collaborative culture while others were more bureaucratic and paternalistic in nature. There is a culture of open discussion which exists among policy makers at the PC as a senior civil servant stated:

“A culture of open discussion exists as we are into policy making and that is very important. Individuals are able to voice their opinions and they are taken into account. This has resulted in an increase in the efficiency and performance of the employees at the ministry individually and also in terms of their working on the different projects.”¹⁸³

The culture of open discussion has helped individuals to express their opinion making the outcome of projects more successful. This is important at the PC as its primary objective is to plan projects for different government departments.

The culture at the PC appears to have evolved over the years as in the previous governments the department was not given much importance and was used more of a rubber stamp for project approvals (Ahmed, 2007). The current head of the organisation is supportive of an open culture which has resulted in the staff at the organisation to be more involved in the project planning stage. It seems the hiring of specialists from the private sector to look after specific project areas such as governance has further strengthened the open culture. This has also given rise to cross collaborations between different departments at the PC. There appear to be certain individuals within the organisation who fail to capitalise from this open culture and are more comfortable with a closed work environment. These are also the first ones to complain when they are not taken on board with regard to new initiatives at the department e.g. the Youth development fellow program which was started at the PC a few years ago (*Associated Press of Pakistan, 27th June 2014*). This work culture has also enabled the organisation to form positive relationships with other government organisations and also forming public private partnerships. This collaboration was seen in projects being planned for those organisations or benefitting the project planning process for other projects. This work culture appears to have resulted in progress and improved the overall efficiency and performance of the PC (*Dawn, August 7th, 2014*).

¹⁸³ Senior Civil Servant, Interview, March 2014.

The employees at the Pakistan Post are committed to serve and facilitate people. This culture is seen to prevail across the department as a senior civil servant stated:

“The internal culture and environment of the organisation is very significant. The culture consists of politeness, submissiveness, honesty, trust and tradition. These are the driving force for the department.”¹⁸⁴

This culture has developed over the years and employees are polite and honest in their dealings. This has resulted in a high level of trust being a part of the tradition at the department (*Dawn*, 29th February 2004).

Departmental culture also varies across different offices of the same organisation. This could be because of being away from the head office or by being situated in another geographical location.

There are cultural differences across offices at the DGIP as a junior civil servant stated:

“The culture at the head office is different from the regional offices. There is also a difference in culture between the regional offices i.e. Regional Passport Office (RPO) to RPO different.”¹⁸⁵

The presence of the head of the DGIP at the head office has an impact on the culture there as discussed earlier. The culture at the regional offices is impacted by their respective heads and also the region they are in.

The regional differences in culture are also reflected in the work culture at the regional offices. It seems the RPO's in the Baluchistan or KPK province may have a more conservative culture at the office. This may result in women not being allowed to deal with the public and they would have to work in the back office. In the wake of the current security situation of the country more security arrangements are also made at offices which are situated near troubled areas. These restrictions seem to limit the operations at regional offices, as at times women applicants are more comfortable being dealt by female staff because of the

¹⁸⁴ Senior Civil Servant, Interview, March 2014.

¹⁸⁵ Junior Civil Servant, Interview, April 2014.

background they belong to. These cultural sensitivities seem to impact the performance of employees and the service delivery of the organisation.

Employees at the Pakistan Post were also seen to be culturally sensitive to the areas they served as a senior civil servant stated:

“...we have to keep into account sensitivity of the area e.g. we may not be able to introduce a trouser and shirt as uniform for a post office in KPK or Baluchistan.”¹⁸⁶

The department has to be aware of the culture of the areas it serves. These sensitivities also seem to have an impact on the behavior of employees.

Employees had the following view about the culture at NUST as a junior civil servant stated:

“It is a military bureaucratic culture which exists. There is a “Yes Sir” element. Although it is a semi govt entity but still this mindset is there.... The impact of the military is quite strong.”¹⁸⁷

There is an impact of the military bureaucratic culture which is seen at NUST as discussed earlier. Despite being a semi government organisation it is quite significant.

The military bureaucratic culture is mainly because the university was set up by the military and there are a number of retired army officers who work for the organisation (Junaidi, 2013). This bureaucratic culture is mainly observed in the administrative departments of the university where the presence of these officers is more. The culture in the other departments such as HR and Alumni affairs seems to be evolving, as the university is conscious of its ranking and the steps it needs to take to maintain it (Raza, 2015).

Employees felt that a strong bureaucratic culture exists at the PC (Haider, 2014). This is coupled with a strong hierarchy and paternalism as a junior civil servant stated:

¹⁸⁶ Senior Civil Servant, Interview, March 2014.

¹⁸⁷ Junior Civil Servant, Interview, April 2014.

“You can’t question them; it’s like us and them. Over time I believe you become same as them once you start working here and accept the way they operate. You buy into them. There is a strong hierarchy at the organisation and also paternalism is seen to prevail.”¹⁸⁸

The hierarchy and paternalistic attitude makes it difficult to question anyone at the department especially at the senior level. It seems over time employees become a part of the system and accept the work culture of the organisation.

It appears the culture at the PC is head dependent and the strong hierarchy at the senior level was seen to influence the working of the organisation. The paternalistic attitude was seen to prevail in certain departments of the organisation and more so from individuals who had been at the organisation for a while. The case among the policy makers seems to be different. There is an open culture which exists as discussed earlier and they appear to be given a leeway because they are experts in their field (Haider, 2014). This culture has facilitated in better project planning and appears to have helped the organisation improve its performance (*Dawn, August 7th, 2014*).

In light of the above discussion it can be argued that the organisational culture is impacted by a number of factors and is evolving in most public sector organisations under study. The heads of the organisations are seen to have a significant impact on determining the culture which impacts the operational working. It seems the heads own working style has a role to play e.g. if the head has a participatory management style then the other employees follow suit and that is reflected in their attitude towards other employees. Some organisations were distinguished by their open, collaborative, facilitating and public friendly culture while others still had strong bureaucratic cultures in place causing issues for the employees and the public. Employees felt that culture at certain organisations failed to evolve, still being primitive and colonial in nature, restricting the growth and development of the organisation and its employees. A cultural difference was also observed between offices of the same department because of being away from the head office or being situated in a specific geographical location. There appear to be certain limitations on the way work is carried out in offices situated in more

¹⁸⁸ Junior Civil Servant, Interview, March 2014.

conservative areas. The organisation has to be culturally sensitive to the areas they operate in and may have to make separate kiosks for males and females or restrict the type of clothes the employees can wear.

6.1.4 Conclusion Culture Theme

Concluding the above sub-section it may be argued that culture is an important theme which has been identified, and impacts the working of the public sector organisations of Pakistan. Moreover, each of the subthemes also had a significant impact on the working of these organisations as evident from the above discussion.

Religion seems to have been misused in certain organisations to shirk from work or discriminate against others, at times leading to an intolerant work environment. Minorities also face discrimination at different levels in recruitment, postings and transfers. However, there are certain organisations that have been able to benefit from religious teachings and have made them part of their training and work ethic. This has contributed to a tolerant, progressive and harmonious work environment, resulting in the growth and improved performance of these organisations.

The societal culture also has an impact on the working of the public sector. There seems to be a culture at most organisations where officers tend to oblige politically connected individuals or other civil servants to survive at the position they are in. These favours seem to be confined to posting or transfers of individuals. This practice is considered quite normal in the public sector and part of the Pakistani societal culture. However, there are certain organisations which have strict policies in place which restrict this sort of interference. In some organisations the political culture appears to affect the behaviour of employees towards others in the department and the public. The negative elements of the societal culture have become ingrained in certain organisations and basic work ethics such as punctuality seem to be missing. There seems to be an intermingling of cultures in most organisations impacting the work culture of organisations.

The organisational culture is impacted by a number of factors and is evolving in most public sector organisations under study. The heads of the organisations are seen to have a significant impact on determining the culture which impacts the

operational working. Some organisations were distinguished by their open, collaborative, facilitating and public friendly culture while at certain organisations it failed to evolve. Their culture was still primitive and colonial in nature, restricting the growth and development of the organisation and its employees. A cultural difference was also observed between offices of the same department, because of being away from the head office or being situated in a specific geographical location.

In light of the above discussion, it is clearly manifest that all sub-themes had an impact on the working of the public sector organisations of Pakistan. The intensity of their impact was different in each organisation. The sub themes identified and analysed in this section are also found in the literature review as evident from table 6.2 below with selected references, justifying their use and strengthening the findings of this study.

Table 6.2: Sub-themes Culture with References

Sub-themes	References
1. Influence of Religion	1. Ahmad (2013) 2. Talbot (2009) 3. Wynbrandt (2009)
2. Impact of Macro Culture	1. Bouckaert (2007) 2. Hughes (2003) 3. McHugh et al., (2000) 4. Peters (2010)
3. Impact of Meso, Micro and Nano Culture	1. Bouckaert (2007) 2. Hughes (2003) 3. Peters (2010)

(Source: Author)

6.1.5 Organisational Readiness for Change Theme

Organisational readiness for change is a new theme which has emanated by analysis of the data collected from public sectors organisations of Pakistan. This theme is Pakistan specific, but its application to the public management reforms in other developing countries cannot be ruled out in a broader perspective. It may be pointed out that, organisational readiness for change is an imperative theme which facilitates any change process in the public sector. If there are institutional weaknesses, financial constraints, de-motivated employees with a limited skill set, low capacity to perform, and a lack of support from the organisational and political leadership, then the organisations are not prepared to undergo any sort of change. Therefore, readiness for change is impacted by a number of factors.

Most of the departments under study felt that planned reforms are needed as most of them have been quite fragmented. Over the years different governments and heads of organisations have tried to make changes to the organisations. The intention to carry out planned reforms is not only to make the departments more sustainable but would also be beneficial for the government in the long run.

The employees at most organisations under study felt that reforms are a political decision. Employees at the PC were also of this view as a senior civil servant stated:

“Political will is the determining factor in the reform process. The leadership at the top and their will is important in carrying out reforms and also their implementation so that reforms are able to achieve their objectives.”¹⁸⁹

The political will is key in the reform process and the leadership plays an important role in this as well.

The PC comes under the ministry of planning, development and reforms which is responsible for evaluating reform initiatives which affect public sector organisations e.g. under vision 2025 (Ministry of Planning, Development and Reforms, 2015). The party in power appears to have a significant role in deciding

¹⁸⁹ Senior Civil Servant, Interview, March 2014.

whether any type of reforms would be undertaken or not. This also seems to be dependent on whether the reform agenda is in line with the ruling parties manifesto and suits the leadership (Dye and Zeigler, 2008; Kiggundu, 1998). There have been instances where reforms initiated by previous governments have either been completely revamped to suit the ruling party's needs, or at times been shelved if they were not considered worthwhile. This was seen in the case of vision 2010 development plan of the Sharif government in 1999, which was shelved by the government of General Musharraf (*Dawn, November 21st 2002*). It seems the political support helps to initiate the reform process and its continuity ensures that the required objectives are met as well. The unfortunate issue in the case of Pakistan has been successive change of governments and also heads of organisations, which makes it difficult for the reform process to go through smoothly (*Dawn, June 21st 2011*). This has affected many organisations including the PC (*Dawn, November 21st 2002*).

Reforms in certain organisations took place because there was no other option for the department. The reforms at DGIP were undertaken due to this as a junior civil servant stated:

“...because of the International Civil Aviation Organisation (ICAO) restriction we had to undertake changes and were forced to do it. We have to maintain our standards and be in line with the international requirements. If there was no international pressure the government would have not made such investments in the passport office.”¹⁹⁰

The reforms were undertaken at the department to fulfill an international requirement. The government had no choice but to give in and make the relevant investments at the department.

Certain departments such as the DGIP which are bound by international rules and regulations have to make changes to the way they operate. It seems the department may have not been allocated the relevant funds, or given the opportunity to undertake reforms if there was not a pressing need or external pressure. The changes resulted in the DGIP to introduce machine readable passports which is the

¹⁹⁰ Junior Civil Servant, Interview, April 2014.

required international standard for travel (*Dawn*, 28th December, 2004; International Civil Aviation Organisation, 2015). It appears if the government has a planned reform agenda in place instead of external pressures triggering the need for change; the reform process would be much smoother. A well planned reform process will also help the department to get funds in time for new initiatives, and perhaps also get help and support from international regulatory organisations such as the ICAO. The department was able to improve its working because of introduction of technology and benefitted the public with the new passport regime (*Dawn*, October 13th 2013). Moreover, issuance of fake passports was also curbed, which was quite common when passports were made manually (Asghar, 2014).

Similarly, in the case of the Pakistan Post, reforms were carried out for its survival as a junior civil servant stated:

“The reforms which were carried out were mainly for the survival of the department. New functions were added such as pension payments and also motor vehicles tax....This resulted in revenue generation for the department.”¹⁹¹

Employees felt that new revenue generating agency functions were added at the department for survival.

Departments at times face financial difficulties because of government budget constraints (*Dawn*, 27th January 2014). It seems to cater to this shortage the Pakistan Post had to take certain revenue generating initiatives e.g. utility bill payments, pension payments and motor vehicle tax collection. There appears to be no strategy as such for the reforms to take place, but they were brought about because of a dire need to generate revenue for the department. The initial success of the new initiatives paved the way for others to be added later (Aftab, 2013). Unfortunately, this haphazard reform process resulted in a number of agency functions being shelved later because they were not manageable. Moreover, the department also suffered due to these sorts of unplanned reforms in the past, where it was made into a corporation but reverted back later due to issues (*Dawn*,

¹⁹¹ Junior Civil Servant, Interview, March 2014.

November 4th 2002). It seems, having a planned reform process in place would make the department sustainable and also improve its efficiency.

A private sector employee was of the view that reforms are carried out to create a political legacy as evident from the response below:

“Reforms are mainly carried out because of political will to create a legacy. The intent is political in nature. The reforms are mainly carried out in relatively harmless organisations such as rescue 1122 and motorway police where the power is limited. They will not reform the law enforcement agencies like the Punjab police or NAB. Something which will disturb the power base of the ruling elite will not be touched on.”¹⁹²

It seems reforms were never carried out in organisations which would have an impact on the power structure such as the PP.

It appears a number of governments have tried to either reform or create new organisations to make a name for themselves. This was witnessed in the case of the previous Punjab government of Chaudhary Pervaiz Ilahi who formed the Punjab highway patrol and also rescue 1122 (Asghar, 2012; *Dawn*, May 5th 2007). This effort to create departments, at times goes in vain as the province does not have enough funds to sustain them in the long run. Moreover, at times there seems to be duplicity in the working of the departments e.g. the recent launched Dolphin police force in Punjab and the Mujahid squad which already existed (Ali, 2012; *Dawn*, March 25th 2016). It appears departments which have a significant role to play in the power structure of the government, are not normally the ones where reforms are carried out, mainly because of political reasons (Abbas, 2011; Grare, 2010). Additionally, these departments also help to maintain the status quo. It seems this approach and attitude by those at the helm of affairs has limited the reform process, and no significant change has been seen to be brought about in these organisations to date (Abbas, 2012; Babakhel, 2015; *The Nation*, June 29th 2014).

There was a general consensus among employees at most organisations that reforms are not a government priority. This view was also stated below by a senior civil servant at the NHMP:

¹⁹² Private Sector Employee, Interview, March 2014.

“There is lack of financial resources available with the government....The government is also busy with so many other issues...”¹⁹³

The government seems to be burdened with many other issues, such as rising insecurity and terrorism in the country which limits the financial resources available for reform (Syed, 2014).

The role of stakeholders is quite important in the reform process and they all need to a consensus of opinion. The right team is also needed at the organisation as a senior civil servant at the DGIP stated:

“The right team is also important who can take initiatives and muster the political will and support to address their problems.”¹⁹⁴

The team includes the head of the organisation along with other officers at the department, but they need to be aligned with each other.

Employees at NUST also had a similar view as a senior civil servant stated:

“The people who matter also have a role to play in terms of their positive attitude. The rectors and pro rectors have an important role to play as stake holders for any reform process to be planned and also executed.”¹⁹⁵

Primarily stake holders have an important role to play in the reform process. The rector and pro-rector’s attitude goes a long way in making the reform process a success, from planning to execution.

It seems most reforms have been head driven i.e. top down; where the initiative for the reform process had to be taken by the head, highlighting the need of the organisation. The way the head is able to successfully convince superior’s makes all the difference, keeping in view all the variables which affect the reform process. In addition, the availability of funds is also important for reforms to be completely implemented and eventually be successful. There have been instances where initiatives have been shelved because they could not be financially sustainable

¹⁹³ Senior Civil Servant, Interview, March 2014.

¹⁹⁴ Senior Civil Servant, Interview, April 2014.

¹⁹⁵ Senior Civil Servant, Interview, April 2014.

(Shahid, 2015). This is more of an issue with the current financial constraints faced by departments due to the rise in terrorism in the country (Syed, 2014). NUST has been lucky over the last few years as the leadership at the organisation has been the same. This has facilitated the implementation of initiatives such as fellowships programs and others because of continuing support from the top (*Dawn, April 19th 2003; Dawn, March 8th 2012*).

The reform process was mainly head driven as a senior civil servant from Pakistan Post stated below:

“The departmental head needs to be a professional and there needs to be a clear intention by the head and the government if they want to carry out reforms..... Postmen were given motorcycles on installment This scheme was initiated by the head and he was able to get it approved from the government.”¹⁹⁶

The employees felt that reforms were possible where the initial working is carried out, and need highlighted by the head to the relevant stakeholders in a professional manner.

The reforms are not only dependent on the head of the organisation but also on the priority of the government (Ahmad, 2013; Dye and Zeigler, 2008; Kennedy, 1987). The head of the organisation is in a position to convey the issues faced by the organisation which need to be addressed through reforms. The relationship between the heads and their immediate superiors is also important in pushing the reform agenda through. There have been a number of schemes started at the department at the time of heads who properly planned, took the initiative and pitched it to the government and got approval. This was seen, in the case of agency functions such as utility bill collections being added to the Pakistan Post, which were required to generate revenue for the department (Aftab, 2013). The initiative of motorcycles on installments for postmen appears to have motivated the employees and improved service delivery as well.

There have been reforms at NUST which have been individual dependent as a junior civil servant stated:

¹⁹⁶ Senior Civil Servant, Interview, March 2014.

“The process of reforms is ongoing and a number of projects are being carried out in this regard. SAP is one of them but as mentioned earlier the reforms are more at the departmental level rather than the organisation as a whole.”¹⁹⁷

There have been reforms in different departments of NUST which were initiated by the individuals heading that department in collaboration with their teams.

It seems the reforms have not really been carried out at the institutional level. There are a number of projects going on in different departments; SAP is an example of this. The HR department was also able to bring about changes by revamping the recruitment system and having an online application system to support it (National University of Science and Technology, 2014). They are currently working on integrating the SAP HR module with their current setup. Shortage of relevant funds to carry out initiatives at the organisational level also seems to be an issue at NUST (Shahid, 2015). Despite these constraints the university is conscious about its ranking and trying to maintain it by making relevant changes where possible (*Dawn, March 8th 2012*; Raza, 2015).

There were capacity constraints in the case of the PP as a senior civil servant stated:

“No substantial reforms have been carried out mainly because of.....ineffective leadership and also a leadership which does not have the right attitude.”¹⁹⁸

The reform process is impacted because it seems the leadership is not interested, and is more concerned about surviving at the position they are in (Abbas, 2012).

There appears to be a significant pressure on the employees working at the PP especially at the senior level. The political interference seems to be quite high and the head finds it difficult to work independently (Grare, 2010; *The Nation, June 29th 2014*). Moreover, they are not focused towards highlighting the issues of the department to the high ups for reforms to be undertaken (Abbas, 2011). This is

¹⁹⁷ Junior Civil Servant, Interview, April 2014.

¹⁹⁸ Senior Civil Servant, Interview, March 2014.

mainly because the tenure of the head is unsecure resulting in short term thinking. The head does not see it as a career post as on average they would be at the position for a maximum of seven months, because they are nearing retirement, or they get transferred elsewhere as the position is well sought after by other officers (Punjab Police, 2011). During this short time at the department they would hardly start to get an initial understanding of the department, rather than start framing a reform agenda for it. It appears these factors and other capacity constraints such as limited work force, absence of competitive pay and relevant perks has limited the required reforms to be initiated at the organisation, significantly impacting its service delivery (Abbas, 2012; Babakhel, 2015).

Employees at FIA had a similar view as a senior civil servant stated:

“We deal with a lot of federal crimes which include illegal migration, economic crimes, cyber crimes and also provide immigration services at the borders. There is a limit to our capacity given our current resources. We have 9000 cases pending and the number of courts we have in Punjab is just 4.”¹⁹⁹

The department is already constrained with so many responsibilities and the resources available are limited.

The department faces shortage of funds like all other organisations due to the rising menace of terrorism (Syed, 2014). The situation is further exacerbated with the increasing workload on the already burdened limited staff. Moreover, a fluctuating leadership makes matters worse (Wasim, 2013). These factors seem to have given rise to a lack of direction at the department. In the current scenario, any person who comes into the department as its head is focused on trying to make things work in the existing circumstances, within the limited time they have (*Dawn, June 21st 2011*). Reforms do not appear to be a priority until basic issues are sorted out and the department is able to operate at the required capacity.

The reform process is also undermined because of the role of the stakeholders who are involved. In the case of the PP, there have been a number of commissions and committees which were setup, but the power tussle of stakeholders at different

¹⁹⁹ Senior Civil Servant, Interview, March 2014.

levels made the reform process either haphazard, or reforms not being implemented at all (Abbas, 2011). This seems to have made matters worse as ill planned reforms have more of a detrimental impact than a positive one. There is also the impact of bureaucratic red tape which delays the reform process and makes it difficult (Shah, 2011). This may take the form of delayed approvals from high ups or once approval is made the release of funds are late. Despite having the intent for reforms to take place bureaucratic red tape created issues as a senior civil servant at the FIA stated:

“There is a lot of red tape which exists. The process of reform is very long and most of the leadership at the department are transferred before they can embark on something fruitful. It is a very tedious process where many committees and commissions are made.”²⁰⁰

The reform process is delayed significantly because it seems bureaucrats are not entirely in favor of the reforms in the first place (Shah, 2011).

The leadership at the organisation seems to play an important role in the reform process. They are part of the commissions and committees set up for the reforms. It appears a short and unsecure tenure makes it difficult for them to have any long term thinking and focus on a viable reform agenda (*Dawn, June 21st 2011*). The stakeholders seem to be quite strong and if they do not want something to proceed related to the reform process they can easily get it delayed. It seems for any reform process to get through the initial stages, all the stakeholders need to be aligned (Abbas, 2011; Grare, 2010). The bureaucratic red tape at times leads to delay in the release of funds and other approvals affecting the reform process (Shah, 2011). Moreover, the role of the political will at the top is central to the success of any reform agenda (Dye and Zeigler, 2008; Kiggundu, 1998).

Employees at the PP had a similar view as a senior civil servant stated:

“People come in contact at the police station level and no meaningful reforms have taken place at that level. We know at the higher level what are the issues of the common man and what is disturbing him.”²⁰¹

²⁰⁰ Senior Civil Servant, Interview, March 2014.

²⁰¹ Senior Civil Servant, Interview, March 2014.

The senior officers are aware of the issues facing the citizens and realise the importance of reforms at the police station level.

It seems that despite being aware of the issues faced by the public, the relevant stake holders have not made much of an effort to address their concerns. This is reflected from the limited number of initiatives taken at the department to bring betterment at the police station level (Abbas, 2011). That is the first point of contact for the people, and unless reforms are brought about at that level, no benefit will be seen for the citizens. The Police order of 2002 appeared to be a comprehensive document to bring about changes within the police, but it was partially implemented because of political and bureaucratic influence. The required benefit from the Police order was not seen because of its limited implementation (Abbas, 2012). It seems uncertainty of the organisational head's tenure, financial constraints and the lack of political will to disturb the power structure makes reforms in the public sector quite difficult (*Dawn, June 21st 2011*; Dye and Zeigler, 2008; Kiggundu, 1998; Shah, 2011). These factors appear to have limited any substantial reforms to take place at the PP and affected its service delivery (Grare, 2010).

It seems certain departments were able to bring about reforms because they were newly created and had more leeway for initiatives and change. The employees at the NHMP were of this view as stated by a junior civil servant below:

“The reforms which have been able to take place is because of the fact that it was a new department so easier to make changes and take initiatives.”²⁰²

The primary reason for many new things being tried at the NHMP was that it was a new department.

It seems since inception, as the department was evolving, the officers in charge were not hesitant to experiment. It was normally seen that new ideas and initiatives were encouraged and initially run as a pilot project. If they were seen to be successful and got good feedback then they were implemented across the organisation (*Dawn, January 1st 2011*; *Dawn, February 6th 2015*). The availability of funds at the organisation and the continuing political support facilitated the new

²⁰² Junior Civil Servant, Interview, March 2014.

initiatives (*Dawn, May 9th 2006; Dawn, December 31st 2014*). It appears the positive public image of the organisation facilitated the political support from different governments (*Dawn, January 18th 2011*). Over the years this support seems to have benefitted the organisation and inculcated the culture of taking initiatives and doing things in a better and efficient way (*Dawn, February 6th 2015*).

In the case of the DGIP things improved due to delegation at the department as a senior civil servant stated:

“Delegation has been made and regional offices can handle most of the issues instead of relying on the centre.”²⁰³

The delegation has allowed regional offices to be more independent in their working and seems to have reduced the delays at the department facilitating the public significantly (*Dawn, October 13th 2013*). The delegation has been coupled with the operations being streamlined at the department as a senior civil servant stated below:

“Steps have been taken to streamline operations and we are processing around 20 thousand passport applications daily. This is an improvement and we are evolving over time.”²⁰⁴

The streamlining of the operations has been possible due to proper production planning taking place at the department.

It seems delegation at the department made it easier for the regional offices to cater to issues in the application process on their own. In addition, there were certain systems put in place which facilitated the operations at the regional offices (*Dawn, October 13th 2013*). In the new setup applicants were only able to apply for their passport in their city of residence, which eased the burden on other regional offices and the head office. This resulted in the processing of the applications to be at a faster pace and appears to have significantly improved productivity of the DGIP (Hanif, 2013). There were also certain steps taken to improve transparency at the

²⁰³ Senior Civil Servant, Interview, April 2014.

²⁰⁴ Senior Civil Servant, Interview, April 2014.

department by starting a short message service, where the applicants were apprised of the status of their application at each stage. This seems to have limited the interference of applicants through the DGIP staff in the passport issuance process which caused delays in the past (*Dawn, October 13th 2013*). Moreover, there has been support from the Interior Minister to ensure that there is no political interference in the operations of the department, which appears to have improved the service delivery of the organisation (*Associated Press of Pakistan, September 17th 2013*).

The FIA needs to delegate at district level to improve efficiency as a junior civil servant stated:

“There needs to be delegation in the department so that cases can be initially handled at the local level before they are forwarded to the head offices. This will improve our efficiency because we will not waste time and resources to re-evaluate a case at the head office.”²⁰⁵

There are offices set up at the district level in certain areas but more delegation is needed.

Despite having a reform agenda in place certain organisations have failed to benefit due to a number of factors. Employees at the PC are of the view that inconsistent policies are an issue and impact the reform process as a junior civil servant stated:

“Reforms couldn’t be successful because the role along with the name of the ministry has been fluctuating between successive governments. There has not been consistency in the way the ministry was run and also its policies.”²⁰⁶

The reform process could not be successful because of fluctuating roles and inconsistent policies at the department (*Dawn, November 20th 2008*).

The PC has faced issues in the past where governments appear to have used it as more of a rubber stamp for approval of projects which suited them (Ahmed, 2007).

²⁰⁵ Junior Civil Servant, Interview, March 2014.

²⁰⁶ Junior Civil Servant, Interview, March 2014.

This resulted in making the organisation a bit dysfunctional due to the lack of clarity in its objectives. This also led to inconsistent policies, resulting in haphazardness which significantly impacted the working of the organisation (*Dawn, November 20th 2008*). There appears to be some improvements at the PC with the influx of professionals and the interest of the current head of the organisation (*Dawn, August 7th, 2014; Associated Press of Pakistan, June 27th 2014*). Moreover, large investments from China in the Pak-China economic corridor have facilitated the initiation of a number of development projects (*Dawn, June 20th 2014*). It seems some reforms did improve service delivery at the PC but that appears to be on a limited scale and mainly because of the current head, their sustainability will be determined once the head leaves (*Associated Press of Pakistan, June 27th 2014*).

The lack of accountability was also an issue at the PC as a junior civil servant stated:

“There is an issue that there is no accountability to the public. The public doesn’t see the bureaucracy as accountable..... There is no one looking to carry out reforms. Bureaucracy is inherently conservative in their working and will not undertake reforms.”²⁰⁷

The bureaucracy is not really interested in carrying out reforms and is satisfied with the current state of affairs, also known as bureaucratic inertia (Hood, 1996; Shah, 2011).

The lack of accountability at public sector organisations is a growing concern. Employees appear to misuse their authority resulting in inefficiency and corruption (Kiani, 2002). There seems to be significantly strong regional lobbies at the PC which are seen to protect each other. This appears to nurture the culture of safeguarding those involved in wrong doings (Kiani, 2002). The status quo suits the bureaucrats and since they are not going to be held accountable for their actions, they do not have much of an incentive to change (Minogue, 1998). The PC plans projects for the public and not only are they missing from the process, but they are also unable hold anyone accountable if the project planning and execution

²⁰⁷ Junior Civil Servant, Interview, March 2014.

is compromised (Haider, 2014). These factors seem to have limited major reforms at the PC and most initiatives have been because of Ahsen Iqbal, the current head. Professionals were hired and youth was engaged through the Youth development fellow scheme to bring about change and improve service delivery (*Associated Press of Pakistan, June 27th 2014; Dawn, August 7th, 2014*).

Employees at the PP felt that there is a need for transparency in the postings and transfers of senior officers. There is no proper system in place and political connections in addition to networking in the department impacts placement (*The Nation, June 29th 2014*). This seems to impact the career growth of officers and hampers their development. Therefore, a proper career progression system is needed as part of the reform process to benefit employees, and make the department's growth and development sustainable. There is a need for hiring through independent organisations to curtail political inductions (Abbas, 2012). Currently some lower ranks are hired directly by the Police department. This can be done through the public service commission or the National testing service having a positive impact and more transparency at the department (Grare, 2010). There have been some changes at the operational level where there was pay improvement which benefitted the lower ranked officers, but substantial reforms need to take place to improve service delivery to the citizens (Amir, 2014; Khosa, 2013).

There is a need for transparency in the posting and transfer of senior officers working at key positions in the FIA as well (Wasim, 2013) as a senior civil servant stated:

“The appointments should be done by the public safety commission which will be neutral and non political but the commission is not properly in place.”²⁰⁸

Employees feel that all postings and transfers especially at the senior level need to be handled by the public safety commission.

There seems to be a need for an independent body catering to the posting and transfers of officers. It appears the public safety commissions need to be made

²⁰⁸ Senior Civil Servant, Interview, March 2014.

more active, being apolitical it will ensure that the officers are not only qualified and fit for the position, but also have no political inclinations (Ali, 2016). The inability of officers to complete their designated tenure hampers the growth and development of the organisation (*Dawn, June 21st 2011*). The officers are seen trying to survive at the position they are in resulting in short term thinking. In this sort of work environment it is very difficult to focus on framing any reform agenda. The lack of transparency in the posting and transfer of officers also demotivates the employees. Moreover, those who are apolitical or not well connected in the civil service appear to lose out (Wasim, 2013). It seems relevant steps taken at the FIA would go a long way in improving the efficiency and overall performance of the department.

In the case of NUST, youngsters were recruited to bring positive change in the working of HR. Employees, though, felt that there is fear towards reforms as it is the second round of their careers, as a junior civil servant stated:

“There is an element of fear in the staff at NUST as they are scared of failing as it is their careers second round. The retired military officers have a fear of getting kicked out.”²⁰⁹

Reforms create fear among employees because of the uncertainty associated with them. It seems improvements in certain areas at the university improved service delivery and it received recognition (Raza, 2015). Young graduates were hired in the HR department who helped to streamline the recruitment process through the introduction of online application systems (National University of Science and Technology, 2014). It seems many employees in the administration department were hesitant of any reforms taking place at the department. They are in the second term of their careers and feel that any reforms may result in them losing their job. These were mostly retired army officers working on permanent or contractual positions at NUST (Junaidi, 2013). The university has engaged a number of consultants in the past but it seems they have also been unable to do much because of the military influence and the existing status quo (*Dawn, June 14th 2005*; Junaidi, 2013)

²⁰⁹ Junior Civil Servant, Interview, April 2014.

6.1.6 Conclusion Organisational Readiness for Change Theme

Concluding the above sub-section, it may be argued that organisation readiness for change is an important theme which has been identified, and impacts the working of the public sector organisations of Pakistan, as evident from the above discussion.

Most of the departments under study felt that planned reforms are needed in them. Organisations such as the DGIP had to carry out reforms because of international regulatory requirements by the International Civil Aviation Organisation (International Civil Aviation Organisation, 2015). Similarly, the Pakistan Post took a number of revenue generating initiatives for its survival (Aftab, 2013). It seems a planned reform agenda was missing from these departments and the need for change was mainly because of external factors. There was a general consensus that reforms are a political decision and the role of the stakeholders is quite important for them. It seems if the stakeholders are aligned, then the reform process is relatively smoother, as was seen in the case of NHMP's creation (Warraich, 2008). The head of the organisation plays a pivotal role in highlighting the needs of the organisation to the relevant stakeholders and implementing the reform agenda. There was a view in most organisations that the government is financially constrained and reforms are not a priority because of this (Syed, 2014). Some departments which were new were able to undertake initiatives and bring about changes more easily such as the NHMP. It appears that although fragmented reforms took place in most organisations, they did improve service delivery e.g. in the DGIP because of delegation and Pakistan Post due to increased services (Aftab, 2013; *Dawn, October 13th 2013*). It seems meaningful reforms were not carried out in departments which had an important role to play in the power structure of the government, primarily because of political reasons (Abbas, 2011; Grare, 2010). Since reforms create uncertainty employees at certain organisations such as NUST were not in favour of them. This was mainly because they were retired military officers and did not want to risk any change which would result in them losing their job (Junaidi, 2013). It seems that transparency and accountability need to be part of the reform process to have the desired effect on the organisations, and

curtail the rising menace of corruption in the public sector of Pakistan (Grare 2010; Kaini, 2002; Rana, 2013). This would ensure that the overall reform process is much smoother and achieves its desired objectives.

In light of the above discussion it is clearly manifest that the different variables discussed as part of the above theme had an impact on the working of the public sector organisations of Pakistan. The intensity of their impact was different in each organisation. The new theme of ‘Organisational readiness for change’ identified and analysed in this section is also found in the literature, as evident from table 6.3 below with selected references, justifying and strengthening the findings of this study.

Table 6.3: Theme Organisational Readiness for Change with References

Themes	References
1. Organisational Readiness for Change	1. Dye and Zeigler (2008) 2. Hood (1996) 3. Kiggundu (1998) 4. Shah (2011)

6.2 Conclusion

This empirical chapter focused on the three main themes and their corresponding sub-themes which emerged from the data. The chapter was divided across these themes and each of the subthemes were discussed in detail, with examples to understand the impact on the working of public sector organisations from the perspective of organisational change and development. Each sub section of the chapter ended with a brief summary of findings and conclusion.

The first theme which was discussed was technology. The subthemes included Impact of Technology, New Management Ideas, Role of Structure, Policies, System and Processes and the Civil Service Capacity.

Technology is seen to be enabling and increasing efficiency at organisations. Some organisations felt that there is a need to update and capitalise on existing technology, deriving maximum benefit from it through proper awareness and training. Technology appears to have also improved transparency, accountability and service delivery in many organisations. At times there has been resistance from within and stakeholders because of a fear that technology may result in job loss for individuals who lack the required skills. However, the new, younger and educated officers have played a positive role by supporting the introduction of technology. Awareness and training at all levels in most departments would help individuals and organisations to benefit from technology use, in turn improving service delivery as well.

The public sector has evolved over the years where NMI's are encouraged and accepted. There are several factors which appear to have a significant role in the introduction and implementation of NMI's. It seems the head of the organisation and his management style, new officers, a culture of discussion at the organisation, foreign exposure, relevant incentives and the availability of funds help to create a conducive environment for NMI's. Despite the potential benefit of NMI's there are organisations where there have been limited NMI's primarily because of the prevailing status quo. In addition, employees are de-motivated due to limited job rotation and lack of incentives to innovate. It seems the relevant stakeholders are also not supportive of any new ideas and reluctant to delegate. A planned approach to the implementation of NMI's would make them more sustainable and beneficial, significantly improving service delivery.

It appears the structure, policies, systems and processes need to be in sync with each other if an organisation wants to run smoothly and grow. It seems the structure has benefitted certain organisations that have utilised their hierarchy and coupled it with delegation of authority. Some organisations such as the Pakistan Post felt that other departments can perhaps utilise its extensive structure to offer

shared services for the benefit of all. The PP appears to have been limited by its structure which is still centralised and seems to reflect colonial systems. It seems policies in most organisations have been enabling and improved service delivery. Some departments have lagged behind due to lack of dynamic and consistent policies. There have been instances where successive change of governments or the department's leadership resulted in policy changes which impacted the working of the organisations e.g. the PC and DGIP. A number of departments despite their constraints have developed international linkages and gained recognition because of their work e.g. the FIA and DGIP. It appears these collaborations have given exposure to these departments helping them to improve service delivery.

It seems most of the organisations under study had a shortage of staff which impacted their operations. This shortage was because of a number of factors which included expansion of the department's area of jurisdiction, ban on new recruitments and employees working elsewhere unofficially to earn a living. It appears a qualified and educated work force was an enabling factor improving efficiency. Employees at different organisations felt that there were high expectations by the government from the work force without having a secure tenure, proper career planning, relevant trainings and providing for basic needs and facilities. It seems the right infrastructure along with the required work environment and facilities were also missing from certain organisations which impacted the operational capacity of the employees, impacting service delivery.

The second theme which was discussed was culture. The subthemes included Influence of Religion, Impact of Macro Culture and the Impact of Meso, Micro and Nano Culture.

Religion seems to have been misused in certain organisations to shirk from work or discriminate against others, at times leading to an intolerant work environment. Minorities also face discrimination at different levels in recruitment, postings and transfers. However, there are certain organisations that have been able to benefit from religious teachings and have made them part of their training and work ethic. This has contributed to a tolerant, progressive and harmonious work environment, resulting in the growth and improved performance of these organisations.

The societal culture also has an impact on the working of the public sector. There seems to be a culture at most organisations where officers tend to oblige politically connected individuals or other civil servants to survive at the position they are in. These favours seem to be confined to posting or transfers of individuals. This practice is considered quite normal in the public sector and part of the Pakistani societal culture. However, there are certain organisations which have strict policies in place which restrict this sort of interference. In some organisations the political culture appears to affect the behaviour of employees towards others in the department and the public. The negative elements of the societal culture have become ingrained in certain organisations and basic work ethics such as punctuality seem to be missing. There seems to be an intermingling of cultures in most organisations impacting the work culture of organisations.

The organisational culture is impacted by a number of factors and is evolving in most public sector organisations under study. The heads of the organisations are seen to have a significant impact on determining the culture which impacts the operational working. Some organisations were distinguished by their open, collaborative, facilitating and public friendly culture while at certain organisations it failed to evolve. Their culture was still primitive and colonial in nature, restricting the growth and development of the organisation and its employees. A cultural difference was also observed between offices of the same department, because of being away from the head office or being situated in a specific geographical location.

The third theme which was discussed was organisational readiness for change. Most of the departments under study felt that planned reforms are needed in them. Organisations such as the DGIP had to carry out reforms because of international regulatory requirements by the International Civil Aviation Organisation (International Civil Aviation Organisation, 2015). Similarly, the Pakistan Post took a number of revenue generating initiatives for its survival (Aftab, 2013). It seems a planned reform agenda was missing from these departments and the need for change was mainly because of external factors. There was a general consensus that reforms are a political decision and the role of the stakeholders is quite important

for them. It seems if the stakeholders are aligned, then the reform process is relatively smoother, as was seen in the case of NHMP's creation (Warrach, 2008). The head of the organisation plays a pivotal role in highlighting the needs of the organisation to the relevant stakeholders and implementing the reform agenda. There was a view in most organisations that the government is financially constrained and reforms are not a priority because of this (Syed, 2014). Some departments which were new were able to undertake initiatives and bring about changes more easily such as the NHMP. It appears that although fragmented reforms took place in most organisations, they did improve service delivery e.g. in the DGIP because of delegation and Pakistan Post due to increased services (Aftab, 2013; *Dawn, October 13th 2013*). It seems meaningful reforms were not carried out in departments which had an important role to play in the power structure of the government, primarily because of political reasons (Abbas, 2011; Grare, 2010). Since reforms create uncertainty employees at certain organisations such as NUST were not in favour of them. This was mainly because they were retired military officers and did not want to risk any change which would result in them losing their job (Junaidi, 2013). It seems that transparency and accountability need to be part of the reform process to have the desired effect on the organisations, and curtail the rising menace of corruption in the public sector of Pakistan (Grare 2010; Kaini, 2002; Rana, 2013). This would ensure that the overall reform process is much smoother and achieves its desired objectives.

In light of the above discussion, it is clearly manifest that all sub-themes had an impact on the working of the public sector organisations of Pakistan. The intensity of their impact was different in each organisation. The sub themes identified and analysed in each sub section were also found in the literature review as evident from table 6.1, 6.2, 6.3 presented earlier with selected references, justifying the use of sub-themes and strengthening the findings of this study. The analyses in this chapter paved the way for meeting the objectives of the research and addressing the research questions.

The next chapter discusses the research study and a summary of findings along with the contributions of the research. The model of public management reform for

Pakistan is also presented. In addition, the areas for future research are highlighted along with establishing the validity and reliability of the research.

Chapter 7 – Conclusion

7.1 Introduction

This chapter presents a brief discussion of the research study along with a summary of the findings. It then discusses how the objectives of the research were met and the research questions addressed. The chapter then discusses the contributions of the research and moves on to present the model of public management reform for Pakistan. There is also a discussion on the limitations of the study and areas for future research are highlighted. Finally, the validation and reliability of the research is established before the concluding remarks.

7.2 Brief Discussion of the Research Study

It is clear that Pakistan is at the cross roads of a political, social and economic change process. It was also established earlier in the thesis that the population at large is severely affected by the performance and working of the public sector organisations. They feel crippled trying to get their basic requirements met, such as the issuance of a passport or driving license (Hanif, 2013; Islam, 2005). Furthermore, public administration in Pakistan appeared to be blighted by corruption, inertia and a lack of will to change (Islam, 2005; Jones, 1997; Kennedy, 1987; The World Bank, 1998). However, there is resilience in its people which has made them strong and enabled them to weather many storms. This is also reflected in the working of the public sector where despite its many problems, it has survived and served the country to the best of its ability. Moreover, the administrative culture with its unique characteristics has a deep impact on the public sector and its workings, and it cannot be divorced that easily when one is trying to understand and conduct a holistic analysis of the Pakistani context. It can be argued that due to successive change of governments, inconsistent policies and continuing resistance from politicians and bureaucrats, most reforms did not bear fruit. Lack of political will was also a major stumbling block in the reform process.

The literature review in chapter three helped to understand the concept of organisations, and the systems view was utilised to evaluate public sector

organisations. Moreover, the concept of organisational change and its different components were elaborated on in general. The unique characteristics of the public sector and its agencies were also discussed before progressing to a detailed discussion of organisational change in the public sector of developed countries. This was necessary, to explore and elaborate on different factors which impact organisational change in the public sector of developed countries, which paved the way to have a detailed discussion from the perspective of public sector in developing countries.

Despite its criticisms, the model proposed by Riggs is still considered as an important contribution in the comparative public administration literature. Riggs was seen to refine and update the prismatic model over the years to develop a better understanding of public administration in developing countries which is impacted by contextual factors (Peng, 2008). There were a number of variables which were discussed by Riggs as part of the prismatic model and some of these variables were also observed in the Pollitt and Bouckaert (2011) model and also as part of the empirical findings (Riggs, 1964). The Riggs model has a limited scope and is not as coherent and encompassing as that of Pollitt and Bouckaert (2011). It was only based on the evidence from three countries which included India, Philippines and Thailand (Fred, 1967; Haque, 2010). Sapru (2013) argues that the Riggs model is more of an equilibrium model and is not helpful when administration wants to make changes to the existing system.

Fred (1967) argues that most of the public administration theory is based on the concepts of a diffracted society which consists of elements such as an elected parliament, unbiased judicial systems and aware citizens. As most of these features are missing in the case of transitional countries, the same criterion cannot be used to understand the public administration in developing countries. There is also the issue of using terms which tend to be confusing and new to the traditional public administration literature such as fused, prismatic and diffracted which has limited application to other models (Chapman, 1966; Fred, 1967; Hildreth et al., 2006; Peng, 2008). There is significant criticism against Riggs model for being too deductive. Moreover, there is a tendency to generalise from his model despite there

being a lack of substantial empirical evidence (Fred, 1967; Haque, 2010; Peng, 2008). Basu (2004) argues that there is a tendency to oversimplify the model, as it cannot be applied to different developing countries without taking into account specific factors of each country e.g. culture, history and economy which varies across countries. Peng (2008) argues that the prismatic model seems to portray transitional societies in a negative light. It appears that Riggs uses western values to assess developing countries which does not seem to be justified. In addition, the American society is used by Riggs as an example of the diffracted society, which may still be in transition and have elements of a prismatic society causing bias. Chapman (1966) is of the view that it is difficult to measure the intensity of the fused, diffracted and prismatic conditions which exist e.g. distinguishing between 'highly prismatic' and 'somewhat prismatic' or 'highly diffracted' and 'somewhat diffracted'. This lack of clarity in the measurement scale complicates things and makes it difficult to carry out analyses.

In the light of the above discussion it is clearly manifest that Riggs prismatic model cannot be pragmatically applied for research in a developing country perspective due to its limited scope (Fred, 1967; Haque, 2010; Peng, 2008). The use of Pollitt and Bouckaert model instead of Riggs was justified in the literature review chapter and it helped to study, understand and analyse the case of the Pakistani public sector. The researcher drew on Pollitt and Bouckaert's (2011) work on public management reforms. They give a coherent understanding of how public management reforms evolved over thirty years (1980-2010) across twelve countries and also propose a model for its understanding. The model for public management reform proposed by Pollitt and Bouckaert (2011) was used as a base to understand the working of the public sector of Pakistan.

The methodology chapter (four) helped to verify the impact of existing variables of the Pollitt and Bouckaert's (2011) model in the Pakistani public sector context, and also identify new factors e.g. religion, and eventually themes which have an impact on organisational change and development in the public sector organisations of Pakistan. The philosophical approach of interpretivism, undertaking a case study method, carrying out a cross-sectional research with multiple qualitative data

collection and analysis techniques helped to streamline the whole process and make sense of the phenomenon under study (Saunders et al., 2007). Multiple data collections methods were undertaken to triangulate the data sources and strengthen the case study (Saunders et al., 2007; Yin, 2013). These included semi-structured interviews, participant observations and documentary sources. The primary data was collected through semi-structured interviews of senior and junior managers in public sector organisations which were part of service delivery. In addition, politicians, businessmen, retired bureaucrats working as advisers/consultants to government, government contractors, academics who act as consultants to the government and other individuals who interact or have interacted with the government in their profession were also interviewed. Thus, elite interviewing as a data collection method was undertaken. Therefore, the way the methodology was framed and the research was designed and executed helped to achieve the required research objectives. Despite the limitations which have already been addressed in chapter four, the methodological stance taken by the researcher helped to develop the themes and subthemes which impact the working of public sector organisations of Pakistan. This enabled the researcher to embark on the analyses of the empirical findings.

The preceding chapters developed a deeper understanding of the working of the Pakistani public sector, particularly from the perspective of organisational change, development and reform. The methodology chapter utilised the data to develop the themes and subthemes which impact the working of public sector organisations. Some of these subthemes are already part of the Pollitt and Bouckaert's (2011) framework for public management reform, while others have been identified through the thematic analyses as discussed in chapter four.

The two empirical chapters (five and six) focus on the four main themes which emerged from the data. The four themes which emerged from the data were: environment, technology, culture and organisational readiness for change. The chapters have been divided across these themes. The first empirical chapter (five) focussed on the environment theme and the other chapter (six) on technology,

culture and organisational readiness for change theme. Each of the subthemes is discussed in detail with examples to understand the impact on the working of public sector organisations, from the perspective of organisational change and development. There are examples given from each of the seven different organisations which are under study i.e. from the fifty six interviews conducted in the organisations under study. There is also an input from the twenty four general interviews which were conducted for the purpose of this research. It was observed during the analyses that not all organisations are affected by the factors identified in a similar way. It also appears that certain subthemes had more of an impact on certain organisations because of their strategic importance, priority within the government and potential benefit to the users.

The discussion in the preceding chapters paved the way for achieving the objectives of this research and also address the research questions given below, eventually helping to frame the proposed model for public sector reforms in Pakistan and other developing countries.

7.3 Summary of Findings

The objectives of the research are fourfold.

- Firstly, to analyse the public sector organisations of Pakistan and develop a coherent understanding of the factors which inhibit organisational change and development in them.
- Secondly, to evaluate the multifaceted impact of the identified inhibiting factors on the working of the public sector organisations of Pakistan.
- Thirdly, to use that understanding to propose a model for public sector reforms in Pakistan and other developing countries.
- Fourthly, to impact the way public policy is framed.

Specifically, the research attempted to answer the following questions:

1. What factors are inhibiting organisational change and development in public sector organisations of Pakistan?

2. How each of these factors affects the working of the public sector organisations of Pakistan?

The findings from the study have been able to achieve the required objectives and also answer the research questions below. The fourth objective is about implications of the research with respect to public policy which will be discussed in section 7.4 of this chapter.

7.3.1 Research Question 1

What factors are inhibiting organisational change and development in public sector organisations of Pakistan?

The Pollitt and Bouckaert (2011) model was used as a framework to explore, identify and analyse the factors which impact the reform process in Pakistan. The methodology chapter utilised the data to develop the themes and subthemes which impact the working of public sector organisations. Some of these subthemes were already part of the Pollitt and Bouckaert's (2011) framework for public management reform, while others were identified through the empirical findings. The existing and additional factors inhibiting organisational change and development in Pakistan are given in table 7.1 below.

Table 7.1: Existing and Additional Themes

Existing Themes in Model	Additional Themes
1. Rising Population Burden	1. Media Scrutiny
2. Impact of Global Economic Forces	2. Impact of Military Rule
3. Impact of Domestic Economic Policies	3. Political Interference
4. Impact of Pressure from Citizens	4. Bureaucratic Influence
5. Impact of Unexpected Events	5. Impact of Judiciary
6. New Management Ideas	6. Impact of Technology
7. Role of Structure, Policies, System and Processes	7. Civil Service Capacity
8. The Reform Process	8. Influence of Religion
	9. Impact of Macro Culture
	10. Impact of Meso, Micro and Nano Culture
	11. Organisational Readiness for Change

(Source: Author)

7.3.2 Research Question 2

How each of these factors affects the working of the public sector organisations of Pakistan?

The empirical chapters focused on the four main themes which emerged from the data which include: environment, technology, culture and organisational readiness for change. Their impact on the working of the public sector organisations of Pakistan is discussed below. Each of the subthemes is discussed in detail in table K1 in Appendix K, to understand the impact they have on the working of public sector organisations of Pakistan.

7.3.2.1 Environment

Environment is a keynote theme which has been identified, and impacts the working of the public sector organisations of Pakistan. Moreover, each of the subthemes also had a significant impact on the working of these organisations as evident from the above discussion. The subthemes included Rising Population

Burden, Media Scrutiny, Impact of Global Economic Forces, Impact of Domestic Economic Policies, Impact of Pressure from Citizens, Impact of Unexpected Events, Impact of Military Rule, Political Interference, Bureaucratic Influence and the Impact of Judiciary.

It may be argued that the primary impact of a rising population is an extra burden on the resources and manpower of the organisations. This burden was further exacerbated by the lack of informed planning due to inaccurate data about the population. Centralisation of the production process has also made it difficult for timely service delivery in some organisations. In the case of law enforcing agencies, the problems have been fourfold because enforcement has been difficult due to a surge in population, which has resulted in a significant increase in different types of crime.

Media has fulfilled its democratic function by being a mechanism of awareness for citizens, and awareness and accountability for public sector organisations. The media has also played an important role as a partner and image builder for departments. The influx of a high number of private channels in the last decade has resulted in better news coverage. Some organisations have tried to manipulate the reporting of the media in their favour which has resulted in undue pressure being exerted from the media to counter this. This issue does highlight the lack of proper accountability mechanisms which exist, resulting in potential for collusion between the media and public sector officials.

Global economic forces have acted as a support mechanism for the different organisations and there is a need to derive more benefits from them (incentive for change). They are seen to focus on projects in areas where the government lags behind, such as education and health. Despite benefits, use of foreign funds comes at a certain cost, where the donor agencies not only frame policies but also ensure their conditions are met. Successive governments have failed to plan alternative options for self sufficiency in the long run and are still dependent on donors. At times departments are seen to violate procurement rules to accommodate foreign companies and avoid delays. This has resulted in significant financial losses to the exchequer, in addition to affecting service delivery of related departments.

Domestic economic policies impact the government budget which is constrained, resulting in limited funds for the different organisations. In addition, austerity measures and the menace of terrorism restrain the funds even more, affecting expansion and capacity building. Departments have taken a number of revenue generating initiatives to fund the gap they face. A consistent allocation policy and relevant checks and balances in place would help to prevent leakages and wastage of funds. Lack of accountability, improper planning and individuals being able to use loopholes in the system are major contributors to loss of funds. Economic constraints continue to be a cause of concern, specially impacting the youth as with a high unemployment rate coupled with limited availability of jobs, the potential to go astray has impacted the working of law enforcing agencies.

Citizens are appreciative of departments who are already doing well in facilitating them, and also those who take their feedback and opinions into account to improve service delivery. There are formal mechanisms in place which facilitate the citizens to make comments and complaints about the departments to the relevant authorities. Citizen's at times are seen to use their connections to get benefits from government departments. This culture to oblige others significantly impacts independent working of the departments, and creates issues for its employees, in turn giving rise to unethical practices.

Unexpected events also impacted the working of the public sector. A number of departments provided support to the government during disasters. The departments did face a temporary resource constraint, as employees and funds were redirected towards relief efforts. The rising menace of terrorism has resulted in many organisations to enhance their security, which has resulted in a significant outlay for them, which the government needs to support through extra funds.

Most departments felt that their efficiency improved during a military government. Primarily because the military was disciplined and there was a lack of political interference during their rule, giving freedom to the employees. Some felt that these were short term improvements as the military does not focus on the long term. The influence of the military was significantly enhanced during their regime, mainly in terms of retired officers on contract and deputation in different

government departments. There also appears to be less corruption during a military regime as there is a fear among people that they would be held accountable for their actions. The military during their last regime was also able to benefit certain departments in the form of better infrastructure, technology and HR, improving their performance and service delivery.

It can be safely argued that, there is a significant impact of politicians and political parties on the working of the public sector. There was a feeling among the employees that their department was not given priority and only focused on when there was a potential benefit to the politicians. The politicians are also seen to micromanage in the affairs of the government departments including recruitment, postings and transfers. It appears that the political pressure is predominately exerted on the head of the organisations where they are influenced to gain benefits. This pressure seems to have been averted by the heads if they are well connected themselves or by the support of the Ministers who are the political heads of these organisations.

Bureaucracy is in a position to influence most affairs and the head of the organisation is seen to play a pivotal role in this. Bureaucrats are also seen to favour and benefit their political affiliations, in turn benefitting themselves as well. This appears to impact the sovereignty of the department. The bureaucrats who are apolitical appear to lose out as they are sidelined and not posted at mainstream positions. Politically affiliated clerks and other civil servants appear to be resistant to change and would not support any policies which would undermine their position.

The courts are quite active and act as official watchdogs, ensuring the organisations are in line. The courts also appear to have been successful in breaking the political-bureaucratic nexus to an extent. There has been a rise in judicial activism over the years which have resulted in a culture of accountability. This activism however seems to have resulted in over interference in the affairs of the government, as the rising suo moto actions by the court appear to impact the operations of the public sector.

7.3.2.2 Technology

The second major theme which emerged from the data was technology. The subthemes included Impact of Technology, New Management Ideas, Role of Structure, Policies, System and Processes and the Civil Service Capacity.

Technology is seen to be enabling and increasing efficiency at organisations. Some organisations felt that there is a need to update and capitalise on existing technology, deriving maximum benefit from it through proper awareness and training. Technology appears to have also improved transparency, accountability and service delivery in many organisations. At times there has been resistance from within and stakeholders because of a fear that technology may result in job loss for individuals who lack the required skills. However, the new, younger and educated officers have played a positive role by supporting the introduction of technology. Awareness and training at all levels in most departments would help individuals and organisations to benefit from technology use, in turn improving service delivery as well.

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coupled it with delegation of authority. Some organisations such as the Pakistan Post felt that other departments can perhaps utilise its extensive structure to offer shared services for the benefit of all. The PP appears to have been limited by its structure which is still centralised and seems to reflect colonial systems. It seems policies in most organisations have been enabling and improved service delivery. Some departments have lagged behind due to lack of dynamic and consistent policies. There have been instances where successive change of governments or the department's leadership resulted in policy changes which impacted the working of the organisations e.g. the PC and DGIP. A number of departments despite their constraints have developed international linkages and gained recognition because of their work e.g. the FIA and DGIP. It appears these collaborations have given exposure to these departments helping them to improve service delivery.

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transfers. However, there are certain organisations that have been able to benefit from religious teachings and have made them part of their training and work ethic. This has contributed to a tolerant, progressive and harmonious work environment, resulting in the growth and improved performance of these organisations.

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international regulatory requirements by the International Civil Aviation Organisation (International Civil Aviation Organisation, 2015). Similarly, the Pakistan Post took a number of revenue generating initiatives for its survival (Aftab, 2013). It seems a planned reform agenda was missing from these departments and the need for change was mainly because of external factors. There was a general consensus that reforms are a political decision and the role of the stakeholders is quite important for them. It seems if the stakeholders are aligned, then the reform process is relatively smoother, as was seen in the case of NHMP's creation (Warraich, 2008). The head of the organisation plays a pivotal role in highlighting the needs of the organisation to the relevant stakeholders and implementing the reform agenda. There was a view in most organisations that the government is financially constrained and reforms are not a priority because of this (Syed, 2014). Some departments which were new were able to undertake initiatives and bring about changes more easily such as the NHMP. It appears that although fragmented reforms took place in most organisations, they did improve service delivery e.g. in the DGIP because of delegation and Pakistan Post due to increased services (Aftab, 2013; *Dawn, October 13th 2013*). It seems meaningful reforms were not carried out in departments which had an important role to play in the power structure of the government, primarily because of political reasons (Abbas, 2011; Grare, 2010). Since reforms create uncertainty employees at certain organisations such as NUST were not in favour of them. This was mainly because they were retired military officers and did not want to risk any change which would result in them losing their job (Junaidi, 2013). It seems that transparency and accountability need to be part of the reform process to have the desired effect on the organisations, and curtail the rising menace of corruption in the public sector of Pakistan (Grare 2010; Kaini, 2002; Rana, 2013). This would ensure that the overall reform process is much smoother and achieves its desired objectives.

In light of the above discussion, it is clearly manifest that all themes and their sub-themes had an impact on the working of the public sector organisations of Pakistan. The intensity of their impact was different in each organisation. The sub themes identified and analysed in each sub section were also found in the literature review as evident from table 5.1, 6.1, 6.2, 6.3 presented in the empirical chapters

with selected references, justifying the use of sub-themes and strengthening the findings of this study. The analyses in the empirical chapters paved the way for meeting the objectives of the research and addressing the research questions.

7.4. Research Contributions

This study makes a number of contributions to academic literature because of its distinctive characteristics. The study extended the understanding of the prospects of organisational change and development in public sector organisations, especially in the context of a developing country like Pakistan. It provided a thoroughly researched perspective on organisational change and development and added to the limited empirical base of practice based studies.

The study built on the existing model of public management reform proposed by Pollitt and Bouckaert (2011). The revised model will be applicable to the developing country scenario and specifically to the case of Pakistan. This would be a value addition to the existing literature on public sector reform in developing countries. The study further contributes by acting not only as a bench mark, but by also providing a framework for creating an organisational change and development model for other public sector institutions in the developing countries, to follow suit and benefit from. The study is also expected to impact the way public policy is framed and executed, contributing to the literature in this area with respect to the developing country scenario. As discussed earlier, in relation to the colonial imprint on public sector organisations of Pakistan, the study would be of great practical relevance to other developing countries in the region especially those with a similar model of governance and cultural setting e.g. Post colonial India, and Bangladesh etc.

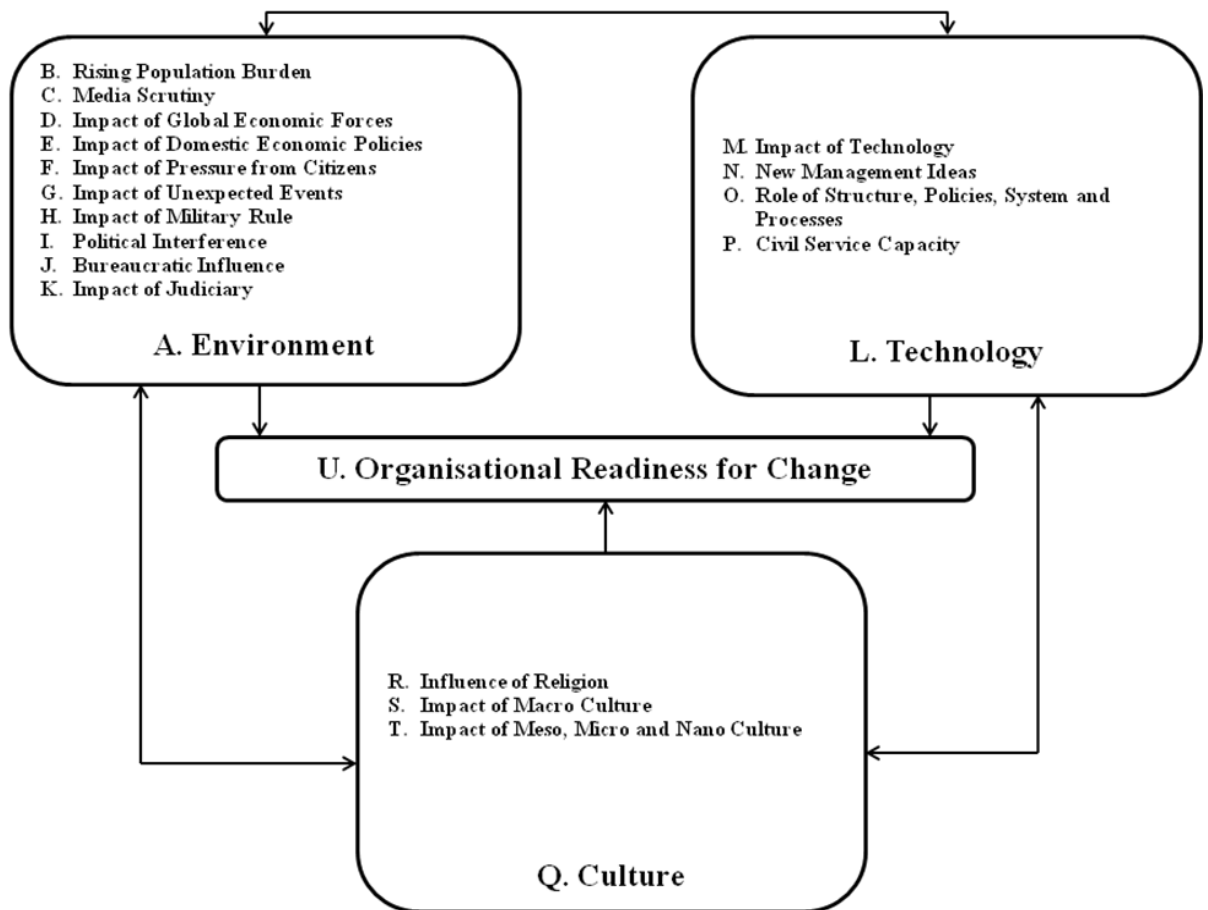
This study also aims to fill the gaps which were highlighted earlier. Firstly, it aims to contribute to existing literature on developing countries, by carrying out a detailed comparative empirical study of organisational change in the public sector. Secondly, this study aims to contribute to the limited literature on organisational change and development in the public sector organisations of Pakistan. Thirdly, the Pollitt and Bouckaert (2011) framework has not been applied to the case of

Pakistan, a gap which this study aims to fill. Finally, this study helps to develop a holistic model to understand public management reforms in Pakistan and other developing countries, which is given below.

7.4.1 Model of Public Management Reform for Pakistan

The revised model based on Pollitt and Bouckaert’s (2011) model is given below. It includes the new and old variables which have an impact on public management reforms in Pakistan.

Figure 7.1: Model of Public Management Reform for Pakistan



(Source: Author)

Politt and Bouckaert (2011) argue that the national governments would usually take the key reform decisions. The revised model has four boxes marked A, L, Q

and U which are the main themes while the rest of the subthemes i.e. the different variables which impact the public management reform process are marked with letter B – K, M – P and R - T. They are all interlinked and impact each other as well. The interaction between these different elements results in management change to occur. In chapter five and six which are the empirical findings and analyses chapters, all these variables and their impact on the public sector organisations of Pakistan have been discussed in detail. Moreover, a brief discussion is also given in table K1 in Appendix K.

At the centre of the revised model is organisational readiness for change (Box U) which is another main theme, and fundamental for change to occur in public sector organisations. The other themes and subthemes feed into this main theme (Box U). It must be pointed out at this stage, that the elite remains central to the decision making process in this revised model as well. Their impact has been split up into different subthemes such as impact of pressure from citizens (F), impact of military rule (H), political interference (I), bureaucratic influence (J) and the impact of judiciary (K).

In the light of the above discussion, it may be argued that the revised model helps to understand the public management reform process in Pakistan. It identifies pressures for change along with factors inhibiting change in the public sector. The themes and subthemes, identified through letters A - U in the model are the different variables which impact the public management reform process. The revised model gives the flexibility to be applied to different developing countries because each country will have their own environment, technology and culture (Box A, L and Q). Moreover, the other elements (marked B – K, M – P and R - T) would also be particular to that country's case, resulting in a specific version of the model for that country. Therefore, the revised model is quite dynamic and can be used as a framework to understand the public management reforms of different developing countries, as long as the factors which impact their reform process are explored and analysed in detail.

It may be argued that the above research and findings are in conformity with the variables identified in the literature review chapter. In addition to the existing

variables which have been justified through the Pollitt and Bouckaert framework, the additional themes have also been highlighted in other literature. This is evident from table 7.2 below with selected references, strengthening the findings and framing of the revised model.

Table 7.2: Additional Themes with References

Additional Themes	References
1. Media Scrutiny	1. Maddock (2002) 2. Ahmad (2013)
2. Impact of Military Rule	1. Ahmad (2013) 2. Elias Sarker (2006) 3. Islam (2005) 4. Pollitt and Bouckaert (2011)
3. Political Interference	1. Haque and Khawaja (2007) 2. Islam (2005) 3. Peters and Pierre (2003)
4. Bureaucratic Influence	1. Irvine (2007) 2. Kennedy (1987) 3. Singh (1998)
5. Impact of Judiciary	1. Ahmad (2013) 2. Fazli (2012) 3. Hussain, 2013

6. Impact of Technology	1. Paton and McCalman (2008) 2. Vann (2004)
7. Civil Service Capacity	1. Jabeen and Jadoon (2013) 2. Johnson and Leavitt (2001) 3. Kettl (1997) 4. Kotter (1996)
8. Influence of Religion	1. Ahmad (2013) 2. Talbot (2009) 3. Wynbrandt (2009)
9. Impact of Macro Culture	1. Bouckaert (2007) 2. Hughes (2003) 3. McHugh et al., (2000) 4. Peters (2010)
10. Impact of Meso, Micro and Nano Culture	1. Bouckaert (2007) 2. Hughes (2003) 3. Peters (2010)
11. Organisational Readiness for Change	1. Dye and Zeigler (2008) 2. Hood (1996) 3. Kiggundu (1998) 4. Shah (2011)

(Source: Author)

In addition, it may be argued that the research also makes practical contributions to a number of areas. Firstly, towards literature on developing countries in the area of public sector reforms and organisational change and secondly, in particular to the Pollitt and Bouckaert's (2011) framework for public sector reforms. This is evident from table 6.1 above where existing variables which are already part of the framework are verified and also justified in the case of Pakistan through the research findings. Moreover, eleven new variables were identified which impact the working of the public sector and in turn the reform process as well. This is a

significant contribution towards the existing Pollitt and Bouckaert (2011) model and is highlighted through the revised model in section 7.4.1 above.

There are also relevant contributions towards the specific literature area of each of the variables mentioned in table 6.1 e.g. global economic forces, civil service capacity and the influence of religion to name a few. These themes and their relevant subthemes also form a part of literature, which shows the impact of these different variables on the working of the public sector organisations in general and that of Pakistan in particular. This is also evident from the prevalence of the themes and sub themes in the existing literature review, where their impact can be seen on the working of the public sector in developing countries. The additional themes are also seen to exist in the existing literature as evident from table 7.2 where relevant references are also given to substantiate and justify the use of the additional themes in the revised Pollitt and Bouckaert (2011) model.

In light of the above discussion it may be safely argued that the research makes contributions to a number of areas and to literature which encompasses the four main themes which emerged from the data which include: environment, technology, culture and organisational readiness for change.

7.5. Areas for Further Research

The current study has made a number of contributions and going forward it can act as a base for further research. There are a number of potential research areas the author wants to explore which include and are not limited to the following:

1. A quantitative research survey to evaluate the findings of the current research in the existing organisations under study, and also other public sector organisations of Pakistan.
2. To carry out a cross organisation comparative analysis between different public sector organisations of Pakistan, to explore cross learning opportunities between organisations.
3. A qualitative research to evaluate the applicability of the revised model in other developing countries.

4. To carry out a cross country comparative analysis once the revised model is applied to other developing countries, to explore cross learning opportunities between countries.

7.6 Limitations of the Study

There are always certain limitations which exist in any sort of research study. The first one would be the limited time and resources which the researcher had at hand, given the enormous task mainly because of the vast subject which was being explored. It was an unexplored territory not only for the researcher but also for the existing field experts. The limited literature available on the subject with respect to Pakistan did not make the study easier, as it was the sheer passion, determination, guidance and support of the supervisory team which kept the researcher going. Secondly, the framework of Pollitt and Bouckaert (2011) was only applied to seven organisations. Perhaps application to more organisations would make the study richer. Similarly, application of the revised model to other countries needs to be carried out, to authenticate and further strengthen the contribution of the revised model. These limitations can be addressed through the areas of further research mentioned in section 7.5 above.

There were a number of limitations which the researcher encountered at each stage of the research process. They have been addressed, and the way they were catered to have also been discussed and justified in each of the thesis chapters. In chapter three, which is the literature review chapter, Riggs theory of prismatic society and its criticisms were discussed before addressing the criticisms of the Pollitt and Bouckaert's (2011) model and the justification of its application to Pakistan. In chapter four, which is the methodology chapter the philosophical perspective, research design and the approach taken, different data collection methods, research process and data analysis techniques employed were all discussed along with their limitations.

7.7 Validation and Reliability of the Research

To establish trustworthiness of the research in light of Lincoln and Guba's (1985) evaluative criterion of credibility, transferability, dependability and confirmability, the researcher employed a number of techniques to address each of these concerns, and strengthen the validity and reliability of this research. Firstly, to ensure credibility of the research the researcher engaged in 'prolonged engagement' where almost four months were spent in the field and observation studies were also carried out to develop an understanding of the different organisations and the phenomenon under study (Cohen and Crabtree, 2006). 'Triangulation' was also carried out in the methods and sources to ensure validity. In addition, 'member checking' was undertaken where initial findings were discussed with the participants to confirm validity (Lincoln and Guba, 1985). Secondly, to ensure transferability of the research, 'thick description' was carried out where the researcher gave an in-depth account of the research and field experience, explaining the cultural and social underpinnings along with their context (Holloway, 1997). Thirdly, to ensure dependability, an 'external audit' was carried out through presenting the initial research findings at three conferences and workshops. In addition, the research study was also evaluated by four external researchers and the supervisory team to evaluate the research process, including the accuracy of the findings and their interpretations (Creswell, 2013a; Lincoln and Guba, 1985). Fourthly, confirmability was ensured through an 'audit trail' discussed throughout the methodology chapter and in the template analysis section in chapter four specifically about theme development. 'Triangulation' was also carried out in the methods and sources to ensure validity. In addition, an 'external audit' was also carried out as already discussed to ensure confirmability (Cohen and Crabtree, 2006; Creswell, 2013a; Lincoln and Guba, 1985).

In light of the above discussion, it may be argued that the relevant steps were undertaken by the researcher to ensure validity and reliability of the qualitative research and establish its trustworthiness.

7.8 Concluding Remarks

In conclusion it can be safely argued that Pakistan is indeed at the crossroads of a political, social and economic change process. The population is affected by the performance and working of the public sector organisations and the government wants to change this and is working towards improvement of the public sector. The study aimed to bridge the gaps in literature in Pakistan on the subject of organisational change and development in public sector organisations. There are organisations which provide a motivation to carry out research on the public sector management reforms in Pakistan such as the National Highways and Motorway Police which has done well and is considered as an exemplar in public service.

The objectives of this research were fourfold. Firstly, to analyse the public sector organisations of Pakistan and develop a coherent understanding of the factors which inhibit organisational change and development in them. Secondly, to evaluate the multifaceted impact of the identified inhibiting factors on the working of the public sector organisations of Pakistan. Thirdly, to use that understanding to propose a model for public sector reforms in Pakistan and other developing countries. Fourthly, to impact the way public policy is framed.

A lot of work had been done in the case of public sector reforms in developed countries. The study attempted to benefit from their experience and also highlight a developing country perspective. A number of models were proposed in the literature to look at public sector reforms. The one proposed by Pollitt and Bouckaert (2011) was used and tweaked to fit the case of a developing country scenario. Bouckaert's (2007) work on organisational culture was also used to strengthen the model. A qualitative approach was used since the research was trying to look at people's behaviours, attitudes and experiences. Thus, it was possible to get an in-depth understanding of the working of the organisations. A thematic analysis was undertaken where multiple data collections methods were used to triangulate the data sources and strengthen the case study.

The study made a number of contributions and extended the understanding of the prospects of organisational change and development in public sector organisations,

especially in the context of a developing country like Pakistan. It provided a thoroughly researched perspective on organisational change and development and added to the limited empirical base of practice based studies. The study built on the existing model of public management reform proposed by Pollitt and Bouckaert (2011) and identified Pakistan specific variables. Consequently, a revised model was proposed for Pakistan and other developing countries. The research is a value addition to the existing literature on public sector reform in developing countries and impact the way public policy is framed and executed. The study is also of great practical relevance to other developing countries in the region especially those with a similar model of governance and cultural setting e.g. Post colonial India, and Bangladesh etc.

This study also fills the gaps in the literature. Firstly, by contributing to existing literature on developing countries, by carrying out a detailed comparative empirical study of organisational change in the public sector. Secondly, by contributing to the limited literature on organisational change and development in the public sector organisations of Pakistan. Thirdly, the Pollitt and Bouckaert's (2011) framework has never been applied in the case of Pakistan, a gap which this study fills. Finally, this study helped to develop a holistic model to understand public management reforms in Pakistan and other developing countries.

In light of the above discussion, it may be argued that the objectives of this research have been achieved and the research questions have been addressed. The fourth objective of this research was about implications of the research with respect to public policy, which has been addressed through the revised model and its variables, discussed in detail in section 7.3 and 7.4 above. Going forward, this will help to inform the relevant stake holders about factors inhibiting organisational change and development in the public sector of Pakistan. Stake Holders in this regard would not only be those policy makers in Pakistan who are at the national and provincial level of government but would also include international donor agencies and other experts who frame policies and fund projects for Pakistan. They would be given a generalised view of the issues at the organisations, and an informed opinion about the relevant organisations they are

framing policies for. By doing this, it is hoped that in the future, public policy would be changed and would result in betterment of the public sector of Pakistan.

As the thesis clearly demonstrates that despite multifarious bottlenecks the public sector institutions in Pakistan have survived over time and are aspiring for a better future. The current research study was an effort to pave the way for a better and holistic understanding of the Pakistani public sector from the perspective of reforms, and contribute to the limited literature on the subject. It is hoped that this will pave the way for future research in the area and would not only act as a base, but also a source of motivation for others. In addition, it is hoped that this study will contribute towards a better, stronger and stable Pakistan in the future.

Appendix A - Map and Flag of Pakistan

(a) Flag of Pakistan



(b) Map of Pakistan



(Source: Maps of the World, 2016)

Appendix B - Introductory Email to the Interviewees

Dear Mr/Ms XYZ,

I hope you are doing great. Sir/Madam, I am currently at the University of York, UK to gain my PhD in Business and Management. I am part of the prestigious York Management School.

My main area of research is looking at the Public Sector Organizations of Pakistan and what are the factors inhibiting organizational change and development in them. I believe you have played a significant role in the success of your organization and are aware of the central reasons for it. Therefore, your input in the study I am conducting would be of immense value to my research. I would be grateful if you would be available for an interview to discuss the working of your organization. Please find attached an interview guide with a list of potential questions.

Please let me add here that my objective is NOT to gather any confidential information about the organization. My main aim is to understand the workings of the organization.

I look forward to talk to you and if you have any questions feel free to contact me via email at mw1148@york.ac.uk or by phone on 0321-4401000.

Best Regards,

M Ali Wasim

Doctoral Researcher

York Management School

The University of York

Appendix C – Information Sheet for Participants

Information Sheet Specific

THE UNIVERSITY *of York*

Information Sheet for Participants

Research Project Title

Factors Inhibiting Organisational Change and Development in Public Sector Organisations of Pakistan.

Researcher

Mohammad Ali Wasim

(Candidate for PhD)

This information sheet is to apprise you of the nature of the research project and to ask you if you would like to participate in the study.

The Aim of the Project

The Aims/Objectives of this research are three fold. Firstly, to develop a coherent understanding of the factors which inhibit organizational change and development in public sector organizations of Pakistan. Secondly, to use that understanding to propose a model for public sector reforms in Pakistan and other developing countries. Thirdly, to impact the way public policy is framed.

Specifically, the research attempts to answer the following questions:

1. What factors are inhibiting organizational change and development in public sector organisations of Pakistan?
2. How each of these factors affect the working of the public sector organisations of Pakistan?

Who is doing the study?

The study is based at the Management School, University of York, UK and is being conducted by Mohammad Ali Wasim.

What will I be asked to do?

If you decide to participate, the researcher will visit you at your workplace at a date and time that would best suit you. He would like to interview you about the different factors which have an impact on the working of your organisation such as: socio economic factors which include impact of donor agencies, government spending and migration; chance events such as natural disasters and the organisational culture which may have an impact on the working of your organization to name a few. The aim of the interview is to collect information on factors which have an impact on the working of your organisation. It is expected that the interview will take about one to one and a half hours. He would like to digitally record the interviews and will ask you about this before he starts. If you would prefer not to be digitally recorded, he will take notes.

Why should I take part in the project?

By participating in this project you will help to inform the relevant stake holders about factors inhibiting organisational change and development in the public sector of Pakistan. Stake Holders in this regard are those policy makers in Pakistan at the national level of government who are not part of the research participants. They would be given an informed opinion about the relevant organisations they are framing policies for. They would also be given a generalised view of the issues at the organisation and how to frame policies to address them. By doing this, it is hoped that in the future, public policy would be changed and would result in betterment of the public sector of Pakistan.

Do I have to take part?

Participation is completely voluntary. If you decide not to take part, that is fine. If you do decide to take part and later change your mind, you can withdraw at any time. You do not have to give a reason.

What will happen to the information?

All the information you give to the researcher is confidential and may be used in future research. He will not discuss what you have told him with anyone except his PhD supervisors and he will not disclose to anyone that you are taking part. Output from the research will not identify anyone who has taken part.

When the research is complete, a thesis will be produced which will have detail and analysis of what was told to the researcher. The thesis will include recommendations for addressing the factors inhibiting organisational change and development in the public sector organisations of Pakistan. This would result in a better informed public policy and hopefully an improved public sector of Pakistan.

What happens next?

If you feel you *might* like to take part in this research project, please send your contact details to the researcher on the email address given below. He will then get in touch with you to tell you more about the project. If you then decide to take part, he will arrange a date to come to visit you at your workplace.

If you would like to get in touch, please feel free to contact Mohammad Ali Wasim (Email: mw1148@york.ac.uk) at the York Management School, University of York, York YO10 5DD.

Alternatively you can contact the Chair of the Economics, Law, Management, Politics and Sociology Ethics Committee (ELMPS): Professor Lucia Quaglia (Email: lucia.quaglia@york.ac.uk), Department of Politics, University of York, Heslington, York, YO10 5DD.

Thank you for reading this information sheet.

Information Sheet General



Information Sheet for Participants

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Why should I take part in the project?

By participating in this project you will help to inform the relevant stake holders about factors inhibiting organisational change and development in the public sector of Pakistan. Stake Holders in this regard are those policy makers in Pakistan at the national level of government who are not part of the research participants. They would be given an informed opinion about the relevant organisations they are framing policies for. They would also be given a generalised view of the issues at the organisation and how to frame policies to address them. By doing this, it is hoped that in the future, public policy would be changed and would result in betterment of the public sector of Pakistan.

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Participation is completely voluntary. If you decide not to take part, that is fine. If you do decide to take part and later change your mind, you can withdraw at any time. You do not have to give a reason.

What will happen to the information?

All the information you give to the researcher is confidential and may be used in future research. He will not discuss what you have told him with anyone except his PhD supervisors and he will not disclose to anyone that you are taking part. Output from the research will not identify anyone who has taken part.

When the research is complete, a thesis will be produced which will have detail and analysis of what was told to the researcher. The thesis will include recommendations for addressing the factors inhibiting organisational change and development in the public sector organisations of Pakistan. This would result in a better informed public policy and hopefully an improved public sector of Pakistan.

What happens next?

If you feel you *might* like to take part in this research project, please send your contact details to the researcher on the email address given below. He will then get in touch with you to tell you more about the project. If you then decide to take part, he will arrange a date to come to visit you at your workplace.

If you would like to get in touch, please feel free to contact Mohammad Ali Wasim (Email: mw1148@york.ac.uk) at the York Management School, University of York, York YO10 5DD.

Alternatively you can contact the Chair of the Economics, Law, Management, Politics and Sociology Ethics Committee (ELMPS): Professor Lucia Quaglia (Email: lucia.quaglia@york.ac.uk), Department of Politics, University of York, Heslington, York, YO10 5DD.

Thank you for reading this information sheet.

Appendix D – Consent Form for Participants



Consent Form for Participants

Research Project Title

Factors Inhibiting Organizational Change and Development in Public Sector Organizations of Pakistan.

Researcher

Mohammad Ali Wasim

(Candidate for PhD)

This form is for you to state whether or not you agree to take part in the study. Please read and answer every question. If there is anything you do not understand, or if you want more information, please ask the researcher.

Have you read and understood the information sheet about the study? Yes No

Have you had an opportunity to ask questions about the study? Yes No

Do you understand that the information you provide will be held in confidence by the researcher? Yes No

Do you understand that you may withdraw from the study at any time and for any reason? Yes No

Do you understand that the information you provide may be used in future research? Yes No

Do you agree to take part in the study? Yes No

If yes, do you agree to your interview being recorded? Yes No

(You may take part in the study without agreeing to this).

All data is held in accordance with the Data Protection Act.

Your name (in BLOCK letters): _____

Your signature: _____

Interviewer's name: Mohammad Ali Wasim _____

Date: _____

Appendix E – Interview Questions

Interview Questions Specific



Interview Questions

Q1. What in your opinion are the most important Social Forces acting on your organization? What is their impact on the working of your organization? E.g. migration, technology, social media etc.

Q2. What in your opinion are the most important Economic Forces acting on your organization? What is their impact on the working of your organization? E.g. IMF policies, government spending, inflation etc.

Q3. What in your opinion is the impact of the Political System on the working of your organization? Discuss the most important factors. E.g. citizens pressure, political party policies etc.

Q4. What in your opinion is the impact of Unexpected events on the working of your organization? Discuss the most important events. E.g. natural disasters, military coups etc.

Q5. What in your opinion is the impact of Influential people on the working of your organization? Discuss those people who have a higher impact. E.g. politicians, landlords, judges etc.

Q6. What in your opinion is the impact of the Administrative system of your own organization on its working? Discuss the most important factors. E.g. policies, structure and system etc.

Q7. What in your opinion is the impact of Culture on the working of your organization? Discuss the most important factors. E.g. societal or organisational culture etc.

Q8. In your opinion is there anything else which has an impact on the working of your organization?

Interview Questions General

THE UNIVERSITY *of York*

Interview Questions

Q1. What in your opinion are the most important Social Forces acting on public sector organizations? What is their impact on the working of those organizations? E.g. migration, technology, social media etc.

Q2. What in your opinion are the most important Economic Forces acting on public sector organizations? What is their impact on the working of those organizations? E.g. IMF policies, government spending, inflation etc.

Q3. What in your opinion is the impact of the Political System on the working of public sector organizations? Discuss the most important factors. E.g. citizens pressure, political party policies etc.

Q4. What in your opinion is the impact of Unexpected events on the working of public sector organizations? Discuss the most important events. E.g. natural disasters, military coups etc.

Q5. What in your opinion is the impact of Influential people on the working of public sector organizations? Discuss those people who have a higher impact. E.g. politicians, landlords, judges etc.

Q6. What in your opinion is the impact of the Administrative system of public sector organizations on their working? Discuss the most important factors. E.g. policies, structure and system etc.

Q7. What in your opinion is the impact of Culture on the working of public sector organizations? Discuss the most important factors. E.g. societal or organisational culture etc.

Q8. In your opinion is there anything else which has an impact on the working of public sector organizations?

Appendix F – Interview Guide

Interview Guide Specific

THE UNIVERSITY *of* York

Q1. What in your opinion are the most important Social Forces acting on your organization? What is their impact on the working of your organization? E.g. migration, technology, social media etc.

- Prompts:
- 1.1 Impact of Demographic change e.g. migration, refugees, increased life expectancy etc.
 - 1.2 Impact of the media including social media e.g. Facebook, Twitter etc?
 - 1.3 Impact of technology e.g. IT and systems etc?
 - 1.4 Impact of religion e.g. religious practices etc?

Q2. What in your opinion are the most important Economic Forces acting on your organization? What is their impact on the working of your organization? E.g. IMF policies, government spending, inflation etc.

- Prompts:
- 2.1 Impact of Global Economic Forces e.g. IMF policies etc.
 - 2.2 Impact of Domestic Economic Policies e.g. government spending, taxation etc.
 - 2.3 Impact of other economic factors e.g. unemployment, inflation etc.

Q3. What in your opinion is the impact of the Political System on the working of your organization? Discuss the most important factors. E.g. citizens pressure, political party policies etc.

- Prompts:
- 3.1 Impact of New Management Ideas e.g. private sector management styles, delegation, use of technology etc
 - 3.2 Impact of the pressure from citizens e.g. unsatisfied with the public sector, effectiveness and efficiency issues etc.
 - 3.3 Impact of party political ideas e.g. part of ruling parties manifesto, opposition parties manifestos etc.

Q4. What in your opinion is the impact of Unexpected events on the working of your organization? Discuss the most important events. E.g. natural disasters, military coups etc.

- Prompts:
- 4.1 Impact of earthquakes, floods, terrorism etc.
 - 4.2 Impact of Military coups.
 - 4.3 Impact of privatisation/ nationalisation.

Q5. What in your opinion is the impact of Influential people on the working of your organization? Discuss those people who have a higher impact. E.g. politicians, landlords, judges etc.

- Prompts:
- 5.1 Impact of Politicians.
 - 5.2 Impact of Businessmen.
 - 5.3 Impact of Land lords possessing large land holdings in rural areas.
 - 5.4 Impact of Judges/lawyers.
 - 5.5 Impact of Bureaucrats.

Q6. What in your opinion is the impact of the Administrative system of your own organization on its working? Discuss the most important factors. E.g. policies, structure and system etc.

- Prompts:
- 6.1 Impact of internal structure, policies, systems and processes.
 - 6.2 Impact of any reforms which were carried out.

Q7. What in your opinion is the impact of Culture on the working of your organization? Discuss the most important factors. E.g. societal or organisational culture etc.

- Prompts:
- 7.1 Impact of culture:
Macro (Society), Meso (Professional/Administrative), Micro (Organisational), Nano (The role or office one is in – Individual).

Q8. In your opinion is there anything else which has an impact on the working of your organization?

- Prompts:
- 8.1 Please elaborate.

Interview Guide General

THE UNIVERSITY *of York*

Q1. What in your opinion are the most important Social Forces acting on public sector organizations? What is their impact on the working of those organizations? E.g. migration, technology, social media etc.

- Prompts:
- 1.1 Impact of Demographic change e.g. migration, refugees, increased life expectancy etc.
 - 1.2 Impact of the media including social media e.g. Facebook, Twitter etc?
 - 1.3 Impact of technology e.g. IT and systems etc?
 - 1.4 Impact of religion e.g. religious practices etc?

Q2. What in your opinion are the most important Economic Forces acting on public sector organizations? What is their impact on the working of those organizations? E.g. IMF policies, government spending, inflation etc.

- Prompts:
- 2.1 Impact of Global Economic Forces e.g. IMF policies etc.
 - 2.2 Impact of Domestic Economic Policies e.g. government spending, taxation etc.
 - 2.3 Impact of other economic factors e.g. unemployment, inflation etc.

Q3. What in your opinion is the impact of the Political System on the working of public sector organizations? Discuss the most important factors. E.g. citizens pressure, political party policies etc.

- Prompts:
- 3.1 Impact of New Management Ideas e.g. private sector Management styles, delegation, use of technology etc
 - 3.2 Impact of the pressure from citizens e.g. unsatisfied with the public sector, effectiveness and efficiency issues etc.
 - 3.3 Impact of party political ideas e.g. part of ruling parties manifesto, opposition parties manifestos etc.

Q4. What in your opinion is the impact of Unexpected events on the working of public sector organizations? Discuss the most important events. E.g. natural disasters, military coups etc.

- Prompts:
- 4.1 Impact of earthquakes, floods, terrorism etc.

4.2 Impact of Military coups.

4.3 Impact of privatisation/ nationalisation.

Q5. What in your opinion is the impact of Influential people on the working of public sector organizations? Discuss those people who have a higher impact. E.g. politicians, landlords, judges etc.

Prompts:

5.1 Impact of Politicians.

5.2 Impact of Businessmen.

5.3 Impact of Land lords possessing large land holdings in rural areas.

5.4 Impact of Judges/lawyers.

5.5 Impact of Bureaucrats.

Q6. What in your opinion is the impact of the Administrative system of public sector organizations on their working? Discuss the most important factors. E.g. policies, structure and system etc.

Prompts:

6.1 Impact of internal structure, policies, systems and processes.

6.2 Impact of any reforms which were carried out.

Q7. What in your opinion is the impact of Culture on the working of public sector organizations? Discuss the most important factors. E.g. societal or organisational culture etc.

Prompts:

7.1 Impact of culture:

Macro (Society), Meso (Professional/Administrative), Micro (Organisational), Nano (The role or office one is in – Individual).

Q8. In your opinion is there anything else which has an impact on the working of public sector organizations?

Prompts:

8.1 Please elaborate.

Appendix G – Time Periods in Pakistan

- Pre independence/ Post Independence till now: British Colonial Impact.
- 1950's Early years: Lack of funds, weak government, constant threat of war from neighbouring India.
- 1960's Ayub Khan's Era: Development, Industrialisation.
- 1970's Bhutto Era: Reforms, Nationalisation, Left leaning policies, East Pakistan tragedy.
- 1980's Zia's Era: Dictatorship, Russian Invasion of Afghanistan, Afghan refugee issue, Rise of militancy, Religious elements on the increase.
- 1990's Nawaz and Benazir Era: Fluctuating Policies, start of politicisation of public sector, corruption, mismanagement, IMF influence, privatisation etc.
- Early 2000 Musharraf Era: Dictatorship, some reforms, War on terror, US influence.
- 2008 Gilani Era: High level of corruption, mismanagement, failing of public sector organizations e.g. Railways and Airlines etc.
- 2013 Nawaz Era: Inherited failing state and organisations, Military operation against terrorists, Bureaucratic spoils system, development of road network, Mega corruption, Panama leaks corruption scandals, huge borrowing from IMF, Economic corridor with china, rising inflation.

(Source: Literature Review and Documentary Sources)

Appendix H – Participant Observations Narration

H1: National Highways and Motorways Police

1. Work Environment

It was observed that the work environment was quite comfortable for the employees. Most of the offices which were visited had air conditioners, heating and also back up power generators. In addition, the work space was quite clean and well maintained over all and facilities for the employees such as eating area and clean toilets were available. The overall outlook of the offices was quite modern and comparable to private sector offices. Relevant facilities such as sitting areas and toilets for visitors were available and well maintained.

2. Public Dealing

The dealing with the public was quite limited in the offices and was mainly confined to the senior officials where friends, acquaintances and contacts would visit. Complaints by the commuters or others were normally filed in written and entertained accordingly, where the complainant may get an audience with senior officers to address their concerns in due time. Apparently, the response to individuals by the staff at the offices seemed quite helpful and polite, and most of the people visiting the offices were able to file their complaints or voice their concerns in an amicable manner. The staff at the offices and officers in the field seemed more vigilant and active when a senior officer was on tour in the field or were present in their office.

3. Professionalism

The officers and their staff dealing with the public seemed very professional and were addressing the concerns of people in a swift manner. They were hands on with the different rules and regulations which governed the department, and were able to legally justify their actions in the field and the offices.

4. Manpower and Resources

The manpower seemed sufficient in the offices but strained in the field, as many field officers complained of shortage of personnel resulting in multitasking in the field operations. This was mainly due to the lack of timely recruitment and increased jurisdiction of the force. Relevant resources such as modern patrol vehicles, weapons, wireless systems, speed cameras and other relevant technology were available with the officers in the field. In addition, office staff not only had computers and other required technology but also were putting it to effective use.

5. Client Satisfaction

During the limited time the researcher spent in the field and the offices of the department, the public which was observed seemed quite satisfied with the services being provided to them by the department.

H2: Punjab Police

1. Work Environment

It was observed that the work environment was quite comfortable for the senior employees. At the junior level, where there was more public access the things were quite bad as there were old buildings, some dating back to the British era. Most offices which were visited did not have air conditioners, heating or back up power generators, except for the offices of senior officers in the same vicinity. In addition, the work space was quite depleted in the offices of certain junior staff. Over all the facilities for the employees such as eating area and toilets were available but not well maintained at all, again a difference of standards was seen in the facilities provided to the senior officers. The overall outlook of the offices was quite dated and basic facilities such as proper chairs, sitting areas and toilets for visitors seemed to be inappropriate or missing.

2. Public Dealing

The dealing with the public was quite common in the offices. Complaints were normally filed in written and entertained accordingly where the complainant may get an audience with senior officers to address their concerns in due time. There seemed to be a delay in people getting an audience with the senior officers, and juniors seemed to shun them away with lame excuses such as the officer being busy or on tour in his area of jurisdiction. Apparently, the response to individuals by the staff at the offices did not seem very helpful and polite. Although, most of the people visiting the offices were able to file their complaints or voice their concerns but it felt as if they knew they won't be addressed. It was also witnessed in the case of the PP, that the staff at the offices and officers in the field seemed more vigilant and active when a senior officer was on tour in the field or were present in their office.

3. Professionalism

The officers and their staff dealing with the public seemed very professional specially when dealing with people who had come through a reference or were

well connected, and addressed their concerns in a swift manner. The other people from the general public were not so fortunate and faced hardships to get their concerns addressed. They were although quite hands on especially at the junior level with the different rules and regulations which governed the department, and were able to legally justify their actions in the field and the offices.

4. Manpower and Resources

The manpower seemed strained in the offices and the field as many officers complained of shortage of personnel resulting in multitasking. This was mainly due to the lack of timely recruitment and increased deployment of the force to different security duties especially with VIP's which mainly included politicians. Relevant resources such as patrol vehicles, weapons, wireless systems, speed cameras and other relevant technology were available with the officers in the field but limited to major cities and within certain developed urban areas. In addition, office staff had computers and other required technology but were using it for basic functions such as word processing.

5. Client Satisfaction

During the limited time the researcher spent in the field and the offices of the department, the public which was observed did not seem satisfied with the services being provided to them by the department, mainly because of selective service delivery and unnecessary delays in addressing their concerns.

H3: Directorate General of Immigration and Passports

1. Work Environment

It was observed that the work environment was quite comfortable for the employees. Most of the offices which were visited had air conditioners, heating and also back up power generators. In addition, the work space was clean and maintained over all and facilities for the employees such as eating area and clean toilets were available. The overall outlook of the offices was modern and comparable to private sector offices. Relevant facilities such as sitting areas and toilets for visitors were available and maintained but were limited compared to the requirement.

2. Public Dealing

The dealing with the public was quite limited in the offices and was mainly confined to the senior officials where friends, acquaintances and contacts would visit. Complaints were normally filed in written and entertained accordingly, where the complainant may get an audience with senior officers to address their concerns in due time. Apparently, the response to individuals by the staff at the offices seemed helpful, and people visiting the offices were able to file their complaints or voice their concerns. The junior staff at the offices and officers dealing directly with the public seemed more vigilant and active when a senior officer was on round near the customer facilitation desks.

3. Professionalism

The officers and their staff dealing with the public seemed professional and were addressing the concerns of people in a relatively swift manner. They were hands on with the different rules and regulations which governed the department, and were able to legally justify their actions while dealing with the public. At times it was witnessed that rules were used as a measure to unnecessarily delay the facilitation of the public.

4. Manpower and Resources

The manpower seemed strained in the offices and the customer facilitation desks as officers complained of shortage of personnel resulting in multitasking. This was mainly due to shortage of staff and increased pressure due to the large volume of customers at local offices. Relevant resources such as computers, cameras, scanners and relevant technology were available but limited. In addition, office staff had limited computers and other required technology and was trying to put it to effective use.

5. Client Satisfaction

During the limited time the researcher spent near the customer facilitation desks and the offices of the department, the public which was observed seemed relatively satisfied with the services being provided by the department with a few complaints regarding unnecessary delays in addressing their concerns.

H4: Pakistan Post Office Department

1. Work Environment

It was observed that the work environment was quite average for all employees. At the junior level where there was more public access the things were quite bad as there were old buildings, some dating back to the British era. Most offices which were visited did not have air conditioners, heating or back up power generators, except for the offices of senior officers in the same vicinity. In addition, the work space was quite depleted in most of the offices. Over all the facilities for the employees such as eating area and toilets were available in most offices but not well maintained at all, again a difference of standards was seen in the facilities provided to the senior officers. The overall outlook of the offices was quite dated and basic facilities such as proper chairs, sitting areas and toilets for visitors seemed to be inappropriate or missing.

2. Public Dealing

The dealing with the public was quite common in the offices. Complaints were normally filed in written or in person and entertained accordingly, where the complainant may get an audience with senior officers to address their concerns in due time. There seemed to be a delay at times in people getting their issues resolved. Apparently, the response to individuals by the staff at the offices seemed helpful and polite. Most of the people visiting the offices were able to file their complaints or voice their concerns to the relevant authorities.

3. Professionalism

The officers and their staff dealing with the public seemed very professional specially when dealing with people who had come through a reference or were well connected, and addressed their concerns in a swift manner. The issues were quite minor in nature including lost post, a delay or error in bill or pension payments. The other people from the general public at times faced hardships to get their concerns addressed. They were although quite hands on especially at the junior level with the different rules and regulations which governed the

department, and were able to legally justify their actions in the field and general offices.

4. Manpower and Resources

The manpower seemed strained in the offices as many officers complained of shortage of personnel resulting in multitasking. This was mainly due to the lack of timely recruitment due to a hiring freeze. Relevant resources such as computers, scanners and other relevant technology were available with the officers in the field offices but limited to major cities and within certain developed urban areas. In addition, office staff had computers and other required technology but were using it for basic functions such as word processing.

5. Client Satisfaction

During the limited time the researcher spent in the field and other offices of the department, the public which was observed did seem relatively satisfied with the services being provided to them by the department, and at times unnecessary delays in addressing their minor concerns was an issue.

H5: Planning Commission

1. Work Environment

It was observed that the work environment was quite comfortable for the employees. Most of the offices which were visited had air conditioners, heating and also back up power generators. In addition, the work space was clean and maintained over all and facilities for the employees such as eating area and clean toilets were available. The overall outlook of the offices was quite modern and certain departments had offices comparable to the private sector. Relevant facilities such as sitting areas and toilets for visitors were available and maintained.

2. Public Dealing

The dealing with the public was quite limited in the offices and was mainly confined to the senior officials where friends, acquaintances and contacts would visit. Complaints were normally filed in written and entertained accordingly where the complainant may get an audience with senior officers to address their concerns in due time. Apparently, the response to individuals by the staff at the offices seemed helpful, and people visiting the offices were able to file their complaints or voice their concerns.

3. Professionalism

The officers and their staff dealing with the public seemed professional and were addressing the concerns of people in a relatively swift manner. They were hands on with the different rules and regulations which governed the department, and were able to legally justify their actions while dealing with the public. At times it was witnessed that rules were used as a measure to unnecessarily delay the facilitation of the employees and also the public.

4. Manpower and Resources

The manpower seemed sufficient in the offices as shortage of staff was catered through individuals on secondment from other departments. Relevant resources such as computers, scanners and relevant technology were available but there was

limited use. In addition, office staff had computers and other required technology but were using it for basic functions such as word processing, including the use of personal email addresses for official communication despite having dedicated official email accounts.

5. Client Satisfaction

During the limited time the researcher spent at the offices of the department, the public which was observed seemed satisfied with the services being provided by the department.

H6: Federal Investigation Agency

1. Work Environment

It was observed that the work environment was relatively comfortable for the employees. Most of the senior officers which were visited had air conditioners, heating and also back up power generators. At the junior level where there was more public access the things were fine but the space was limited for the visitors. In addition, the work space was clean and maintained over all and facilities for the employees such as eating area and clean toilets were available but limited. The overall outlook of the offices was relatively modern. Relevant facilities such as sitting areas and toilets for visitors were available and maintained but limited.

2. Public Dealing

There was a lot of public dealing in the offices and at all levels; people from all walks of life visited the FIA. Complaints were normally filed in written, in person and entertained accordingly where the complainant may get an audience with senior officers to address their concerns in due time. Apparently, the response to individuals by the staff at the offices seemed helpful, and people visiting the offices were able to file their complaints or voice their concerns in an amicable manner. The staff at the offices and officers in the field seemed more vigilant and active when a senior officer was on tour in the field or were present in their office.

3. Professionalism

The officers and their staff dealing with the public seemed very professional and were addressing the concerns of people in a relatively swift manner. They were hands on with the different rules and regulations which governed the department, and were able to legally justify their actions while dealing with the public.

4. Manpower and Resources

The manpower seemed strained in the offices as many officers complained of shortage of personnel resulting in multitasking. This was mainly due to the lack of timely recruitment due to a hiring freeze. Relevant resources such as computers,

scanners and other relevant technology were available with the officers but limited. In addition, office staff had limited computers and other required technology but was using it for basic functions such as word processing.

5. Client Satisfaction

During the limited time the researcher spent in the field and the offices of the department, the public which was observed seemed quite satisfied with the services being provided to them by the department.

H7: National University of Science and Technology

1. Work Environment

It was observed that the work environment was quite comfortable for the employees. All of the officers which were visited had air conditioners, heating and also back up power generators. In addition, there were new buildings which were well maintained. At the junior level where there was more public access the things were also the same. Moreover, the work space was clean and maintained over all and facilities for the employees such as eating area and clean toilets were available. The overall outlook of the offices was quite modern and comparable to private sector offices. Relevant facilities such as sitting areas and toilets for visitors were available and well maintained.

2. Public Dealing

There was a lot of public dealing in the offices and at all levels, people from all walks of life visited NUST. Complaints were normally filed in written, in person and entertained accordingly where the complainant may get an audience with senior officers to address their concerns in due time. Apparently, the response to individuals by the staff at the offices seemed helpful, and people visiting the offices were able to file their complaints or voice their concerns in an amicable manner.

3. Professionalism

The officers and their staff dealing with the public seemed very professional and were addressing the concerns of people in a relatively swift manner. They were hands on with the different rules and regulations which governed the department, and were able to legally justify their actions while dealing with the public. At times it was witnessed that rules were used as a measure to unnecessarily delay the facilitation of the employees and also the public.

4. Manpower and Resources

The manpower seemed sufficient in the offices as shortage of staff was catered through individuals on secondment from other departments. Relevant resources such as computers, scanners and relevant technology were available. In addition, office staff had computers and other required technology and were putting it to effective use.

5. Client Satisfaction

During the limited time the researcher spent in the field and the offices of the department, the public which was observed seemed quite satisfied with the services being provided to them by the department.

Appendix I – Documentary Sources

	Organisation	Documentary Sources
1.	NATIONAL HIGHWAYS AND MOTORWAY POLICE	<ol style="list-style-type: none"> 1. Website: http://nhmp.gov.pk/ 2. Facebook page: https://www.facebook.com/National-Highways-Motorway-Police-Pakistan-Official-600697003337775/ 3. NH&MP Radio FM 95 MHz: http://www.ustream.tv/channel/wWmyfWvW2KL 4. National Road Safety Journal of NHMP 5. NHMP Year Books 6. NHMP Training College: http://www.nhmptrainingcollege.org/index.html 7. NHMP Newsletter
2.	PUNJAB POLICE	<ol style="list-style-type: none"> 1. Website: http://punjabpolice.gov.pk/ 2. Facebook page: https://www.facebook.com/IGPpunjab/ 3. Rules and Regulations: http://punjabpolice.gov.pk/RulesandRegs 4. Annual Policing Plans: http://punjabpolice.gov.pk/annualpolicingplans 5. Departmental Forms: http://punjabpolice.gov.pk/forms 6. Press Releases: http://punjabpolice.gov.pk/press_releases_2016

		<p>7. News: http://punjabpolice.gov.pk/news</p> <p>8. Sapahi Nama, A monthly magazine</p>
3.	DIRECTORATE GENERAL OF IMMIGRATION AND PASSPORTS	<p>1. Website: http://www.dgip.gov.pk/</p> <p>2. News: http://www.dgip.gov.pk/files/News.aspx</p> <p>3. Achievements & Initiatives: http://www.dgip.gov.pk/files/Initiatives.aspx#Initiatives</p>
4.	MINISTRY OF PLANNING DEVELOPMENT AND REFORMS	<p>1. Website: http://www.pc.gov.pk/</p> <p>2. Facebook page: https://www.facebook.com/pc.gov.pk/</p> <p>3. Annual Plan: http://202.83.164.26/planningcomission/wp-content/uploads/2016/08/AnnualPlan2016-17.pdf</p>
5.	FIA	<p>1. Website: http://www.fia.gov.pk/en/index.php</p> <p>2. Performance/Achievements: http://www.fia.gov.pk/en/achievements.php</p> <p>3. Laws, SRO's, and standing order procedures: http://www.fia.gov.pk/en/laws.php</p> <p>4. FIA Academy: http://www.fia.gov.pk/en/academy.php</p> <p>5. News: http://www.fia.gov.pk/en/news.php</p> <p>6. Publications: http://www.fia.gov.pk/en/publications.php</p>
6.	NUST	<p>1. Website: http://www.nust.edu.pk/Pages/Home.aspx</p> <p>2. Facebook page: https://www.facebook.com/NUSTOfficial</p>

		<p>3. Downloads: http://www.nust.edu.pk/Pages/Downloads.aspx</p> <p>4. Nust News: http://www.nust.edu.pk/VoN/Pages/NUST-News.aspx</p> <p>5. Panorama: http://www.nust.edu.pk/VoN/Pages/Panorama.aspx</p>
7.	PAKISTAN POST OFFICE DEPARTMENT	<p>1. Website: http://www.pakpost.gov.pk/</p> <p>2. Post office manuals: http://www.pakpost.gov.pk/ppovolumes.html</p> <p>3. Departmental information: http://www.pakpost.gov.pk/Dept_Information.html</p> <p>4. Postal staff college: http://www.psc.edu.pk/</p>
Other Documentary Sources		
Newspapers		
1.	DAWN NEWS Website: http://www.dawn.com/	
2.	EXPRESS TRIBUNE Website: http://tribune.com.pk/	
3.	THE NEWS Website: https://www.thenews.com.pk/	

4.	The Nation Website: http://www.nation.com.pk/
Local Journals and Magazines	
1.	Pakistan Administration: A Journal of the Pakistan Administrative Staff College
2.	Administration Journal, Public Administration Research Center Islamabad
3.	Pakistan Development Review
4.	Pakistan Journal of Criminology
5.	The Journal, National Institute of Public Administration
6.	Traffic Times: Road Safety and Traffic Awareness Magazine
Other Organisations	
1.	National Police Academy Website: http://www.npa.gov.pk/
2.	Punjab Police College Sihala Website: http://www.policecollegesihala.com.pk/
3.	Pakistan Institute of Development Economics Website: http://www.pide.org.pk/
4.	National Accountability Bureau Website: http://www.nab.gov.pk/
5.	National Police Bureau Website: http://www.npb.gov.pk/
6.	National Reconstruction Bureau Website: http://www.nrb.gov.pk/
7.	National Assembly of Pakistan

	Website: http://www.na.gov.pk
8.	Pakistan Press Foundation http://www.pakistanpressfoundation.org
9.	Pakistan Telecommunication Authority Website: http://www.pta.gov.pk
10.	Punjab Information Technology Board Website: https://www.pitb.gov.pk/
11.	Federal Public Service Commission Website: http://www.fpsc.gov.pk/icms/user/index.php
12.	Media Logic Website: http://medialogic.com.pk/tam/
13.	Department for International Development Website: https://www.gov.uk/government/organisations/department-for-international-development
14.	Transparency International Website: https://www.transparency.org/
15.	International Crisis Group Website: https://www.crisisgroup.org/
16.	Freedom House Website: https://freedomhouse.org
17.	Reporters Without Borders Website: https://rsf.org/

18.	United Nations Website: http://www.un.org/en/index.html
19.	United Nations Development Programme Website: http://www.undp.org/
20.	World Bank Group Website: http://www.worldbank.org/
21.	Asian Development Bank Website: https://www.adb.org/
22.	International Monetary Fund Website: www.imf.org/
23.	Department for International Development Website: https://www.gov.uk/government/organisations/department-for-international-development
24.	The Commonwealth Website: http://thecommonwealth.org

Appendix J – Data Tables

Table J1: Seven Pillars of Vision 2025

Pillar I	Putting People First – Developing Human and Social Capital
Pillar II	Achieving Sustained, Indigenous and Inclusive Growth,
Pillar III	Democratic Governance, Institutional Reform & Modernization of the Public Sector,
Pillar IV	Energy, Water & Food Security,
Pillar V	Private Sector and Entrepreneurship Led Growth,
Pillar VI	Developing a Competitive Knowledge Economy through Value Addition and
Pillar VII	Modernizing Transportation Infrastructure & Greater Regional Connectivity.

(Source: Ministry of Planning Development and Reforms, 2015)

Table J2: Public Expenditure

Area	Spending - 2014/15.bn (Rs)
1. Defence	776
2. Development	594
3. Education	537
4. Health	114.2
5. Pensions	1.1
6. Welfare	19

(Source: Economic Survey, 2015)

Table J3: Breakup of Federal Employees

Division	Number of Employees	Percentage
1. Railways	186,726	42.0
2. Communication	58,213	13.1
3. Revenue	49,808	11.2
4. Defence	38,264	8.6
5. Kashmir, Northern Areas, FATA	37,457	8.4
6. Interior	21,930	4.9
7. Finance	17,998	4.1
8. Education	16,485	3.7
9. Health	10,587	2.4
10. Housing and Works	6,705	1.5

(Source: Establishment Division, 2013)

Table J4: Grade wise Breakup of Federal Employees

Grade	No of Employees	Percentage
Basic Pay Scale (1 - 16)	312,509	70
Basic Pay Scale (17 - 22)	131,664	30

(Source: Establishment Division, 2013)

Table J5: Posting Breakup of Federal Employees

Area	Percentage
Punjab	42
Sindh	20
Khyber Pakhtunkhwa	5.1
Baluchistan	6.23
Azad Jammu Kashmir	0.26
Northern Areas	7.14
Federal Capital	18.29
Tribal Areas	0.27
Others	0.71

(Source: Establishment Division, 2013)

Table J6: Domicile Breakup of Federal Employees

Area	Percentage
Punjab	55
Sindh	18.9
Khyber Pakhtunkhwa	11.09
Baluchistan	4.51
Others	10.55

(Source: Establishment Division, 2013)

Table J7: Education Breakup of Federal Employees

Division	Percentage
No Formal Education	17
Under Matriculation	26
Matriculation	20
Intermediate	14
Bachelors Degree	14.47
Masters Degree	8.29
Doctorate	0.16
Others	0.08

(Source: Establishment Division, 2013)

Table J8: Selected Public Sector Organisations Budget Allocation

ORGANISATI ON	Budget - 2012.bn (Rs)	Budget - 2013.bn (Rs)	Budget - 2014.bn (Rs)	Budget - 2015.bn (Rs)	Budget - 2016.bn (Rs)
NHMP	26	29	30	34	37
<i>as a % of Federal Budget</i>	<i>0.81</i>	<i>0.81</i>	<i>0.76</i>	<i>0.79</i>	<i>0.84</i>
PP	52	65	70	81	87
<i>as a % of Punjab Budget</i>	<i>7.94</i>	<i>8.30</i>	<i>7.69</i>	<i>8.17</i>	<i>6.01</i>
DGIP	9.6	10.8	11.9	11.9	14.3
<i>as a % of Federal Budget</i>	<i>0.30</i>	<i>0.30</i>	<i>0.30</i>	<i>0.28</i>	<i>0.33</i>
PC	38	37	38	42	40
<i>as a % of Federal Budget</i>	<i>0.01</i>	<i>0.01</i>	<i>0.01</i>	<i>0.01</i>	<i>0.01</i>
FIA	10	7.8	9	8.5	10
<i>as a % of Federal Budget</i>	<i>0.31</i>	<i>0.22</i>	<i>0.23</i>	<i>0.20</i>	<i>0.23</i>

NUST	15	15	17	21	22
<i>as a % of Federal Budget</i>	<i>0.47</i>	<i>0.42</i>	<i>0.43</i>	<i>0.49</i>	<i>0.50</i>
PPOST	8.5	9.4	17.2	21.5	22.9
<i>as a % of Federal Budget</i>	<i>0.27</i>	<i>0.26</i>	<i>0.44</i>	<i>0.50</i>	<i>0.52</i>
<i>TOTAL FEDERAL GOV BUDGET</i>	<i>3203</i>	<i>3591</i>	<i>3945</i>	<i>4313</i>	<i>4394</i>
<i>TOTAL PUNJAB GOV BUDGET</i>	<i>655</i>	<i>783</i>	<i>910</i>	<i>991</i>	<i>1447</i>

Source: (Accountant General Pakistan Revenues, 2016)

Table J9: Interview Matrix

No	Department	Designation	Date
1	MOTORWAY POLICE	AIG ESTABLISHMENT/HR HEAD	Mar-14
2	PLANNING COMMISSION	SPECIAL ASSISTANT TO FEDERAL MINISTER	Mar-14
3	GENERAL	GOVERNMENT CONTRACTOR	Mar-14
4	GENERAL	LAWYER	Mar-14
5	GENERAL	RELIGIOUS VOLUNTEER	Mar-14
6	GENERAL	BUSINESS MAN	Mar-14
7	GENERAL	BANKER	Mar-14
8	GENERAL	LAWYER	Mar-14
9	GENERAL	GOVERNMENT CONTRACTOR	Mar-14
10	FIA	DIRECTOR GENERAL	Mar-14
11	PUNJAB POLICE	REGIONAL POLICE OFFICER	Mar-14
12	PUNJAB POLICE	ASSISTANT SUB INSPECTOR	Mar-14
13	PUNJAB POLICE	INSPECTOR GENERAL PUNJAB	Mar-14
14	MOTORWAY POLICE	SUB INSPECTOR	Mar-14
15	MOTORWAY POLICE	INSPECTOR GENERAL	Mar-14
16	PUNJAB POLICE	ADDITIONAL INSPECTOR GENERAL	Mar-14
17	MOTORWAY POLICE	SENIOR PATROLLING OFFICER	Mar-14
18	MOTORWAY POLICE	DEPUTY INSPECTOR GENERAL	Mar-14
19	PUNJAB POLICE	AIG ESTABLISHMENT/HR HEAD	Mar-14
20	GENERAL	TEACHER	Mar-14
21	GENERAL	ACADEMIC	Mar-14

22	PAKISTAN POST	POST MASTER	Mar-14
23	PAKISTAN POST	POST MASTER	Mar-14
24	PAKISTAN POST	POST MASTER	Mar-14
25	GENERAL	LANDLORD	Mar-14
26	GENERAL	GOVERNMENT CONTRACTOR	Mar-14
27	PAKISTAN POST	POST MASTER GENERAL PUNJAB	Mar-14
28	PAKISTAN POST	DEPUTY POST MASTER GENERAL/HR HEAD	Mar-14
29	PAKISTAN POST	SENIOR POST MASTER	Mar-14
30	GENERAL	MEDIA CONSULTANT	Mar-14
32	FIA	DIRECTOR	Mar-14
33	FIA	DEPUTY DIRECTOR	Mar-14
34	FIA	STATION HOUSE OFFICER	Mar-14
35	FIA	ASSISTANT DIRECTOR	Mar-14
36	FIA	INSPECTOR	Mar-14
37	GENERAL	PRIVATE JOB	Mar-14
38	PLANNING COMMISSION	YOUTH DEVELOPMENT FELLOW	Mar-14
39	PLANNING COMMISSION	DEPUTY CHIEF	Mar-14
40	PLANNING COMMISSION	YOUTH DEVELOPMENT FELLOW	Mar-14
41	PLANNING COMMISSION	YOUTH DEVELOPMENT FELLOW	Mar-14
42	PLANNING COMMISSION	DEPUTY SECRETARY/HR HEAD	Mar-14
43	PLANNING COMMISSION	CHIEF TECHNICAL	Mar-14
44	PAKISTAN POST	DIRECTOR GENERAL/CHAIRMAN	Mar-14
45	FIA	DEPUTY DIRECTOR GENERAL	Mar-14

46	FIA	DIRECTOR ESTABLISHMENT/HR HEAD	Mar-14
47	MOTORWAY POLICE	DEPUTY INSPECTOR GENERAL	Apr-14
48	MOTORWAY POLICE	DEPUTY SUPERINTENDENT OF POLICE	Apr-14
49	PUNJAB POLICE	DEPUTY SUPERINTENDENT OF POLICE	Apr-14
50	PUNJAB POLICE	SENIOR SUPERINTENDENT OF POLICE	Apr-14
51	PLANNING COMMISSION	FEDERAL MINISTER	Apr-14
52	MOTORWAY POLICE	ASSISTANT INSPECTOR GENERAL	Apr-14
53	NUST	DIRECTOR	Apr-14
54	NUST	DEPUTY DIRECTOR	Apr-14
55	NUST	MANAGER	Apr-14
56	NUST	DIRECTOR FINANCE	Apr-14
57	NUST	ASSISTANT MANAGER	Apr-14
58	NUST	MANAGER	Apr-14
59	GENERAL	PRIVATE JOB	Apr-14
60	PASSPORT OFFICE	PROJECT DIRECTOR	Apr-14
61	PASSPORT OFFICE	TECHNICAL OFFICER	Apr-14
62	PASSPORT OFFICE	ASSISTANT DIRECTOR	Apr-14
63	PASSPORT OFFICE	ASSISTANT DIRECTOR	Apr-14
64	PASSPORT OFFICE	MANAGER	Apr-14
65	PASSPORT OFFICE	DIRECTOR GENERAL	Apr-14
66	PASSPORT OFFICE	PROJECT MANAGER/HR HEAD	Apr-14
67	PASSPORT OFFICE	MANAGER	Apr-14
68	PUNJAB POLICE	SUB INSPECTOR	Apr-14
69	NUST	DIRECTOR/HR HEAD	Apr-14
70	NUST	PRO RECTOR	Apr-14
71	GENERAL	PRIVATE JOB	Apr-14
72	GENERAL	EDUCATIONIST	Apr-14
73	GENERAL	RETIRED ADDITIONAL SECRETARY	Apr-14
74	GENERAL	RETIRED FEDERAL SECRETARY	Apr-14
76	GENERAL	ACADEMIC/CONSULTANT	Apr-14

77	GENERAL	JOURNALIST	Apr-14
78	GENERAL	MEMBER OF PROVINCIAL ASSEMBLY	Apr-14
79	GENERAL	ACADEMIC/CONSULTANT	Apr-14
80	GENERAL	CONSULTANT/RETIRED INSPECTOR GENERAL POLICE	Apr-14

(Source: Author)

Appendix K – Additional Notes

K1: Understanding Organisational Change

K1.1 Rates of Change

Grundy (1994) has explained three different rates of change which organisations may go through. The ‘smooth incremental’ change is described as change in an organised and expected way. The change is normally at a constant rate over time in an organisation. The second type is ‘bumpy incremental’. This is where there are periods of calm followed by a sudden stepping up of change. The re-organisation of organisations from time to time is an example of this. The third type is ‘discontinuous change’, which is a significant change in a number of factors such as strategy, structure and culture. This sort of change could be seen in the case of the privatization of a public sector organisation which affects multiple factors in the organisation (Hermann and Flecker, 2013). The concept of incrementalism is also observed in the public sector where decision making is dependent on internal and external variables over time. The incrementalist approach argues that current policies are dependent on decisions made in the past (Lane, 2000). This approach is used in the budgetary process in the public sector making the planning process simpler and reducing the decision-making costs (Peters, 2014).

K1.2 Types of Change

There are a number of types of change but the two main ones are planned and emergent change, which have been predominantly discussed in the literature (Bamford and Forrester, 2003). The planned approach to change was formulated by Kurt Lewin in 1946 (Cummings and Worley, 2014). The approach focuses on understanding the states an organisation goes through during a change process. The three step model emphasises on letting go of old structures and processes, known as ‘unfreezing’. ‘Moving’ in a new direction by developing new values and behaviours through changes in the structures and processes and then finally ‘refreezing’ in the new state (Todnem, 2005). The approach mainly looks at the process of making changes. This approach has acted as a base for many other

change models (Cameron and Green, 2015; Cummings and Worley, 2014). Despite being considered as quite effective there is considerable criticism to the planned approach to change (Todnem, 2005).

The emergent approach to change on the other hand sees change as bottom up rather than top down (Bamford and Forrester, 2003). It states that change is quite fast paced and it is difficult to not only plan but also respond to the changes. There is a need for decentralization in responsibilities at organisations for the change process to take place. The change process is also not a sequence of actions but more of a continuous process adapting to the changing conditions. The change process is affected by a number of variables impacting the organisation and is quite unpredictable. This approach seems to be more relevant because it takes into consideration the uncertainty of the internal, external and temporal environment (Todnem, 2005). There is also criticism to the emergent approach that it is more of collated criticisms of the planned approach rather than an alternative (Wilson, 1992).

K1.3 Orders of Change

The 'orders of change' is another important aspect of organisational change. It helps to understand the scope of the change. Kuipers et al. (2013) on the basis of literature have formulated three orders of change which are also observed in the public sector. The 'first order' is changes in the sub-system i.e. in a part of the organisation or the sub system, includes alteration of systems or structures and is incremental in nature. The 'second order' is changes at the organisational level i.e. entire system changes, is organisation wide, includes movement in core organisational concepts and is transformational in nature. The 'third order' is changes at the sector level i.e. sector wide change impacting many organisations, includes identity change, spans organisational boundaries and consists of cross organisational change.

K2: The Prismatic Model Features

K2.1 Fused Society

The fused society consists of traditional political structures where power is informal and indistinct in nature. The elite are seen to be central and more powerful than the rulers. In addition, administrative and political structures seem to be missing and policies hardly exist. The main objective is to maintain order in society but the administrative functions are quite subjective. There is hardly any direct impact on the population and the political system is not properly formed. The administrative subsystem is called a 'chamber' in a fused society.

K2.2 Diffracted Society

The society is highly differentiated with specialised structures in place. There is a high level of integration and the societal functions are very explicit. The behaviour in such societies is categorised by universal norms and accomplishments. The administrative subsystem is called an 'office' in a diffracted society.

K2.3 Prismatic Society

The prismatic society has elements of both fused and diffracted societies. There are no marked structural differences seen to exist between the prismatic society and other two. The administrative subsystem is called a 'sala' in a prismatic society. The sala has the following three characteristics.

- a) Heterogeneity: The traditional and modern features in society are seen to coexist. There seems to be an unequal level of development and people are seen to be divided in society.
- b) Formalism: There appears to be a gap between theory and practice. Values and norms do exist but are never practiced.
- c) Overlapping: Similar functions are seen to be performed by different institutions in society. In the rural areas the elders, clergy and traditional leaders are seen to play an important role. Despite

the coexistence of traditional and modern structures, importance is given to traditional structures.

There are certain other elements which also exist in a prismatic society. Diverse religious or ethnic groups are seen to coexist but there is significant distrust amongst them. Individuals are seen to unduly favour members of their group in the bureaucracy. It is difficult to come to a consensus in society because of different communities having their own opinion on issues. In addition, there is a conflict between the traditional and the modern ideas in society making it difficult to take decisions. There is also a lot of favouritism in society where friends and relatives are seen to benefit from those in position of power. Authority is seen to be highly centralised in the case of a prismatic society while control is diffused. There is also unequal allocation of budgets between the different departments based on political inclinations rather than departmental requirements. Prices in society are not determined on the basis of demand and supply. As prices are not fixed and can be bargained, customers who have more clout are able to get a lower price compared to others.

K3: Research Question 2

Table K1: Impact of Sub Themes

Main Themes	Sub Themes	Impact
1. <i>Environment</i>	1. Rising Population Burden	<p>The rising population's primary impact has been the extra burden on the department's existing resources, impacting service delivery significantly. This has been exacerbated by the lack of informed planning due to inaccurate data about the population. Departmental staff which is already overburdened finds it difficult to serve their area of jurisdiction which is constantly increasing. Centralisation of the production process has also made it difficult for timely service delivery in some organisations. Rising unemployment is also a cause of concern leading to individuals trying to adopt illegal ways to go abroad. In the case of law enforcing agencies, the problems have been fourfold because enforcement has been difficult due to a surge in population, which has not only resulted in disregard to the rule of law but a significant increase in different types of crime, especially those against property. In just the province of Punjab crime against property went up</p>

		by 7% in 2016 compared to the same period in 2015 (Asghar, 2009; Ghumman, 2014; Punjab Police, 2016).
	2. Media Scrutiny	<p>Media scrutiny has significantly impacted the working of the public sector. It has fulfilled its democratic function by being a mechanism of awareness for citizens, and awareness and accountability for public sector organisations. The influx of a high number of private channels in the last decade has resulted in even small news being highlighted. At times this has led to irresponsible journalism despite steps taken by regulatory authorities to cater to this. Some organisations have tried to manipulate the reporting of the media in their favour, which has resulted in undue pressure being exerted from the media to counter this. The media has also played an important role as a partner and image builder for departments. The media over the years has become a significant pressure group and at times through investigative journalism been able to impact decision making and policy formulation in certain organisations.</p>

	<p>3. Impact of Global Economic Forces</p>	<p>The global economic forces have acted as a support mechanism for different organisations and there is a need to derive more benefits from them. They are seen to focus on projects in areas where the government lags behind, such as education and health. Despite the benefits the use of these foreign funds comes at a certain cost, where the donor agencies not only frame policies but also ensure their conditions are met. Austerity measures undertaken to fulfil the requirements of the donor agencies impact the availability of funds and related aspects of it. The fluctuating political landscape coupled with economic issues and increase in terrorism, makes it difficult to break away from the dependence on donors. Successive governments have failed to plan alternative options for self sufficiency in the long run. In the current government FDI is also playing an important role through the PSDP, which funds all the development projects being carried out in the country. At times departments are seen to violate procurement rules to accommodate foreign companies and avoid delays. This has resulted in significant financial losses to the exchequer, in addition to affecting service delivery of related departments.</p>
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	<p>4. Impact of Domestic Economic Policies</p>	<p>Domestic economic policies are also seen to impact the working of public sector organisations. The government budget is constrained resulting in limited funds for the different organisations. The government has to prioritise the allocation of funds because of this. In addition, austerity measures and the menace of terrorism restrain the funds even more, affecting expansion and capacity building. Running projects are also impacted due to the austerity measures, sometimes leading to complete shut down or a significant delay in completion. Departments have taken a number of revenue generating initiatives to fund the gap they face. In addition to having a consistent allocation policy, there is a need to have relevant checks and balances in place to prevent leakages and wastage of funds. Lack of accountability, improper planning and individuals being able to use loopholes in the system are major contributors to loss of funds. There is also a need for long term planning at the departments for sustainability, and also to make the most of their existing funds. Inflation and consumerism have also played their part, affecting individuals who found it difficult to make ends meet or to satisfy their material needs. They potentially</p>
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		<p>caused an increase in crime and impacted the working of law enforcing agencies.</p>
	<p>5. Impact of Pressure from Citizens</p>	<p>Citizens also have a considerable impact on the working of the government departments. They are appreciative of departments who are already doing well in facilitating them, and also those who take their feedback and opinions into account to improve service delivery. There are formal mechanisms in place which facilitate the citizens to make comments and complaints about the departments to the relevant authorities. The political parties are also seen to cater to the needs of the citizens by addressing them in their agendas. Those in power have an added advantage of implementing their agenda to facilitate the public. Citizen's at times are seen to use their personal and political connections to get benefits from government departments for themselves or others. This culture to oblige others significantly impacts independent working of the department and creates issues for its employees, in turn giving rise to unethical practices.</p>

	6. Impact of Unexpected Events	<p>A number of departments provided support to the government during disasters. This was in the form of collecting funds, distributing relief goods and also providing security to the aid convoys. The departments did face a temporary resource constraint, as employees and funds were redirected towards relief efforts. A number of organisations have SOP's in place to cater to disaster situations. They were able to backup their data where required, and also able to help with the relief effort because of their extensive network of offices in remote areas. The rising menace of terrorism has resulted in many organisations to enhance their security through the use of technology such as scanners and employing security guards. This has resulted in a significant outlay for them which the government needs to support through extra funds.</p>
	7. Impact of Military Rule	<p>Most departments felt that their efficiency improved during a military government. Primarily because the military is disciplined as part of their training, so they expect the same from the public sector organisations. In addition, there is a lack of political interference because the military is not supportive of it, giving freedom to the employees. Some felt that these were short term improvements as the</p>

		<p>military frames short term policies when in power, not focusing on the long term. Apparently the influence of the military is significantly enhanced during their regime, mainly in terms of retired officers on contract and deputation in different government departments. This is mainly the case because the military leadership finds it easier to get things done through their military counterparts. There also appears to be less corruption during a military regime as there is an element of fear among people that they would be held accountable for their actions, and no one would be spared. The military during their last regime was also able to benefit certain departments in the form of better infrastructure, technology and HR. The services of army personnel were utilised to train other law enforcing agencies and professionals from the private sector were also hired to work in certain departments, improving their performance and service delivery.</p>
	<p>8. Political Interference</p>	<p>There is a significant impact of politicians and political parties on the working of the public sector. They play a main role at the macro level in terms of policy formation and at times not all stakeholders of the department are taken on board, limiting the potential input. There was a</p>

		<p>feeling among the employees that their department was not given priority and only focused on when there was a potential benefit to the politicians. The politicians are also seen to micromanage in the affairs of the government departments including recruitment, postings and transfers. It appears that the political pressure is predominately exerted on the head of the organisations, where they are influenced to gain benefits. This pressure seems to have been averted by the heads if they are well connected themselves or by the support of the Ministers who are the political heads of these organisations. Privatization is also seen to create uncertainty in the departments and also affects their working. The politicians are seen to play an important role in the privatization process. With a number of organisations being considered to be privatized the interest of potential stakeholders is quite high. There is a growing concern among the public that strategic organisations should not be privatized, and there should be a more properly planned and transparent process. This would potentially increase the benefit from the privatization process.</p>
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	9. Bureaucratic Influence	<p>The bureaucracy is in a position to influence most affairs and the head of the organisation is seen to play a pivotal role in this. Bureaucrats are also seen to favour and benefit their political affiliations, in turn benefitting themselves as well. This appears to impact the sovereignty of the department. The bureaucrats who are apolitical appear to lose out as they are sidelined and not posted at mainstream positions. There appear to be politically affiliated clerks at some organisations, who have risen through the ranks because of their years of service and contacts within the civil service. They seem to maintain the status quo and are considered quite powerful, almost equivalent to bureaucrats. They appear to be resistant to change and would not support any policies which would undermine their position.</p>
	10. Impact of Judiciary	<p>The courts are quite active and act as official watchdogs, ensuring the organisations are in line. The courts also appear to have been successful in breaking the political-bureaucratic nexus to an extent. A number of bureaucrats, and the politicians who supported them, were brought to justice because of their involvement in corrupt practices at different public sector organisations. These sort of actions by the court</p>

		<p>against powerful individuals were unheard of in the past (<i>Dawn, June 23rd 2013; Dawn, April 21st 2014</i>). There has been a rise in judicial activism over the years which have resulted in a culture of accountability to be established. This activism however seems to have resulted in over interference in the affairs of the government, as the rising suo moto actions by the court appear to impact the operations of the public sector. The interference of the courts has led to jurisdiction clashes in a few departments causing issues for them. In addition, it appears that the defective legal system which results in a low conviction rate has also been an issue, primarily for the law enforcing agencies as their performance comes under scrutiny because of this.</p>
Main Themes	Sub Themes	Impact
2. <i>Technology</i>	11. Impact of Technology	<p>Technology is an important factor and impacts the working of the public sector. It is seen to be enabling and increasing efficiency at organisations. Some organisations felt that there is a need to update and capitalize on existing technology. There was relevant technology at</p>

		<p>these organisations but they were unable to derive complete benefit from it. This was at times because of lack of proper awareness and training. Technology appears to have also improved transparency, accountability and service delivery in many organisations. At times there has been resistance from within and stakeholders to the introduction and use of technology. There seems to be an element of fear that technology may result in job loss for individuals who are not comfortable with technology, or have been at the organisations for a while and lack the required skills. In addition there appears to be resistance to technology because the employees have not been made completely aware of the potential benefits of technology for the individuals and the organisations as well. However, the new, younger and educated officers have played a positive role by supporting the introduction of technology. There is a need to create awareness and impart technological training to employees at all levels in most departments to completely benefit from technology. This will help individuals and organisations to benefit from technology use, in turn improving service delivery as well.</p>
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	<p>12. New Management Ideas</p>	<p>The public sector has evolved over the years where NMI's are encouraged and accepted (Flynn, 2001). There are several factors which appear to have a significant role in the introduction and implementation of NMI's. It seems the head of the organisation and his management style, new officers, a culture of discussion at the organisation, foreign exposure, relevant incentives and the availability of funds help to create a conducive environment for NMI's. Despite the potential benefit of NMI's there are organisations where there have been limited NMI's primarily because of the prevailing status quo. In addition employees are de-motivated due to limited job rotation and lack of incentives to innovate. It seems the relevant stakeholders are also not supportive of any new ideas and reluctant to delegate. This limits the potential benefit of any reform process which took place at certain organisations such as the PP as there was partial implementation of plans (Grare, 2010). A planned approach to the implementation of NMI's would make them more sustainable and beneficial, significantly improving service delivery.</p>
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	<p>13. Role of Structure, Policies, System and Processes</p>	<p>The structure, policies, systems and processes all play a pivotal role in the working of the public sector. It appears all these factors need to be in sync with each other if an organisation wants to run smoothly and grow. It seems the structure has benefitted certain organisations that have utilised their hierarchy and coupled it with delegation of authority. Some organisations such as the Pakistan Post felt that other departments can perhaps utilise its extensive structure to offer shared services for the benefit of all. The PP appears to have been limited by its structure which is still centralised and seems to reflect colonial systems. It seems policies in most organisations have been enabling and improved service delivery. Some departments have lagged behind due to lack of dynamic and consistent policies. There have been instances where successive change of governments or the department's leadership resulted in policy changes which impacted the working of the organisations e.g. the PC and DGIP. A number of departments despite their constraints have developed international linkages and gained recognition because of their work e.g. the FIA and DGIP. It appears these collaborations have given exposure to these departments</p>
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		helping them to improve service delivery.
	14. Civil Service Capacity	<p>The capacity of the civil service has a significant impact on the working of the public sector organisations under study. It seems most of the organisations had a shortage of staff which impacted their operations. This shortage was because of a number of factors which included expansion of the department's area of jurisdiction, ban on new recruitments and employees working elsewhere unofficially to earn a living. It appears a qualified and educated work force appeared to be an enabling factor improving efficiency. These officers seem to create a work environment which is conducive to discussion, leading to growth of the organisation. Employees at different organisations felt that there were high expectations by the government from the work force without having a secure tenure, proper career planning, relevant trainings and providing for basic needs and facilities. The operational capacity of the organisations under study was also seen to affect their performance and efficiency. It seems the right infrastructure along with the required work environment and facilities were also missing from certain</p>

		organisations which impacted the operational capacity of the employees, impacting service delivery.
Main Themes	Sub Themes	Impact
3. <i>Culture</i>	15. Influence of Religion	Religion has been misused in certain organisations to shirk from work or discriminate against others. This misuse and discrimination has impacted the performance of individuals and also organisations, at times leading to an intolerant work environment. The rise of sectarianism in organisations is also a cause of concern, resulting in discrimination and a non-collaborative work place affecting performance. Minorities also face discrimination at different levels including during recruitment, postings and transfers. However, there are certain organisations that have been able to benefit from religious teachings and have made them part of their training and work ethic, contributing to a progressive and harmonious work environment. This work environment has resulted in a tolerant work culture which encourages and supports minorities and also gender diversity, contributing positively to these organisations growth and performance.

	<p>16. Impact of Macro Culture</p>	<p>The societal culture does have an impact on the working of the public sector. There seems to be a culture at most organisations where officers tend to oblige politically connected individuals, or other civil servants to survive at the position they are in. These favours seem to be confined to posting or transfers of individuals. This practice is considered quite normal in the public sector and as part of the Pakistani societal culture. However, there are certain organisations which have strict policies in place which restrict this sort of interference. In some organisations, the political culture appears to affect the behaviour of employees towards others in the department and the public, especially when these officers belonged to the political or rural elite themselves. The negative elements of the societal culture have become ingrained in certain organisations and basic work ethics such as punctuality seem to be missing. Moreover, employees felt that there is a need to have accountability in most organisations, as the impact of tolerance to corruption in society appears to be quite significant on the work culture</p>

		of organisations. There seems to be an intermingling of cultures in most organisations under study where the macro, meso and micro culture were all seen to have an impact on the organisations culture.
	17. Impact of Meso, Micro and Nano Culture	The organisational culture is impacted by a number of factors and is evolving in most public sector organisations under study. The heads of the organisations are seen to have a significant impact on determining the culture which impacts the operational working. It seems the heads own working style has a role to play e.g. if the head has a participatory management style, then the other employees follow suit and that is reflected in their attitude towards other employees. Some organisations were distinguished by their open, collaborative, facilitating and public friendly culture, while others still had strong bureaucratic cultures in place causing issues for the employees and the public. Employees felt that culture at certain organisations failed to evolve, still being primitive and colonial in nature, restricting the growth and development of the organisation and its employees. A cultural difference was also observed between offices of the same department

		because of being away from the head office or being situated in a specific geographical location. There appear to be certain limitations on the way work is carried out in offices situated in more conservative areas. The organisation has to be culturally sensitive to the areas they operate in and may have to make separate kiosks for males and females or restrict the type of clothes the employees can wear.
Main Themes	Sub Themes	Impact
4. <i>Organisational Readiness for Change</i>	18. The Reform Process	It may be argued that most of the departments under study felt that planned reforms are needed in them. Organisations such as the DGIP had to carry out reforms because of international regulatory requirements by the International Civil Aviation Organisation (International Civil Aviation Organisation, 2015). Similarly, the Pakistan Post took a number of revenue generating initiatives for its survival (Aftab, 2013). It seems a planned reform agenda was missing from these departments and the need for change was mainly because of external factors. There was a general consensus that reforms are a political decision and the role of the stakeholders is quite important for

		<p>them. It seems if the stakeholders are aligned, then the reform process is relatively smoother, as was seen in the case of NHMP's creation (Warraich, 2008). The head of the organisation plays a pivotal role in highlighting the needs of the organisation to the relevant stakeholders and implementing the reform agenda. There was a view in most organisations that the government is financially constrained and reforms are not a priority because of this (Syed, 2014). Some departments which were new were able to undertake initiatives and bring about changes more easily such as the NHMP. It appears that although fragmented reforms took place in most organisations, they did improve service delivery e.g. in the DGIP because of delegation and Pakistan Post due to increased services (Aftab, 2013; <i>Dawn, October 13th 2013</i>). It seems meaningful reforms were not carried out in departments which had an important role to play in the power structure of the government, primarily because of political reasons (Abbas, 2011; Grare, 2010). Since reforms create uncertainty, employees at certain organisations such as NUST were not in favour of them. This was mainly because they were retired military officers and did not want</p>
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		<p>to risk any change which would result in them losing their job (Junaidi, 2013). It seems that transparency and accountability need to be part of the reform process to have the desired effect on the organisations, and curtail the rising menace of corruption in the public sector of Pakistan (Grare 2010; Kaini, 2002; Rana, 2013). This would ensure that the overall reform process is much smoother and achieves its desired objectives.</p>
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(Source: Author)

Abbreviations

	Organisation	Abbreviation
	ASIAN DEVELOPMENT BANK	ADB
	ASSOCIATED PRESS OF PAKISTAN	APP
	CHIEF MINISTER	CM
	DEPARTMENT FOR INTERNATIONAL DEVELOPMENT	DFID
	DIRECTORATE GENERAL OF IMMIGRATION AND PASSPORTS	DGIP
	ENTERPRISE RESOURCE PLANNING	ERP
	FEDERAL INVESTIGATION AGENCY	FIA
	FEDERAL PUBLIC SERVICE COMMISSION	FPSC
	FEDERALLY ADMINISTRED TRIBAL AREAS	FATA
	HUMAN RESOURCES	HR
	INTERNATIONAL CRISIS GROUP	ICG
	INTERNATIONAL MONETARY FUND	IMF
	KHYBER PAKHTUNKHWA	KPK
	MEMBER OF NATIONAL ASSEMBLY	MNA
	MEMBER OF PROVINCIAL ASSEMBLY	MPA
	MINISTRY OF PLANNING DEVELOPMENT AND REFORMS	PC
	MUTTAHIDA QUAMI MOVEMENT	MQM
	NATIONAL ACCOUNTABILITY BUREAU	NAB
	NATIONAL ASSEMBLY OF PAKISTAN	NAP
	NATIONAL HIGHWAYS & MOTORWAY POLICE	NHMP
	NATIONAL INSTITUE OF PUBLIC ADMINISTRATION	NIPA
	NATIONAL POLICE ACADEMY	NPA
	NATIONAL POLICE BUREAU	NPB
	NATIONAL RECONSTRUCTION BUREAU	NRB
	NATIONAL UNIVERSITY OF SCIENCE AND TECHNOLOGY	NUST
	PAKISTAN INSTITUTE OF DEVELOPMENT ECONOMICS	PIDE

	PAKISTAN MUSLIM LEAGUE NOON	PML N
	PAKISTAN PEOPLES PARTY	PPP
	PAKISTAN POST OFFICE DEPARTMENT	PAKISTAN POST
	PAKISTAN PRESS FOUNDATION	PPF
	PAKISTAN TEHREEK-E- INSAF	PTI
	PAKISTAN TELECOMMUNICATION AUTHORITY	PTA
	PRIME MINISTER	PM
	PUNJAB INFORMATION TECHNOLOGY BOARD	PITB
	PUNJAB POLICE	PP
	PUNJAB PUBLIC SERVICE COMMISSION	PPSC
	SYSTEMS, APPLICATIONS, PRODUCTS IN DATA PROCESSING.	SAP
	THE WORLD BANK GROUP	WB
	TRANSPARENCY INTERNATIONAL	TI
	UNITED NATIONS	UN
	UNITED NATIONS DEVELOPMENT PROGRAMME	UNDP

(Source: Author)

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