

Managing Change within National Transformation: A Comprehensive Approach to Ethiopian public Service Organizations

Jemal Ahmed

Abstract-- Today's world is very dynamic with ever complicating changes. Organizations be private or governmental are facing internal or external challenges that force them to undertake some kind of change initiative to remain relevant in such a dynamic environment. Different methods have been innovated to bring about real and irreversible organizational changes. Various approaches have been in place for many decades to manage change projects. Change management outlines the steps needed to help the individuals to adopt change and do their jobs in the new way. Its goal is to help each individuals make a successful transition. In change management, the role of change models is very significant. John P. Kotter is a renowned leadership and change management scholar who has developed an eight steps change model that was successful in different organizations worldwide. Throughout the eight steps model, Kotter argues that quality leadership is critical for the real transformation to occur.

As modernizing public service is everything, the government wants to achieve for the country, Ethiopian public service organizations have been under change for the last two decades in which many reform programs and change tools have been implemented. Using specific change model in the civil service organization is not yet a customary business. The purpose of this paper is to consider the change activities under implementation in public service organizations by integrating national policy and strategy framework with Kotter's change model.

A literature search was conducted by focusing on the theoretical foundation of management of organizational change; and analysis of policy related documents and official reports.

The literature indicates that a leadership with good methodology and plan plays a crucial role and emphasizes the importance of using specific customized models to achieve successful change in the public service organizations. It implies that organizational change programs should link to the theoretical issues of managing change in order to utilize the model that best fits the context. This paper contributes to the ongoing practices of managing change in the public service organizations in the country.

Key words: change management, leadership, Kotter model, public service organizations, stages, transformation,

1 INTRODUCTION

This paper searches and analyzes the literature in the area of change management and relates it with the change management practices in the public service. It mainly focuses on the area of change model and application with the ongoing reform programs in the country by developing the methods to integrate the basic principles of the model with the policy, strategy, organizational vision and mission.

The study also used annual reports, annual plans, different documents and manuals in the reform program to analyze the current approaches and challenges of change management in the civil service organizations. Then, the study identifies the Kotter's change model's basic features by analyzing the stages' characteristics its applicability in the public service organizations' change management system. Because applying model is not common in the change management in public service organizations, it will contribute to the policy makers and practitioners to lead and implement successful change projects. There is great value in finding ways to improve the effectiveness of a transformation effort. How applicable are the principles of Kotter's leading change model for transforming modern businesses to today's transforming organizations? Focus of the paper on the usefulness of studying Kotter's model for senior leaders and the whole organization in today's organizations is very significant. This research seeks to find ways that

may improve the organizations' current transformation by investigating this model.

2 THEORETICAL BACKGROUND

Change is a natural phenomenon. It is everywhere. It is continuous, dynamic, complex and challenging. Today's world is in a constant and ever increasing dynamism [12]. In a dynamic and ever-complex world, change has become the constant. The change may be driven by external or internal forces. The changing environment is causing organizations to restructure and reconfigure their operations, processes and the nature of their products [23], [20], [28]. Therefore, organizations be private or governmental are facing internal or external challenges that force them to undertake some kind of change initiative to remain relevant in such a dynamic environment [9],[7]. Changes are planned or unplanned. Planned changes are always approached with systematic and controlled mechanisms. In this case, different methods have been innovated to bring about real and irreversible organizational changes [2],[4], [3]. Changes are also categorized into incremental and dramatic. Incremental ones are those focusing mainly on some aspect of the organization and the changes is slow. While dramatic changes are the one those focus on the whole organi-

zation as one entity and bring fast and revolutionary transitions. The focus in here is on dramatic changes that are undertaken to transform organization into new state. Both change management and models are considered from this point of view.

3 CHANGE MANAGEMENT

There is an immense theoretical and practical knowledge in managing change in organizations. Actually, no change projects are implemented without challenges and to tackle or minimize these challenges systematic approach to managing change has been in place for decades. Several different streams of thought have shaped the practices of change management.

So far, different kinds of methods and approaches have been developed and implemented worldwide. In different literatures, we can find various definitions for change management. Some define it as the process, tools and techniques to manage the people-side of change to achieve the required business outcome [1], [2], [5]. Change management focuses on the people impacted by the change and it outlines the steps needed to help the individuals accept and adopt it and do their jobs in the new way [15], [33], [20]. Others still consider change management as a system of incorporating the organizational tools that can be utilized to help individuals make successful personal transitions resulting in the adoption and realization of the change [9], [10], [40]. In this case, we relate the change management to the employees of organizations and it is mainly the definition related to the transformation of people in organizations.

As a means of transitioning people, change management is a critical part of any project that leads, manages, and enables people to accept new processes, technologies, systems, structures, and values. According to Lewin [19], the set of activities helps people transition from their present way of working to the desired way of working. According to [35] the underlying basis of change management is that people's capacity to change can be influenced by how change is presented to them. That is the role of leadership in setting clear direction in a very emotionally appealing way. Their capacity to adapt to change can shrink if they misunderstand or resist the change, causing barriers to change efforts. The rationale is that if people understand the benefits of change, they are more likely to participate in the change and see that it is successfully carried out, which in turn means minimal disruption to the organization.

More importantly, change management is a structured approach to transitioning individuals, teams, and organizations from a current state to a desired future state, to fulfill or implement a vision and strategy (Lewin, 1951; Kotter & Schlesinger 1979; Norton, 1999). It is an organizational process aimed at empowering employees to accept and embrace changes in their current environment. Therefore, change management involves ensuring employees' capacity to adapt to and work

effectively and efficiently in the new environment. Fundamentally, the basic goal of all change management is to secure buy-in to the change, and to align individual behavior and skills with the change [30], [31], [34].

Moreover, change management is a formal process for organizational change, including a systematic approach and application of knowledge in which defining and adopting corporate strategies, structures, procedures, and technologies to deal with issues stemming from internal and external conditions [18], [19], [17].

In business, environment change management is the continuous process of aligning organizations with marketplace and doing so more responsively and effectively than competitors are. In public organizations, the framework is clearly indicated that change success unequivocally is aligning organization to the national policy and strategy by properly defining and implementing their duties and responsibilities [44]. From the above definitions, we can understand that the central concern of change management is people and goal of change management is to help each individuals change to make a successful transition, given what is required by the process. Frankly speaking, systems, structures, procedures, laws and all other organizational issues are very important if we want to bring organizational transformation. Specially, these points are of great concern in public organizations where procedures are rigid and intact laws are in place for many decades. Therefore, taking change management as a holistic approach, the main thing in such an approaches is to lead a successful change project in a systematic and structured manner.

In this respect, there are numerous models and theories about change management, and it is a topic subject to more than its fair share of management fads and fashions [33]. Popular approaches include the linear, step by step methods exemplified by Kurt Lewin's classic three-phase model of change -- unfreeze, move or change, and refreeze, John Kotter's popular 8 step change model, the McKinsey's 7S model, and the ADKAR model.

Other approaches such as Rosabeth Moss Kanter's theories and change theories based on derivatives of the Kübler-Ross model which focus on the cultural and people aspects of change [8], [39]. Each approach has its pros and cons and no one framework is "best" in all situations. Indeed, it is not so much the actual model or theory that is important, but more than that, the extent of the approach that is taken is relevant to the circumstances. The success rate of change initiative is only 30% due to wrong approaches to change management.

Consequently, the best change approaches appears to use and adapt aspects of various models to suit the culture of the organization and the context of the change [38], [37]. Therefore, change management tools like balanced scorecard, business process reengineering, citizen's charter, kaizen, change army

(not necessarily change tool), are being implemented in the public service organizations. Nevertheless, these changes tools are not delivering the required results as they are dimmed by many challenges; among many others, leadership failure to bring the real changes, lack skill in leading change, problem of knowledge and skill among employees, confusing the change tools as they are implemented simultaneously [46]. But among all, leaders have a critical role in ensuring effective efforts for transformation and leadership failure is a failure change projects [9], [12], [3]. This frequently rose in the reports reform programs. The paradox in the public service is the inability of organizations to transform in the midst of using an extraordinarily important and world-class change management tools. As a result, there is an attempt by the government to remove these barriers and bring real for efficient and effective service delivery. One solution stated in national reform efforts is to prepare the abovementioned change to in package form. In reality, these change tools were developed based on different theoretical assumptions and philosophy and they have their full frameworks. Even though, how to package them is not yet clearly defined, this study puts an alternative to comprehensively implement them together and minimize the recurrent challenges in change management of public service organizations.

For this reason, boldly, the focus of this paper is, for now, on one of the most popular change model supposed to realize this purpose. Empirically, using change model is not common in Ethiopian public service organizations while it is repeatedly said that change models are important to implement change projects effectively.

4 THE KOTTER'S MODEL

John P. Kotter is a renowned leadership and change management scholar who has developed an eight steps change model in 1996 to provide a structure in approach that has been proved successful in different organizations worldwide. Throughout the eight steps, Kotter argues that quality leadership is critical by which people are impacted by the change and true transformation can occur. In his book, "Leading Change" Kotter outlines eight critical steps when transforming an organization and its principles are at the core of any successful change efforts. Having personally observed and studied hundreds of businesses during his twenty-five years in the field, Kotter describes the eight most common errors that prevent organizations from completing a successful change effort. He then presents an eight-step process that he believes every organization must go through to overcome these common mistakes and achieve its goals. Change efforts in the public service organizations were assessed against the model.

The core focus of change management is people while process, systems and others are secondary [38], [35], [36], [33], [4], [5]. According to [16] change behavior of single individual is a very complex task in the model and each stage has basic and

interrelated features in change management. In this model, all change activities are linked to one another.

STAGE 1. CREATE A SENSE OF URGENCY

Urgency is inertia for any change activity and it can be created in various ways. The seriousness of the existing problems and the future opportunities can create a strong sense of urgency in people. It gives energy for people a sense of winning and moving forward with strong commitment and sacrifice whatsoever the situation may be. Urgency is the beginning of first move in Kotter's model and it creates common understand among employees to work together for shared values.

Urgency creates the commons ground for all and people identify themselves as having common issues. The sense of urgency is mentioned in reform and change management in the public many times. Since, in the public service the key problem is that leaders do not act with sense of urgency. The central point in this first step is that, if we do not win the heart of people and lack urgency, large scale transformation is futile exercise. It implies that change leaders are required to combine national and organizational urgency for change to remain safe and competent and even to exist. At national level we should begin by understanding policy and strategy and the urgency to pull the country out of poverty and with the urgency to implement national programs. At this stage at organizational level compiling and revitalizing policy and strategy documents and combing with organizational mission and vision is the basis for creating strong sense of urgency. The urgency is created by preparing continuous training for the employees on diverse like the essence of developmental state, the need to stick to achieve the national vision, the essence of national and organizational strategies. How to survive in a chaotic modern world and the importance of national unity and the fate of failed states. Absolutely, almost all these documents are ready made in any form. As Kotter states the showing people the existing challenges (social, economic and political both internal and external) and future opportunity (in our case national vision) heightens the emotion of the people to desire more change. It is the basis for other stages.

STAGE 2. BUILDING A GUIDING TEAM

The created urgency helps to bring people together as they start to act for their shared goals. They also identify themselves as one group to acts together. This in turn develops team spirit and teamwork and they become willing to act together to overcome the common challenges. What puts people together neither is personal rewards nor benefits but their common problems. Everyone wants to assume leadership position and even take further risks when urgency is at the highest level. The implication is that inspiring and influencing people bring them together. The change army in the public service and the 1to5 team are ideal in this case. The people develop emotion and commitment and this can be heightened to make the change people-based. The structures in public

service organizations acting as an army are very necessary at this stage because there is no change without people. The implication for the civil service is that building strong, committed and full-fledged change army can be treated at this stage. The forum of the change army is creating a learning organization synergetic effect is high in teamwork and the change sustains. After providing high level training for the whole employees there will be a lot of issues, debates and concerns and this interactions create the fast moving people who would become change leaders. This is from whom the guiding team is created. A strong guiding team composes of few but real and enthusiastic people of change. They are the drivers and sponsors of organizational change. As a result, we need to re-define change army public organization. Because we are calling the whole employees of organization simply based on their formal positions, the real change agents at organizational level is absent. So, at this stage we have to select very few but highly committed people for change across departments and forming that tem at organizational level. The underlying reason for this is that not all people in mass equally accept and embrace change. It requires abandoning the traditional definition of change army in public service organizations.

STAGE 3. GET THE VISION RIGHT

One of the most important roles of leadership is envisioning people based on circumstances. A well functioning and strong guiding team ensures the questions required to put a sense of direction that is about properly defining the change needed in the organization, the opportunities for them. The vision has to be challenging but achievable; building team around unclear vision will create confusion and chaos in the organization. The guiding team formed at organizational level has to be equipped with enough knowledge, skills about both national and organizational vision. Resources like national policy and strategy, organizational documents, the whole change project and details should be provided. At this stage the current change tools (Balanced scorecard, business process reengineering, kaizen, citizens charter and change army), should be properly defined in terms of their essences, purpose, relationship and difference. The existing confusion among employees and public leaders concerning change tools is tackled here. Every detail procedure and method of implementing them should be clearly organized and presented. Its implication for the public service is that at this stage the change army has to be properly organized around national and organizational vision first. The next is exhaustively and comprehensively organizing resources and creating capability for the guiding team. However, fault line is that change army in public service is simply groups of the whole population of employees according to their departments and organizational formal structure. This is not a real change army because change army is teaming of uniquely few individuals with strong commitment to change. Frankly, speaking all em-

ployees do not get along with the change issues at once. As stated above, change army should be composed of the champions of change in the organization. It is the engine for change in the organization. Next to the executive leadership, it guides and supports mass behind it. Nevertheless, in whatever way the whole population of the organization cannot be a change army at once. The frustration that may surround the change project has to be in the first place properly dealt with in this team. Because the change team is forerunner in the organization for guiding, training, coaching others, this team needs proper leadership. For the change to be a reality, the right vision is vital. If at this stage the team is not well aware of every aspect of the change project and indulges into resistance that is a catastrophe for organization. This is like organizing people for nothing. It creates backfire and backlash for the change itself. Change team should be distinct and visible among the employees. Otherwise, the team remains simply as a pool and source of change obstacle.

STAGE 4. COMMUNICATE FOR BUY-IN

The vision is not locked in with the guiding team and it should be communicated properly to the whole employees. The change flows systematically and strategically through communication channels. The guiding team has to have a clear vision to envision the mass of employees and it becomes the candle of change in the organization. Therefore, widely communicating with a sense of direction to win peoples heart is very important. Since team with unclear vision and wrong approach confuses the employees, how, when, and what to be communicated should be well established. Communication is on daily and regular basis to help people catch up with the change. Poor communication is always a major milestone. Its application in the public service is that the change army should be people with strategic thinking who are change champions and always communicate tirelessly. The challenge is always clear as organizations in many ways do not identify proper people of change in the teams. Change communication appears in reform program coordination plans as a strategic objective². However, it does not seem that proper change communication is not yet established. Therefore, rather than dispersing information simply among employees using formal structures, a controlled, monitored and organized is more effective. The guiding team has to organize trainings, forums, and debates at organizational level. This is the stage at which much confusion, resistance, and challenges are resolved.

STAGE 5. EMPOWER ACTION

According to Kotter (1996) when people begin to understand and act on a change vision, you remove barriers in their paths. Best leaders empower their team for realizing successful change. Empowerment is not about assigning new authority and walking away. It is clearing their path to change by removing challenges. In any organization, there are always challenges in terms of knowledge, skills, attitude, working proce-

dures and the like. These prevent change teams not to move forward as required. They discourage the change itself. The change team has to be empowered to creatively facilitate and sponsor change widely and effectively.

In public service organizations, change management is always a problem and challenges are eminent. Strategically, these challenges have not yet been critically removed or minimized. The effect is that the change team becomes latent if not empowered. At this stage, removing barriers creates a fertile ground for the next change stage. The empowered team acts independently with a sense of ownership and able to mobilize the whole employees. Empowerment here involves, delegation, resource allocation, supporting, and keeping team spirit at the highest level. Creating strong employee morale is very important.

STAGE 6. CREATE SHORT-TERM WINS

As stated in this model empowered people create short-term victories that nourish faith in the change effort emotionally. Rewarding best performers in change activities keeps and builds momentum. As celebrating short-term wins adds fuel to change effort, people start to see the fruits of the effort and optimistically loop for future success. Therefore, short-term wins are about the future. However, people should not be highly attracted by the prospect of being rewarded. This is because the employees of the organization lose sight on change agenda and focus on personal benefits. This is usually a common error in this model and it is mainly due to celebrating short-term wins, which are invisible, untimely, not proportional and ambiguous. It has no contribution to the change efforts rather it damages. From the reports, it is clear that in the public service change has become a day-to-day agenda but not led strategically. There are many challenges in this area. In public service organizations, performance measurement is not yet well established and no uniform approach exists. Different organizations appraise employees' performance differently and it is not free from biases. The best performer is not always the real one. Inflation in this case is a serious problem always subject to debate. It is like beauty is in the eyes of the beholder. To solve this persisting problem and encourage more people for change a well-established performance measurement system is very necessary. This is because employees should not stack in short-term benefits and they should think beyond the current situation. That is, the current practices of selecting model employees should be thoroughly revised and implemented.

STAGE 7. DON'T LET UP

At this stage the set of first short-term wins encourage people to strive more for change. According to Kotter (1996) the change effort gets momentum and direction by short-term wins when enlightened people are unsatisfied until their vision comes true. The challenge here is false pride, demoralizing work, and declaring victory prematurely. Declaring victory amidst of pressing challenge is a fatal activity. The wins

should not distract people from their path and has to be proportional that keeps urgency up. Change activities should not be boring and burdensome. In the public service, there are trends of rewarding best performers both at national and organizational level. The problem is that there is no follow-up on those best performers within the context of encouraging people for more change. At organizational level, a tendency to focus on such rewards ignoring the big picture should be well investigated. There is a need to check the unique quality of people rewarded and the impacts on them. Clearly defining the performance measurement system and implementing it properly contributes to the change effort greatly.

STAGE 8. MAKING CHANGE STICK

As argued by [16] making the change institutional is very important for developing new, supportive and strong organization culture. When institutional change is realized, it sustains in place. Changes occasionally fall back if not deeply rooted in people. According to [16] successful change is more fragile than we often think, or wish to think. This is the making-change-stick problem in a very basic form. Making it stick can be difficult in any sphere of life. If this challenge is not well met at the end of a large-scale change process, enormous effort can be wasted. Likewise, if they are not supported by processes, working procedures and legal frameworks large-scale change projects can become futile exercises. Without making embedded in the main function of leadership planning and implementing continuous change in organization cannot be realized. Making a critical sharp distinction between managers and leaders, he stated that only leaders can cut through layers of negative corporate inertia to motivate people to change their behavior. Only leaders can successfully anchor change in a business culture. Simply 'managing change' is not enough. True transformation comes about, according to [16] only through 'leading change'. A lion's share in change management here is the top official. From administrative reports, it is the biggest challenge in public service organizations. At this last stage, in the public service, change tools like BPR, BSC, and citizen's charter, kaizen, should be institutionalized based on their integration procedures in the preceding stages. To tackle the problem of confusing these change tools with one another there should be implementation manual at organizational level.

In addition, over the last two decades, the public service is under enormous changes with so many change programs and the need to institutionalize them is very crucial.

5 THE REFORM PROGRAMS AND MODELING THE CHANGE MANAGEMENT IN THE PUBLIC SERVICE ORGANIZATIONS

From administrative reports, we know that all public organizations have departments or sections that are devoted to change issues. The paradox is that although there are such permanent structures in for change management, the ongoing

change initiatives have a lot of limitations and pitfalls. The challenges are observable at employee level, steams level and organizational level. Unusually, there are too many change programs are the sources of confusions and misunderstanding among the employees (Holbeche, 1998). In addition, according to Kotter (1978) and Shaun Joe (2009) approaching change in a comprehensive methodology increases the probability of implementing successful change. On the one hand modernizing public service is the primary agenda for the government to achieve the desired national vision.. On the other hand, approaching such changes systematically and using specific change model in the civil service organization is not yet known. As stated in MoCS (2005) that those change tools and programs need to be prepared in a package form yet no step has been taken to do so. Vitally, to remove resistance of change among employees, to minimize change barriers and make change efforts somewhat complete and lasting such idea is indispensable. The author argues that to implement high level and comprehensive supra methods in the midst of many change programs we need to adopt new way. Moreover, using change management models is important both for new and existing change projects. Although models are not 'one size fits all', customizing them according to organizational context and using them should not be missed.

Among such models, Kotter 8-step model is more applicable and fits the current change management efforts in Ethiopian public service organizations. This is mainly because under each stage it is possible to categorize both the change tools and minimize barriers related to them. The study analyses indicates that change model has significant application potential for public service organizations, and reinforces many of the model's key points regarding the transformation process. Successful transformation is shaped by many factors. From different administrative reports and documents, there are so many challenges in the implementation of change tools and change management. The challenges are related to leadership, challenges related to people behavior (MoCS, 2013). Employee capacity problems, skill gap, knowledge, resources, attitude, confusion on change tools, too many change tools, rent seeking, bad governance, unethical practices, corruption, lack of clarity on change direction, etc.

The country's image in front of the world community has also totally changing as one of the fastest growing economy with many opportunities. Now Ethiopia is mostly described as a land of opportunities for tourism, investment and overall relations. Many authors state that transformation is an irreversible change that happens in an organization. However, it is repeatedly stated that that public organizations are not changing at the speed of high-level national transformation. Many new change ideas and tools have been introduced into the Ethiopian public service organization to enable them deliver efficient and effective services to the citizens and thereby realize

the national vision.

The civil service reform programs was introduced and initiated in 1997 to tackle the overall challenges like, inefficiency, old bureaucracy, corrupt practices, and the like. The main objective of the program was to transform civil service organizations and thereby realize good services to the citizens. So far, numerous attitudinal, structural, and system changes have been achieved. It has enhanced the capacity public service. It has brought about new shift in public services and introduction of new strategic management and operating systems. It also improved access and application of very popular change tools like, strategic planning management, quick wins, total quality management, business process reengineering, management by objective, integrated performance management system, balanced scorecard, kaizen, also locally developed civil service change army (MoCS , 2013). However, among many public organizations, transformational changes have not been achieved.

The literature indicates that a good methodology plays a crucial role. There should be models to be used to achieve successful change initiatives in organizations. Therefore, the application of specific change model is recommended to transform today's public service as desired. Underlying Kotter's eight-stage model are two key elements: first, that the sequence of stages is relatively important and unchanging; second, that "leadership" (as opposed to "management") is the most critical aspect of the change effort. Regarding the issue of "sequence," Kotter's experience has shown him that while organizations and the people within them may operate in multiple phases at one time, or within different phases from each other based upon their position inside the organization, skipping stages or "getting too far ahead without a solid base" virtually always causes significant problems (Kotter 1996, 23). To ensure successful long-term change, organizations must go through each of the eight stages, generally in the order presented by Kotter. While his eight-stage model provides what he believes to be a sound concept for undertaking transformation, Kotter speaks even more strongly to the criticality of leadership within the transformation effort which is also the main challenge in the public service.

In understanding the ideas and practices that guide organizational changes senior leaders should possess a depth and breadth of knowledge. They must be intellectually sharp, and deal with concepts and complexity comfortably. They need a strong grasp of key trends and issues facing their organization and the wider sector, and develop long-range strategies and plans. They must probe deeply into issues without losing sight of the bigger picture. They learn quickly when facing new problems and should be comfortable handling risk and uncertainty. They must be willing to experiment and be open to change.

In this respect, having a strategic plan and vision helps to im-

plement successful change in organizations. In modeling the current change activities in the public service organizations, national and organizational visions are equally necessary to create a sense of urgency in people and guide all employees through the eight stages systematically. The model guides how to how to accept, execute, monitor, and measure a change effort that will realize organizational transformation. Generally speaking, all challenges prevalent and common to managing change in public service organizations correspond those common errors made by organizations in Kotter's model and must be treated in each stage. The model describes successfully managing change while each public organization needs to consider the best way to approach change based on their particular context. Though it is not always practically easy to fit this model's stages to the real world, activities at each stages can be treated accordingly keeping general sequence.

Above all, currently there many change management tools and approaches under going in Ethiopian public service organizations. They have to be reintegrated and organized to manage change successfully. The best approach proposed is using model that accommodates all current change issues and it is the Kotter's change model that fits best the current situation.

6 CONCLUSION

Numerous factors are causing change in an organization from either inside or outside the organization. For this reason, organizations of today are always under constant change to compete in the market, satisfy their customers' needs and ultimately to achieve the mission they stand for. So much theoretical knowledge is available in the field of change management and different methods and approaches have been developed. There are very popular change models that have been implemented and successful worldwide. The change models refine, structures, and systematize the change activities, which are very easy to track, and measures. Using model in change management in Ethiopian civil service organizations is not common while literatures highly suggest using model to lead effective change initiative.

Kotter's 8-stage change model clearly guides, and states principles to be followed in each stages and the consequences if not done. This principles and stages are highly relevant in managing changes in the public service organizations since most of the things we use in the Kotters model are ready made in our case.

The policy and strategy frameworks, national and organizational visions, growth and transformation plan, organizational missions, the change army and every existing issues in the reform program corresponds to one of the model stages. It implies that national change activities should be linked with the theoretical issues of managing change in public service organizations. The model clearly states what and how to do

things in each stage to implement organizational transformation. Furthermore, many of the reform challenges that are currently identified in the public service organization are the challenges stated in the Kotter's model. Therefore, applying the Kotter's model can help the change initiators and implementers to lead effective change and realize civil service organizations and thereby achieve the national vision. Since the major issue in change management is people, this study proposes the shift in the usual attention of change initiatives from processes and systems to people in the public service change management.

In sum, modeling the change management in the public service organizations will solve many of the existing challenges. Therefore, it encourages the focus on people rather than on processes, systems and materials. It has adopted new approach to change management in the public service organization by incorporating every dimension from national vision to policy and strategy to organizational visions and change tools. It also states the role of leadership as irreplaceable in organizational change management.

Acknowledgment

I would like to thank my wife Faiza Abdi who has always been encouraging me to complete this work.

References

- [1] Blanchard, K., & Hodges, P. (2003). *The servant leader: Transforming your hearts, heads, hands, and habits*. Nashville, TN: Thomas Nelson.
- [2] Bryman, A. (1992). *Charisma and leadership in organizations*. London: Sage.
- [3] Burns, J. M. (1978). *Leadership*. New York: Harper & Row.
- [4] Cooper, C. L. (2005). *Leadership and Management in the 21st Century: business challenge of the future*. Oxford: Oxford University Press.
- [5] Covey, S. R. (2002). *Forward*. In R. K. Greenleaf (Ed.), *Servant leadership: A journey into the nature of legitimate power and greatness* (pp. 1-14). New York: Paulist Press.
- [6] Fogli, Lawrence. (2006). *Customer Service Delivery: research best practices*. San Francisco: John Wiley & sons.
- [7] Hannabarger, Chuck., Buchman, Rick., and Economy, Peter. (2007). *Balanced Scorecard for Dummies*. Indiana: Wiley Publishing.
- [8] Holbeche, L. (1998a) *High Flyers and Succession Planning in Changing Organizations*. Horsham, West Sussex: Roffey Park Institute.
- [9] Holbeche, L. (2006). *Understanding change: theory, implementation and success*. Horsham, West Sussex: Roffey Park Institute
- [10] Kotter, J.P., (1978). *Organisational Dynamics*, New York: Free Press.
- [11] Kotter, J. P., & Schlesinger, L. A. (1979). *Choosing strategies for change*. *Harvard Business Review*, 57,106-114.
- [12] Kotter, J.P. (1985). *Power and Influence*. New York: Free Press.
- [13] Kotter, J.P. (1990). *A Force for Change: How Leadership Differs*. London: Management Free Press.
- [14] Kotter, J.P. and Heskett, J.L. (1992). *Corporate Culture and Performance*. New York: Free Press.
- [15] Kotter, J.P., (1995). *The New Rules: How to Succeed in Today's Post-Corporate World*, New York: Free Press.

- [16] Kotter, J.P. (1996). *Leading Change: Why Transformation Efforts Fail*. Boston, MA: Harvard Business School Press.
- [17] Kouzes, J. M., & Posner, B. Z. (1987). *The leadership challenge: How to get extraordinary things done in organizations*. San Francisco: Jossey-Bass.
- [18] Kouzes, J. M., & Posner, B. Z. (2002). *The leadership challenge* (3rd ed.). San Francisco: Jossey-Bass.
- [19] Lewin, K. (1948). *Resolving Social Conflicts: Selected Papers on Group Dynamics* (G. W. Lewin, ed.). New York: Harper & Row.
- [20] Lewin, K. (1951) *Field Theory in Social Science: Selected Theoretical Papers*. (D. Cartwright, ed.). New York: Harper & Row.
- [21] Lewin, K. (1952). *Field Theory in Social Science*. London: Tavistock.
- [22] Neely, Andy. (2005). *Business Performance Measurement: theory and practices*. Cambridge: Cambridge University Press.
- [23] Niven, Paul R. (2005). *Balanced Scorecard Diagnostics: maintaining maximum performance*. Hoboken, New Jersey: John Wiley & sons.
- [24] Norton, David. (1999). *Translating Strategy into Action: the balanced scorecard*. Walldorf, Germany.
- [25] Olve, Nils- Göran, and Sjöstrand, Anna. (2002). *The Balanced Scorecard*. Oxford: Capstone Publishing.
- [26] Parnmenter, David. (2010). *Key Performance Indicators: developing implementing and using winning KPIs*. New Jersey: John Wiley & sons.
- [27] Paul, Z. Jackson. & Mark McKergow. (2002) *Improvisational Learning*, Nicholas Brealey Publishing.
- [28] Poister, Theodore, H. (2003). *Measuring Performance in Public and Nonprofit Organizations*. San Francisco: John Wiley & Sons.
- [29] Roberts, Martin, (2006). *Change Management Excellence: Putting NLP to Work*. (Revised ed.) Crown House publishing Lmted.
- [30] Shaun, F. Goldfinch, and Joe, L. Wallis. (2009). *International Handbook of Public Management Reform*. Massachusetts: Edward Elgar.
- [31] Stickland, F. (1998) *The Dynamics of Change: Insights into Organisational Transition from the Natural World*, Routledge, London.
- [32] Stohl, C. and Cheney, G. (2001) *Participatory Processes/Paradoxical Practices*, *Management Communication Quarterly*, Vol. 14, No. 3.
- [33] Styhre, A. (2002). 'Non-linear change in organizations: organization change management informed by complexity theory'. *Leadership and Organization Development Journal*, Vol. 23, No. 6.
- [34] Sullivan, T.J. (1999) 'Leading people in a chaotic world', *Journal of Educational Administration*, Vol. 37, No. 5.
- [35] Terry, R. W. (1993). *Aurhentic Leadership: Courage in action*. Sanfrancisco: Jossey-Bass. Tetenbaum, T. (1998) 'Shifting paradigms: from newton to chaos'. *Organizational Dynamics*, Vol. 26, No. 4.
- [36] Tichy, N. M. (1997). *The Leadership Engine*. New York: Harper Business.
- [37] Tobach, E. (1994) 'Personal is political is personal is political'. *Journal of Social Issues*, Vol. 50, No. 1.
- [38] Tschacher, W. and Brunner, E.J. (1995) 'Empirical-studies of group-dynamics from the point-of-view of self organization theory', *Zeitschrift Fur Sozial psychologie*, Vol. 26, No. 2.
- [39] Valerie Iles and Kim Sutherland,. (2000). *Organizational Change: managing change in the NHS. A review for health care managers, professionals and researchers*. London school of hygiene and tropical medicine.
- [40] Wheatley, M.J. (1992) *Leadership and the New Science: Learning about Organization from an Orderly universe*.
- [41] Capacity building strategy document, 1993
- [42] Growth and Transformation Plan (2003-2007)
- [43] Ministry of Finance and Economic Development, 2014
- [44] Ministry of Capacity Building , 2005
- [45] Ministry of Civil Service annual report, 2014
- [46] Ministry of Civil Service annual plan 2015
- [47] Ministry of Civil Service change Army manual, 2005
- [48] Ministry of Finance and Economic Development, 2014
- [49] ____ Ethical Service: Ministry of Civil Service Bulletin, vol 1, 1 no. 2013