



## **Designing the Pattern of Administering Reform Policies in the Islamic Republic of Iran's Administrative System**

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### **Abstract**

The policy making of the Reform of the administrative system, which can be considered as effective in the efforts of the government to rule, is one of the major areas of political science and public administration. The purpose of this research is to design a native model for the implementation of the policy of Reform in the administrative system of the Islamic Republic of Iran. The present research is based on the quantitative and qualitative research methodology, in terms of purpose, applied development, and a descriptive survey type-correlation method. A questionnaire was designed for this purpose and designed for questionnaire design using 19 identification variables in the literature and the background of research and opinion of experts. A 400-person questionnaire was selected among managers in three levels of excellent, middle and lower levels in government departments of Golestan province using a disproportionate strain sampling method. The results showed that 19 variables were identified in three components: content, structure and Ground. The results of path analysis indicated that structural factors are related to the implementation of the policy of evolution in the administrative system, but the content and ground factors are not related to the implementation of the policy of evolution. The development of each country is closely linked to its administrative system and its effectiveness and, in essence, the model of development that its administrative system is subordinated to. Therefore, suggestions were made to create a suitable platform for implementation of the future reform policy.

**Keywords:** Administrative Reform, Policy Implementation, Content Factors, Structural Factors, Ground Factors.

### **Introduction**

The current world is the world of reforms and transformations. Peter Drucker states that: the first step of preparing the self in the current world, is forgetting yesterday. The organizations of today and future should be more flexible while reacting to the environment, more rapid while converting the idea to the action, and more able while administering basic reforms. Such features

need long-term and efficient policies in organizations (Iranzadeh, 2001). Ignoring the conformity with environmental changes may lead an organization toward annihilation. Nowadays, the managers of organizations and especially public administration work in a dynamic, ambiguous, and revolutionary environment. In other words, the extent and diversity of the power of the reform over the current organizations are so much that no other

solutions remain for them except the conformity and providing an appropriate response to such changes (Back Hard & Vandi, 1999). Organizational reform is a conscious and planned activity that is commonly done for solving a problem by managers, reform experts, and employees. The heart of this activity entails having access to organizational productivity considering humanitarian and democratic issues (Maes & Hootgem, 2011). Imperfect regulation and administration of public policies are among the problems that all countries (developed and developing) are facing. It has been observed that most of the policies have failed in the regulation phase after being approved or some of them have been put away before the administration phase and new policies are legislated; and some also have been abolished and forgotten while being compiled. Some other policies are also administered but whatever that is administered is different from whatever was considered. Selecting the method, how it is administered or its quality is of utmost importance and affects the final output. Governmental agents do and announce whatever they want; in contrast, they do not state the administration way seriously (Pourkhanlar & Kheiri, 2015). As it has been stated, nothing is more difficult in administration, more intolerable in being successful and more dangerous in managing than regulating new rules in the works (Ikaf Raschel, 2013). Besides, Wilson, in his article (1887) stated that the administration of the law is more difficult than its compilation (Alvani & Danaiefard, 1999). The management and planning organization of the country, as the administrator and council of ministers, has emphasized on the administration of programs by governmental systems, but has not identified the main method and administration process or its basic approach. Possibly, selecting

appropriate administration strategy and identifying and determining factors related to the administration can be effective in meeting the purpose; similarly, selecting inappropriate methods would endanger the reform flow and its purpose realization. It is evident that the components of reform programs interact with each other and have mutual relations so that emphasizing on one component and ignoring or paying less attention to other necessary parts, due to their multiple, macro, and systematic nature, may endanger their overall plan and main purpose. It is not clear that whether the administration of the change program as its current method, would finally lead to the change and development of the administrative system or not; and which factors are related to the administration of the Iranian administrative system's reform programs. Therefore, it has been sought in this study to investigate the factors related to the amount of administration of reform programs in Iran administrative system so that a documentary and supported response could be provided for the presented questions. Considering the mentioned issues, it could be concluded that through identifying the components and factors that are related to the administration of reform policies in Iran administrative system, an appropriate circumstance could be provided for the implementation of administrative reforms. Moreover, identifying such factors could be helpful in the presentation of a local model that is conformed with the policies and strategies of the Islamic Republic of Iran's system so that its administration be possible in society.

#### *The Concept of Administrative Reforms*

The literature of governmental management is full of theories regarding organizational reforms and its application in governmental management (Fernandez & Rainey, 2006)



including terms such as "reinvention", "revolution" and "reformation", which are commonly used in the novel governmental management movements and other recent changes in administrative theories (Kettl et al., 2010).

The term administrative reform refers to the novel technologies' settlement, changing the basics of strategies, reengineering processes, regenerating the organization to the framework of a different structure, taking a great step toward innovation improvement, integrating possessions as well as changing the culture in the administrative system (Katter & Kohen, 2014). Another definition has explained administrative reform as actions for making the bureaucracy more effective through making the needs clear and responding to them and public demands (Neshkova & Kostadinova, 2012).

Administrative reform is essential for both developed countries and developing ones. Therefore, administrative science and management experts have found responses to the questions of why administrative reform should take place? And why governments should amend their administrative reform or their roles and applications. (Pollitt & Geert, 2000) and (Pourkhanlar & Kheiri, 2015) could identify the theories supporting these amendments, the secondary policies of these theories not always completely agreed with each other (Goldfinch & Wallis, 2009).

The concept of organizational reform could be considered in two macro and micro levels. Regarding the micro-level, it includes data regarding individuals and their interaction inside the organization; however, in terms of macro-level, it refers to the data regarding strategy development, concordance of working power, and foreign factors (Oktem & Cetinkaya, 2012). In a comprehensive level, transformational

change has been explained as obtaining multiple consequences of change horizontally all over the organization and vertically in the layers and levels of the organization. The reform includes the renewal of organizational forms and applying changes in the products and services of the organization. Here, the capacity, domain, and basis of changes are more than what has been predicted in the strategic change (Tat Kei Ho, 2002).

According to the micro-level, organization reform includes activities for changing the attitude and behavior of employees, which is done by the help of reform experts using behavioral science techniques to improve the productivity and health of all organizational systems. Thus, the purpose of starting and administering a planned reform is organizing the relationships between organizational culture, structure, processes, and technology (Dincer, 2008). Regarding governmental management also, governments seek to take steps toward being harmonized with rapid and multilateral changes of "administrative system's reforms" in terms of various fields of politics, social, economic, technological, and informational. Although the administrative system has passed its development process, since 1970, the reformation of the administrative system and management improvement has been presented as a purpose and prerequisite for the development in various countries and during 1990, existing from the traditional form of government management and moving toward new governmental management has been emphasized (Meyer, 2000). Since then a great global event happened in managing the governmental section, which was moving from the traditional paradigm of governmental management to the novel management paradigm (Gramberg van, 2000). The reason

was that they had concluded that "continuing previous methods wouldn't solve their today's and tomorrow's problems". It seems that considering the mentioned issues by different pundits regarding the barriers and reasons behind resisting changes and reforms, the main and most important causes of reform plans' failure are related to its administration methods. Few countries are satisfied with the governmental bureaucracy and service system of their country (Witesman & Wise, 2012). In most of the developed countries, administrative reform is a change process in the structures and official procedures of public services part whose reason is not meeting political and social environments' needs (Killian & Eklund, 2008). In developing societies, administrative reform means modernizing and changing society for affecting social and economic changes (Osborne Stephen, 2006). According to (Barani et al., 2017), administrative reform is consciously changing structures and organizational processes of governmental sections to direct them toward better performance. In other words, reforming and improving administrative capacity means applying any changes in the administrative system whose aim is to increase the efficiency and effectiveness of the governmental section. Reforms and improvements of the governmental section is a vital response embracing the management of the governmental issues (Hughes Owen, 2003). The success of reform programs and changing administrative systems is possible through delivering "life's political trap". Instead of politics, correct and logical interaction between the administrative system and politics should be established. Political issues should be obliterated from the reform process of the administrative system and the administrative system should

more focus on public services purposes (Ozturk, 2008).

#### *Administrative Reforms in Iran*

During the Qajar period, Iran's bureaucracy had some features as other traditional bureaucracies including being personal, trading jobs and posts as well as nepotism. In this period, Abbas Mirza and Mirza Taghi Khan Farahani, known as Amir Kabir, were among people who administered administrative reforms. In Reza Shah Period, a new political system was formed and a new bureaucracy came to exist in terms of employees, purposes, offices, and activities. The first employment rule of the country was approved in 1922 with the aim of improving administrative capabilities.

During Mohammad Reza Shah Period in 1966, also, the second employment rule of the country was compiled in which, simplification and improvement of doing the works, studying and reviewing structures as well as processes were mainly considered (Najaf Beigi, 2009). After the Islamic revolution in 1978, the administrative system's reform was considered as a development tool in the form of a five-year development plan. Simultaneous with the administration of the third development plan in 2002, the government presented seven reform programs of administrative reforms to the administrative agencies of the country. The vision document of the twentieth perspective of the Islamic Republic of Iran in 2025 was communicated in December 2003 by the Supreme Leader emphasizing the reformation of the administrative and management system of the country as a purpose. Due to the decreases in the government's efficiency and administrative systems and the low-speed processes of administrative reform programs and the need to it, the overall policies of the



administrative system were communicated in 26 clauses by the Supreme Leader.

The fifth rule of the five-year development plan (2011-2015) has considered some issue regarding the administrative system and management of the country including the extension of the electronic government services, developing information technologies, increasing productivity in economics, social and cultural fields, integrating miniseries, and reducing them from 21 to 17, removing parallel organizations and limiting employment in the governmental systems to fit the governmental size (Kangarani, 2011).

To administer the overall policies of the tenth government's administrative system, ten administrative reform plans have been communicated to the administrative systems. The main principles of these ten programs included: 1. Decentralization, 2. Fairness in the employment and payment system, 3. Organizing human forces, 4. Establishing electronic government, 5. Increasing productivity and establishing the comprehensive system of performance management, 6. Official health, 7. Reforming structures and processes, 8. Empowering and cultural as well as specialized education of human sources, 9. Improving the management and expertise power of the country and increasing self-control feeling while doing works, 10. Honoring costumers (Supreme Leader site). As the Government of Hassan Rouhani has taken over, the administration of ten administrative reform plans and its related commissions have been almost stopped and in March 2014, the supreme administrative council has compiled eight reform plans of the administrative system in a reformed form considering organizational culture development for the first time. These plans were as the following:

Engineering the role and structure of the government, 2. Electronic development and official stratification, 3. General Services in the competitive space, 4. Managing human capital, 5. Management technologies, 6. Developing organizational culture, 7. Protecting people's rights and official health, 8. Observation and evaluation

In overall policies of the sixth plan (2017-2021), also, the following cases have been mentioned regarding administrative system's reform: establishing a comprehensive system and efficient statistics as well as information of the country, developing electronic government through a national network of data, and developing official and economic health and dealing with corruption.

Studies have shown that despite administering reform plans since the past, Iran's administrative system still is facing principal problems. As various countries in the world have created main changes in the governmental management area based on the new paradigm since 1980, Iran's administrative system still follows the traditional pattern. Considering the necessity of the change and reform in the country's administrative system, it always has had faced problems and difficulties.

#### *Background of the Study*

Various and dispersed studies have been designed and conducted regarding current research. Having done some investigations, a few of these studies have been mentioned in the following.

(Barani et al., 2017) investigated the barriers of the Iran administrative system's reforms. According to the findings of the study, 100 barriers have been identified in the form of eleven groups in three individual, organizational and trans-organizational levels. (Mirpanahi, 2015) explored the effect

of administrative reform management on the efficiency and productivity of governmental organizations with a 20 years vision document. The results of the research indicated that there were no significant relationships between organizational agility, the fitness of administrative organizations, and improvement of the satisfactory level in terms of novel servicing and determining purposes of administrative reform plans in governmental organizations; however, there was a significant relationship between making administrative system knowledge-based as well as the determined purposes of the administrative reform plan on governmental organizations.

(Ahmadi et al., 2014) investigated the amount of meeting reform plans in the administrative system with an emphasis on the strategic management index. The results showed that the amount of meeting reform plans in the strategic management index was 58% and the correlation between quadripartite indexes was confirmed.

(Jabbarzadeh et al., 2015) determined the amount of meeting reform plans of the administrative system in its health and stated that administrative reforms follow various processes such as employees' public cooperation, administrative structures' reform, the proportion of the duties and latitudes, applying official regulations, developing performance evaluation system, empowering employees and managers, managers' responsiveness against citizens, observing administrative system and developing informational methods.

(Jalali et al., 2015) investigated the amount of sovereignty of the reform dimensions in the administrative system of Medical Science University of Isfahan and concluded that each of the cultural, political, economic, social, and sports criteria affected the creation of changes in employees' behavioral patterns among which, cultural

factor had the most effect and economic factor had the least effect. Therefore, considering each of the mentioned quintuple factors would lead to the creation of changes in employees' behaviors; however, more focus should be on criteria that have obtained fewer scores.

Pourkhanlar (Ahmadi et al., 2014) investigated the amount of purpose and device agreement in the policies of doctors' full-time working on the administration model of this policy during 2014 and 2015 and stated that there was a powerful correlation between purpose and device agreement and effective administration of the model of policies. Increasing the share of the health system from the country's budget, designing an appropriate payment system to service providers, the cooperation of sections in the government for administering this law, and balancing the law to effectively administer this law were among the suggestions of this study.

The results of the study conducted by (Memarzadeh et al., 2011) regarding the evaluation of the effectiveness of administering public policies of the Islamic Republic of Iran in health care centers showed that the amount of effectiveness of different kinds of administrations was different from each other and to increase the efficacy of each of the administrations, various indexes should be considered. (Najaf Beigi, 2009) presented an administrative reform model in line with the total policies of 44 principles of the constitution of the Islamic Republic of Iran with the recreation approach of the government in 2011 and concluded that the existing administrative reform status in line with the total policies of 44 principles of the Islamic Republic of Iran's constitution was not appropriate and there were alliances between the responses of the respondents in three organizational levels of this regard. The most effective



factors on the administrative reform were respectively, management system, organizational culture, the fitness of the official structure, human forces' management, citizen-friendly, using management approaches of the private section in managing the public section of the administrative health, reforming processes and methodology and modernizing the government in administering the plans of administrative reforms.

(Maes & Hootgem, 2011) in a study entitled the problems and challenges of administering policies for national developments in Nigeria, stated that as the continuance of the existing policies and programs would lead to the failure of Nigeria government, public trust to the government's ability for obtaining national development decades, as well. Analyzing is of utmost importance in continuously administering public policies. Authors have not considered public policies as a bed full of rose flowers that are mostly challenged by administrators since they act as barriers to most of the future designs. Finally, they mentioned that administering effective policies can not only help in achieving continuous political commitment and present a clear definition of responsibilities and coordination but also can eradicate corruption from all levels of the government through creating real commitments.

(Rahman Khan & Khandaker, 2016) investigated the government and status of administering policies as a major and factors related to the executive functions based on the literature exploration and analysis of researchers. The evaluations showed that the lack of theoretical development regarding this issue has been the main concern for this principle and major and it has been a barrier for its complete administration. At last,

having a criticism over weak points related to the performance in administering politics, five theoretical models have been presented for improving the development performance including logical, organizational, political, bureaucracy, and principled management. It is expected that using these standards may help in overcoming the problems and lead to success in political performances.

(Pollitt & Geert, 2000) investigated policy administration, processes, and execution problems, in which policy administration was of utmost importance for the government's success. No policies could succeed except the one whose administration depends on accepting that policy by acceptors. This study sought to state the administration process of policies and the cooperation share of administrative organizations involved in policy administration. Organizations should consider issues such as communication, coordination, institutional design, public cooperation, and corruption reduction and do the required actions for dealing with these focused factors.

(Ikaf Raschel, 2013) explored administrative reforms in South Korea and concluded that administrative reforms had mostly undesired consequences. Novel public reforms of the management intend to weaken the powerful bureaucracy of nobles, which would increase bureaucracy. The main reason behind this is that bureaucrats are those who design and manage the processes of administrative reforms. Nobel bureaucrats do certain reforming actions, define them, and apply and implement the actions. Therefore, administrative reform fans should be confident regarding sufficient observational mechanisms on the bureaucracy in various reform processes

such as observing citizens or civic engagement.

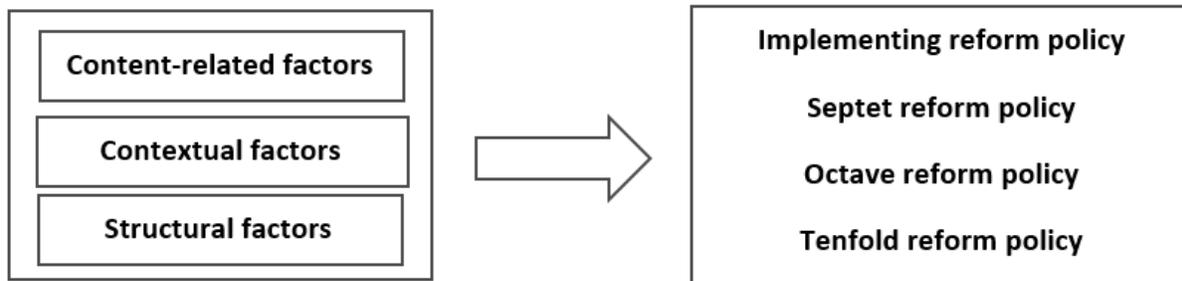
Although the mentioned studies are valuable, each of them has considered this issue from one perspective and no comprehensive view has been presented.

#### *Developing Hypotheses and Conceptual Model of the Study*

Considering the background of the studies, to present a local pattern of implementing reform policies in the administrative system, and to explore and compare the results of other conducted researchers to achieve a different, local, and applied model, the implementation of administrative reform program has been investigated based on the three-dimensional model of (Pourkhanlar & Kheiri, 2015) in three structural, contextual and content-related dimensions in a primary and suggestive model's format. In model categorizations, the three-dimensional model is categorized among logical models investigating most of the concepts, events, and phenomena through three-dimensional theoretical formats (structure, behavior, and context). Behavioral factors (content-related) includes all factors related to human forces encompassing organizational content such as employees' motivation, employee's morale, job satisfaction, and others; structural factors include a set of regular

relations governing internal components of the organization that constructs its body, such as being official, complexity, concentration and others; contextual factors, also, include external environment and conditions that cause behavioral and structural factors. By the three-dimensional model, the relationship between structural, behavioral, and contextual factors is meant so that no organizational phenomena or approaches can occur outside these three dimensions (Pourkhanlar & Kheiri, 2015).

To obtain the research model as the basis of the study, due to the extent of the subject, the results of other studies have been referred whose complete explanation has been presented in previous sections; moreover, the Delphi method and the comments of experts have been used to identify the main variables of the study and finally, have access to the theoretical framework of the research. The related factors connected to the implementation of reform policies were recognized through experts' views; 19 variables were selected as the main factors related to the implementation of reform policies in the administrative system and the conceptual model of the study was drawn according to this issue. Besides, a questionnaire was provided considering these 19 variables (Figure 1).



**Figure 1.** Conceptual model of the study

These factors were the main purposes of the study. In addition, presenting suggestions for providing appropriate contexts of implementing reform policies in future years based on the results of the current study were among the purposes; therefore, the following purposes had been presented:

1. Identifying factors related to the amount of implementing reform policies in public organizations of Golestan province
2. Investigating the structural pattern of the relationships between model variables and their fitness
3. Presenting the pattern of implementing reform policies in the administrative system of the Islamic Republic of Iran

## **Methodology**

This study was applied in terms of purpose, it was descriptive-survey in terms of data collection and it was an exploratory mixed-method study in terms of approach. Statistical population of the study included all 36 public organizations of Golestan province, which were sampled using purposeful methods. Since the first reform plan of the administrative system was approved in 2001 and it had been implemented in 2002, all public organizations' managers of Golestan

province having at least a B.A. degree of education and at least 15 years of work experience (400 individuals), were selected as the samples of the study.

To compile the theoretical foundations and literature of the study, library information and researches, written histories, and other Persian and Latin sources were utilized. To be more confident regarding the content validity of the measurement tool, the following actions were taken:

- Studying written sources and using the comments of experts regarding policy-making processes.
- Primary distribution of the questionnaire among sample groups and using their feedbacks and adjustable comments.
- Presenting necessary explanations along with the delivery of the questionnaire in written and electronic forms to the respondents.

To collect the data for compiling the background of the study, the library method was used and for collecting the data related to the study variables, field methods, and a questionnaire were utilized. This was done in the way that firstly, to identify the factors related to the implementation of reform policies, 30 experts were selected as the decision-making team using the Delphi method and through selective sampling; finally, data were categorized and 19 variables were selected through sounding

from experts for providing the questionnaire. To validate the research tool, firstly face and conceptual validities were investigated and confirmed by 30 experts; then, to measure its content validity, the content validity ratio method was utilized for which, the obtained values for the indexes were more than 0.9. To investigate the structural validity of the research tool, exploratory factor analysis was used. The results of the exploratory factor analysis indicated that 19 indexes of the factors related to the implementation of reform policies could explain 71.98% of the three factors of the related structures' variances.

(Table 1) shows the factor loads of phrases on their related factors (the phrase of each

factor has been identified at the beginning of each paragraph). Moreover, the results of confirmatory factor analysis showed that the measurement model of three factors related to the implementation of reform policies in public organizations of Golestan province had an appropriate fitness with the collected data. Besides, the internal consistency of the tools was done using the Cronbach alpha coefficient through two phases of test-retest and reliability testing. The amount of test-retest regarding related indexes was 0.915 and it was 0.955 for the implementation of reform policies.

## Results

**Table 1.** The amount of implementing septet, octave, and tenfold reform programs in the administrative system of the Islamic Republic of Iran

| Septet program  | Mean  | Inappropriate (less than 50%) | Moderate (50-75%) | Appropriate (more than 75%) |
|---|-------|-------------------------------|-------------------|-----------------------------|
| Engineering the role and structure of the government                                      | 72.95 |                               | *                 |                             |
| Electronic development and official smartification  | 75    |                               |                   | *                           |
| General services in a competitive space   | 75.1  |                               |                   | *                           |
| Managing human capital  | 72.95 |                               | *                 |                             |
| Management technologies   |       |                               | *                 |                             |
| Organizational culture development  | 63.80 |                               | *                 |                             |
| Protecting people's rights and official health  | 54.70 |                               | *                 |                             |
| Observation and evaluation  | 61.20 |                               | *                 |                             |
| Tenfold program   | Mean  | Inappropriate (less than 50%) | Moderate (50-75%) | Appropriate (more than 75%) |
| Decentralization  | 55.9  |                               | *                 |                             |
| Fairness employment and payment system  | 60.30 |                               | *                 |                             |
| Organizing human forces   | 63.20 |                               | *                 |                             |
| Establishing an electronic government   | 61.55 |                               | *                 |                             |
| Increasing productivity and establishing a comprehensive system of performance management | 66.60 |                               | *                 |                             |
| Official health   | 67.05 |                               | *                 |                             |
| Reforming structures and processes  | 65.65 |                               | *                 |                             |
| Empowering and cultural as well as specialized education of human sources                 | 65.20 |                               | *                 |                             |
| Improving management and expertise  | 57.05 |                               | *                 |                             |



|  |       |                               |                   |                             |
|--|-------|-------------------------------|-------------------|-----------------------------|
| power of the country and improving self-control behavior in doing works            |       |                               |                   |                             |
| Respecting costumers   | 58.50 |                               | *                 |                             |
| Octave program   | Mean  | Inappropriate (less than 50%) | Moderate (50-75%) | Appropriate (more than 75%) |
| Rationalizing the size of the governmental program                                 | 60.65 |                               | *                 |                             |
| Reforming structures of the governmental organizations                             | 66.55 |                               | *                 |                             |
| Reforming management systems   | 65.30 |                               | *                 |                             |
| Reforming employment systems   | 68.45 |                               | *                 |                             |
| Educational program and improving human forces of the government                   | 61.70 |                               | *                 |                             |
| Reforming processes, methodologies and developing official technologies            | 70.05 |                               | *                 |                             |
| Improvement program and keeping the respect of people in the administrative system | 74.90 |                               | *                 |                             |

*Identifying Factors Related to the Amount of Implementing Reform Policies*

To explore the underlying factors of the questionnaire having 19 questions, factors related to the implementation of reform policies were used regarding which, the least square of the weighted mean and adjusted variance as well as the rotation (a kind of oblique rotation) were considered. The reason behind using this method and this kind of rotation was that the provided responses to the questions were basically from Likert scale type, and in case the Pearson correlation coefficient was used for investigating the relationship between questions and factor analysis, the results of

the analysis would be tendentious. Besides, it rarely happens in human sciences that factor correlation be equal to zero, thus, using orthogonal rotation methods would lead to bias.

Therefore, this study utilized the mentioned estimator as well as Polyphonic correlation to analyze exploratory factors whose results have more proportions with the reality than the traditional method (maximum likelihood estimator for the Pearson correlation matrix). Three certain amounts had a size of more than one. The results of the screen diagram indicated that three main factors could be extracted using factor analysis (Figure 2).

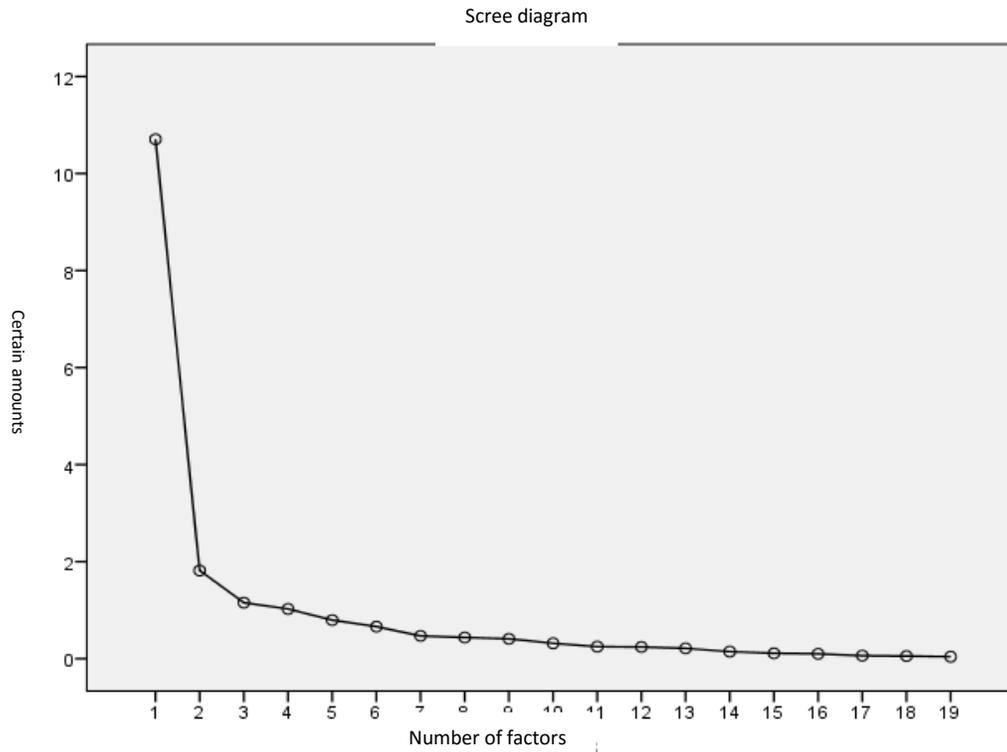


Figure 2. Screen plot diagram for extracting the main factors of the questionnaire

To precisely investigate the results of the study using the criteria matrix of (Table 2),

the questions related to each of these extracted factors have been shown.

Table 2. The summary of the exploratory factor analysis results and factor load of phrases in the rotated matrix

| Phrases  | Factor load of indexes` phrases |                    |                    |
|--|---------------------------------|--------------------|--------------------|
|  | Content-related factors         | Contextual factors | Structural factors |
| Employees` motivation  | 0.694                           | -                  | -                  |
| Organizational culture   | 0.789                           | -                  | -                  |
| Employees` job satisfaction                                    | 0.790                           | -                  | -                  |
| Managers` leadership style                                     | 0.783                           | -                  | -                  |
| Organizational conflict  | 0.682                           | -                  | -                  |
| Employees` morale  | 0.720                           | -                  | -                  |
| Employees` readiness for implementing changes in the program   | 0.723                           | -                  | -                  |
| Costumers  | -                               | 0.601              | -                  |
| Environmental factors of society                               | -                               | 0.735              | -                  |
| Responsiveness and leading ability in implementing the program | -                               | 0.843              | -                  |
| Observing the activities of implementing the program           | -                               | 0.781              | -                  |
| Handling the complaints about program administration           | -                               | 0.515              | -                  |



|                               |            |           |           |
|-------------------------------|------------|-----------|-----------|
| Being official                | -          | -         | 0.580     |
| Concentration                 | -          | -         | 0.801     |
| Complexity                    | -          | -         | 0.768     |
| Performance evaluation system | -          | -         | 0.662     |
| Rewarding system              | -          | -         | 0.589     |
| Financial and budget system   | -          | -         | 0.532     |
| Technological factor          | -          | -         | 0.505     |
| KMO test                      | 0.839      | 0.732     | 0.730     |
| Bartlett test ( $\chi^2$ )    | 8177.83*** | 919.39*** | 666.69*** |
| Total variance (%)            | 71.98      | 59.14     | 56.01     |

\*\*\*p<0.001

*Investigating Structural Pattern of the Relationship between Model Variables and its Fitness*

To investigate the fitness of the structural model, the ratio of squared  $X^2$  to the degree of freedom ( $\chi^2/df$ ), Root Mean Square Error

of Approximation (RMSEA), Comparative Fit Index (CFI), Goodness of Fit Index (GFI), Adjusted Goodness of Fit Index (AGFI), Non-Normed Fit Index (NNFI) and Normed Fit Index (NFI) were utilized (Table 3).

**Table 3.** Fitness indexes of the structural model

| Fitness index                                       | Symbol      | Accepted range            | Factors related to the implementation of reform policies |
|---|-------------|---------------------------|--|
| The ratio of squared $X^2$ to the degree of freedom | $\chi^2/df$ | Equal to or less than 3   | 2.87   |
| Comparative Fit Index                               | CFI         | Equal to or more than 0.9 | 0.98   |
| The goodness of Fit Index                           | GFI         | Equal to or more than 0.9 | 0.98   |
| Adjusted Goodness of Fit Index                      | AGFI        | Equal to or more than 0.9 | 0.97   |
| Normed Fit Index                                    | NFI         | Equal to or more than 0.9 | 0.96   |
| Non-Normed Fit Index                                | NNFI        | Equal to or more than 0.9 | 0.98   |
| Root Mean Square Error of Approximation             | RMSEA       | Less than 0.08            | 0.012  |

(Table 4) shows the appropriateness of the suggested pattern of the study so that the value of RMSEA equaled (0.012), adjusted  $X^2$  equaled (2.14) and GFI equaled (0.98); therefore, the structural model had a good fitness. Moreover, to test the conceptual model of the study, structural equation modeling (SEM) was using through Lisrel software. To this end, firstly research hypotheses were designed in the form of the basic model. In this model, each of the content-related, contextual, and structural

factors were defined as the exogenous latent variable (independent variable) and implementing reform policies as the intrinsic latent variable (dependent variable). In this model, the direct effect of three-dimensional factors including content-related factors (CF), contextual factors (GF), and structural factors (SF) on the implementation of reform policies were considered as the structural relationships.

**Table 4.** Investigating path coefficients and significance of the relationship between factors related to the amount of implementing reform policies

| Independent variable    | Dependent variable                         | Path coefficient (R) | T value | The result of the test |
|-------------------------|--|----------------------|---------|------------------------|
| Structural factors      |  | 0.43                 | 3.45    | Confirmed              |
| Content-related factors | The amount of implementing reform policies | 0.70                 | 7.35    | Confirmed              |
| Contextual factors      |  | 0.56                 | 4.93    | Confirmed              |

The results of this test have been presented in (Table 4). Standardized path coefficients and the results of the significance of the path coefficients showed that each of the three factors ( $p < 0.001$ ) had a significant, direct, and positive relationship with the amount of implementing reform policies in public organizations of Golestan province.

### Discussion

The administrative system of each government signifies the attitude of the sovereignty and government toward the way of controlling and managing that country. The role of the administrative system in economic, political, social, and cultural structures and its effect on meeting the purposes of society's great systems is determining to the extent that without designing a rational and efficient administrative system, it is impractical to achieve the mentioned purposes. It could be stated that the strategic approach toward the administrative system of the country is the most prominent factor in the administrative reforms considering the rapid changes of knowledge and technology, as well as world changes with a farsighted, transformational, flexible, dynamic, and human interacted view; this is proportionate to the rules and law and hidden in the development and simplicity of the implementation. The development of every country is related to the administrative system and its effectiveness and principally, the development model followed by the

administrative system. The efficiency of the administrative system's reform is not possible as a management tool of the country, and as a tool of presenting sensitive and principle services to society, as well as a tool for coping with certain and necessary conditions, and finally, as a context for obtaining growth and economic and social development through focusing only on the staffs, organizations, official formalities, movement, integrations, and disorganizations of units, rather, the introversive traditional and inflexible structure of the administrative system having its underlying hierarchies in which, responsibility is apart from the process, needs in-depth and sometimes superficial changes in various levels of the administrative system of the country. This issue is possible through having effective and precise governmental planning. The experimental results indicated that structural, content-related, and contextual factors affected the amount of implementing reform policies in the administrative system of the Islamic Republic of Iran. This finding could be compared with the results of studies conducted by Dincer, (2008) mentioned that preventive factors of total implementation of policies could be categorized into three groups including preventive factors resulting from policymaking, preventive factors resulting from the environment, and preventive factors resulting from the structure. To successfully administer the compiled policies, some patterns and models



proportionate to the certain conditions of that policy and the field of implementation should be presented. The regression results for the structural factors showed that the performance evaluation system, being official, concentration, complexity, rewarding system, financial and budget system and technological factor played a prominent role in the amount of implementing reform policies in the administrative system of the Islamic Republic of Iran. This finding was in line with the results of studies conducted by (Jabbarzadeh et al., 2015), (Pourkhanlar & Kheiri, 2015), (Memarzadeh et al., 2011). Considering what has been mentioned in the reform plan of the administrative system by the management and planning organization regarding the efficacy of the administrative improvement or reforming, rationalizing the size of the government, reforming government's organizational structures, reforming management systems, reforming employment systems, educating the improvement of balancing human sources, reforming methodologies and finally improving and keeping people's respect, the reforms of the administrative system could be summarized in creating changes in various dimensions of the administrative structure of the country. Accordingly, the administrative system can do the current responsibilities and strategies more efficiently and effectively, which would consequently fasten the implementation of the responsibilities. Doing such a change would not alter the mission and role of governmental systems and the productivity index of the administrative system would show the effects of this transformation. It seems that considering the performance evaluation system can improve the implementation of reform policies in the administrative system.

Besides, the regression results for the content-related factors showed that employees' motivation, organizational conflicts, organizational culture, the leadership style of the managers, employees' job satisfaction, employees' morale, and preparedness for implementing changes in the programs played a prominent role on the amount of implementing reform policies in the administrative system of the Islamic Republic of Iran. This finding was in line with the results of studies conducted by (Pollitt & Geert, 2000), and (Memarzadeh et al., 2011).

On the other hand, the regression results of the contextual factors showed that society's environmental factors, handling complaints in the program administration, customers, responsiveness and guiding ability in program administration and observing the activities of program implementation played a prominent role on the amount of implementing reform policies in the administrative system of the Islamic Republic of Iran. This finding was in line with the results of studies conducted by (Jabbarzadeh et al., 2015), and (Memarzadeh et al., 2011). Considering the expectations and desires of the costumers and following these needs can affect the implementation of policies. According to the results, it could be mentioned that the ability to respond to the policy implementing organizations is among features that each organization should have such characteristics providing services to the people, government, and outranks. Without responding the administration of policies couldn't seem effective and its purposes wouldn't be met. The administrative system should interact with counselors and experts to be guided in its administration program and use their comments while administering the program (Figure 3).

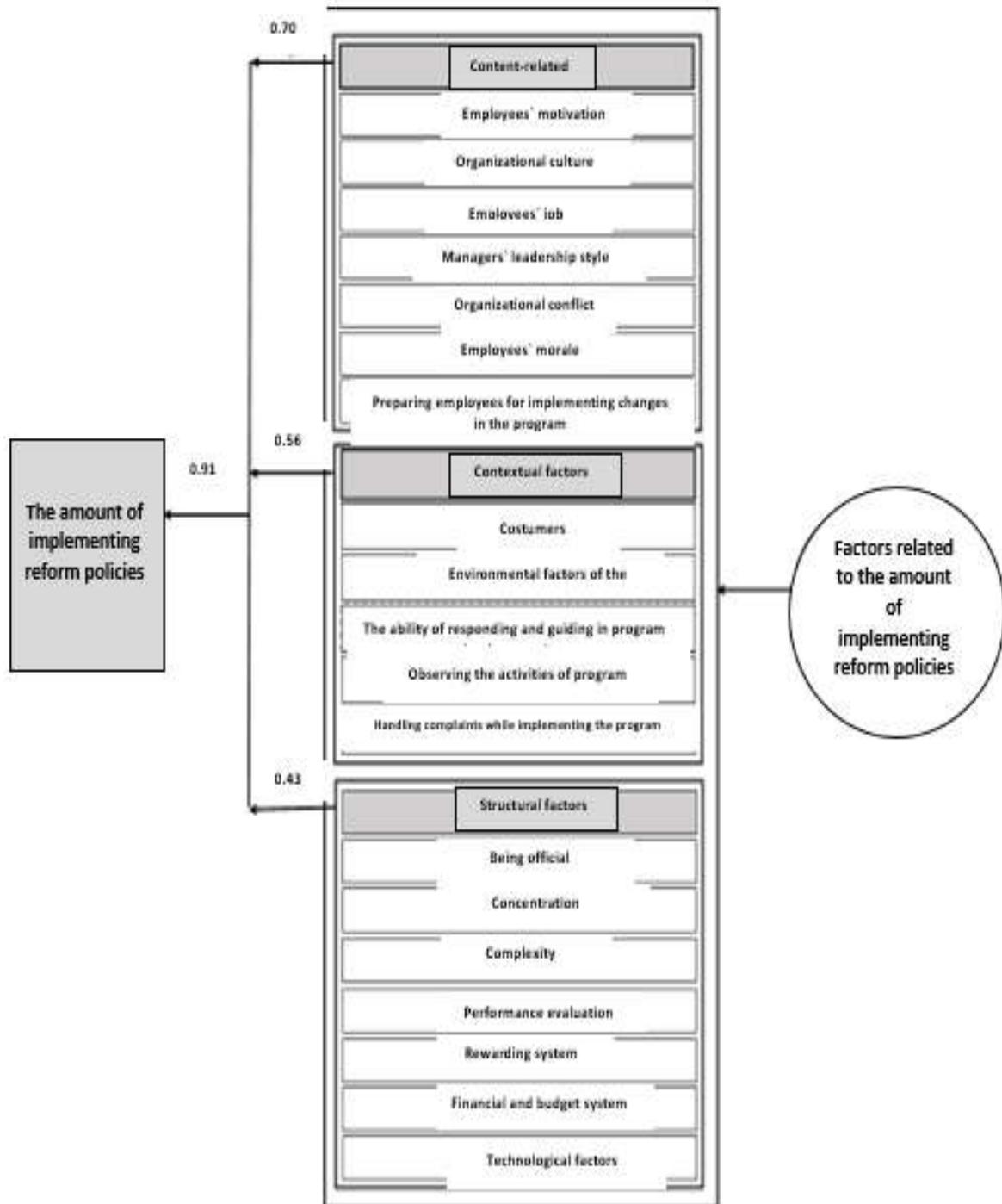


Figure 3. The pattern of implementing reform policies



## **Conclusion**

This investigation identified the concepts and factors related to the reform policy administration in Iran administrative system and provided an appropriate context for implementing administrative reforms. The identification of these factors can help in the presentation of a local model of implementing reform plans that mostly correspond to the politics and strategies of the Islamic Republic of Iran and can provide its administration in the society. To make reforms possible, having an appropriate context for meeting administrative reform programs and doing necessary reforms to decorate the administrative system are among the preventive factors. Our country, also, considered reforms in the administrative system as a tool for having access to the country's purposes in the vision document as well as economic, social, and cultural development programs. This pattern considered the relationship between the mentioned subjects by administering the reform programs in the administrative system. Each of these programs has some limitations and measure the reform program administration in the administrative system considering their advantages and limitations; maybe it is not possible to cover the amount of reform program administration in the administrative system using one of these programs.

The integration of two or more patterns leads to the synergy in the patterning ability; in the current study, the integration of three mentioned patterns with their related factors have been utilized. According to the experimental results, content-related factors, contextual factors, and structural factors had a powerful and significant effect on the amount of implementing reform policies in

the administrative system. Considering the obtained results of the structural modeling and linear relationships between the factors related to the implementation of reform policies in the administrative system, a reform policy implementation model has been presented according to the experimental results that have been represented.

## **Suggestions**

According to the results of the study, some suggestions have been presented as the following. Considering the significant relationship between structural factors and the amount of administering reform policies in the administrative system, it is suggested to organizational managers to reduce the long hierarchies. To this end, organizational rules and laws should be compiled and designed clearly and explicitly so that it be possible to use the data easily in the interaction. Moreover, organizational structure should be leveled and the possibility of free performance and easy decision making be provided for all employees using information technology, and the concentration or lack of focus be accepted simultaneously in the organizational structure. Besides, managers should encourage flexible methodologies through information technologies' development. Observing the reward system of individuals and establishing valid and reliable financial and budget systems suitable for the costs of each organization can also help in meeting this purpose.

Considering the significance of the relationship between content factors and the amount of administering reform policies in the administrative system, this feeling can be created among employees that they are

trusted as a member of the organization and no barriers would remain for their reform purposes through increasing the necessity and emergency feeling in the individuals so that they can remove vain and corrupted thoughts from themselves. Also, managers of organizations can value their employees more by increasing their working standards and working life qualities. Fairly payment of sources and cash or non-cash rewards equal to the works and responsibilities of employees could be considered. It is suggested that the path of employees' job promotion be designed so that employees could be informed in the employee time and while using, thus, personal appointments should be avoided. Employees should be aware of the details of the programs before administering any of the plans so that their required expectations could be met.

Moreover, the significance of the relationship between contextual factors and the amount of administering reform policies in the administrative system was confirmed; thus it is suggested to use scientific methods in governmental issues to increase the efficiency and also, assign privileges to those having special skills and exchange employees among private and public sections in various parts of the country. The government can analyze the efficiency and effectiveness of these personnel in the administrative and educational systems in necessary circumstances.

Precise and comprehensive identification of inappropriate processes of the current status, identifying the perspective of future challenges if inappropriate processes continue, and determining the gaps between the expected events (their appropriateness) and what will happen if the current inappropriate processes continue, seems necessary in meeting the principle changes of Iran administrative system. Correct administration of the rules and law,

informing the rules continuously, observing the rules while executing administrative processes, fastening the speed in presenting services to the customers, reducing the expected time for receiving customer services, speeding the request process considered by the customer have been suggested for providing appropriate circumstances for the costumers through correct management and administering policies for the implementation of employees' qualitative level. Respecting and greeting costumers, paying attention to the rule of referees and guiding costumers are among the qualitative actions of employees.

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