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DESIGNING A NATIVE PATTERN FOR IMPLEMENTING REFORM POLICIES IN THE ADMINISTRATIVE SYSTEM OF THE ISLAMIC REPUBLIC OF IRAN

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Abstract

Policy development in the administrative system, which can be considered as the government efforts for effective ruling, is one of the major areas of political science and public administration. The purpose of the present study was to design a native pattern for the implementation of the policy of development in the administrative system of the Islamic Republic of Iran. The present study was an applied mixed-method descriptive-correlation study. A questionnaire was designed for this purpose using 19 variables identified in the literature and experts opinion. The sample was 400 managers of superior, middle and lower levels in government departments of Golestan province using a disproportionate stratified sampling method. The results showed that 19 variables were identified in three components: content, structure and Field. The results of path analysis indicated that structural factors were related to implementation of the policy of development in the administrative system, but content and field factors were not related. Development of each country is closely linked to its administrative system and its effectiveness and, in essence, model of development which is followed by the administrative system. Therefore, suggestions were made to create a suitable platform for implementation of the future development policy.

Keywords

Administrative development – Policy Implementation – Structural Factors – Content Factors

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 36

Introduction

Nowadays, managers of organizations and, in particular, public administration work in a dynamic, agile and transformative environment. In other words, breadth and diversity of development pressure on the organizations is so high that there is no choice but to adapt and respond appropriately to these changes.

Organizational development is an informed and planned activity shared jointly by managers, change specialists and employees. In the heart of this activity, there is organizational productivity with regard to humanitarian and democratic issues. Organizational development can be considered at two macro levels. At the micro level, it includes information about individuals and individual interactions within an organization, and focuses on information on strategy development, labor coordination and external factors. From the perspective of the wisdom, organization developement is a mean of changing attitudes and behavior of employees, conducted by the development experts using behavioral science techniques to improve efficiency and health of all organizational systems. As a result, the goal is to initiate and implement a planned develpment to organize relationship between organizational culture, structure, processes, and technology. Many theorists believe that one of the goals of develoment is to challenge traditional and inefficient patterns of public affairs. At a comprehensive level, developmental change is described as the multiple consequences of change, horizontally across the organization, and vertically (up and down) in the layers and levels of the organization. Specifically, the development involves refining organizational forms and making changes in the products or services of the organization. Here, the breadth, scope, and basis for changes are more than what is expected in strategic change.

In public administration governments are increasingly attempting to coordinate with rapid and multi-faceted changes to "develop their administrative system" in various social, economic, technological and informational fields. Although the administrative system has undergone an evolutionary process, since the 1970s, reforming the administrative system and improving management have been introduced in different countries as a goal and a development need since the 1970s, and during the 1990s emphasis has been placed on getting out of the traditional form of public administration and moving toward a new public administration. A major global event was taking place in public sector administration from traditional to a new management paradigm. A large number of thinkers and development commentators have emphasized the importance of the role and place of the administrative system in developing countries. They considered the existence of an efficient administrative system as a prerequisite for development. Looking at the development plan in developed countries, one of the first steps has been the development an administrative system, which has led to the development of administrative system development patterns that address administrative reforms in human resource management, budgeting and organizational hierarchy. Administrative reform is one of the most important activities of governments around the world. In many developed countries, administrative reform means a process of changing administrative structures and procedures in the field of public services due to the lack of satisfaction of socio-political expectations[1]. In developing societies, administrative reform refers to the concept of modernization and change in society for influencing socio-economic transformation.

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[1] Jerry Killian and Nillas Eklund, Handbook of administrative reform: an international perspective. CRC Press. 2008.

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 37

Improvement in the public sector is a response to the requirements governing the public administration.

Regarding the fact that governments are policy-makers to address the general issues of their societies, and today public issues are more sensitive than before, policy making is also more sensitive. Human life is linked to public policies from all sides, and every moment of our life is inextricably linked with public policy.

The public policy refers to what a government chooses to do or not to do. Anderson also describes the general policy as the set of target actions of the actor or actors to deal with, or the general problem.

After a public issue has been raised on the government agenda, a plan for choosing to resolve it and a decision by the institution and policy maker, what remains is the implementation of that decision. This is the stage of the policy implementation cycle that can be process-oriented. A step that shows how policies behave.

Organizing and implementing imperfect public policies is one of the problems facing all advanced and developing countries. It has often been seen that many policies have failed after approval in the filing process, or even some are put aside before they are implemented, and new policies are in place, while others are completely obsolete. Some policies are also implemented, but what is implemented is not the same as what it was intended for.

The method and quality of performance are very important affecting the final output. Usually for academics and researchers, collecting systematic information about howness of the nature and type of development is very difficult. Governors are always eager to do what they want to do, but they do not seriously express the way they do it. Specifically, research and writing about some aspects of implementation is difficult. For example, we rarely have scientific reports of strengths and weaknesses of managers and leaders, or disturbances and conflicts arising from transformation.

Administrative literature is full of theories on organizational change and its uses in governance. "Reinvent", "revolution" and "reform", are commonly found in the modern public administration movement and have been used in administrative theories.

The purpose of administrative developemnt is establishment of a new technology, fundamental change of strategies, process reengineering, restructuring of an organization within a framework of a different structure, an enormous action to improve innovation, integration of ownership, change in culture and et. in the administrative system. In another definition, administrative developement involves taking steps to make bureaucracy more effective through transparency and responsiveness to public needs and requests.

Administrative development has been followed in recent decades in Iran; however, the Iranian administrative system is still far behind reaching the desired outcome and aligning with environmental and global changes.

The issue of administrative development has been of interest to authorities and experts. Development is one of the basic requirements of every administrative system for adapting to changing environment and conditions, and its significance has increased in recent decades due to accelerated progress and higher general expectations. It has even

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 38

been Argued that any development of a society is subject to the sound and consistent functioning of its administrative system. Iran's administrative system and state-run government organizations need to accelerate the process of administrative reform. They need a cultural setting that reduces lobbying, authoritarianism, and granting special privileges to those who possess power, lack of acceptin opposing views, avoidance of uncertainty, distrust towards each other, escaping responsibility, low level of prospective, emotional functioning in the bureaucracies[2]. It provides the conditions for successful implementation of reform programs of the administrative system.

So, we not only should focus on the structure and processes, but also on the factors that shape development of structures and processes. Only then, we can take steps to correct administration.

Administrative development is needed both for developed and developing countries, and so, thinkers of administrative and managerial science are responding to questions about why there should be administrative development and why governments should reform their administrative system or their roles and functions? Several responses have been found. Our country has also considered the development of the administrative system as one of the means of achieving the country's goals in the vision document and the economic, social and cultural development plans (State Education Management Training Center). Studies showed that, despite implementation of administrative development and reform programs from the past to now, the Iranian administrative system still faces major problems. Considering that different countries in the world have undergone fundamental changes since the 1980s on the basis of the new paradigm in the field of public administration, the Iranian administration still follows the traditional pattern. In addition, the necessity of fundamental changes (based on the new paradigm of public administration) has been communicated to the government in the framework of general principles of Article 44 of the constitution of the Islamic Republic of Iran[3].

Given the relatively long history of efforts to change the public sector, and especially designing of the seven plans of development, and the determination of its intended purpose, fundamental change has always been difficult as an essential and vital issue in the administrative system of the country. Probably, the most important reason for the failure of the transformation programs can be searched in the manner of their implementation. As it is argued, nothing is more difficult to execute, more ineffective in obtaining success, and more dangerous than bringing a new order in matters. The country's management and planning organization, as the executive officer and the board of ministers, both have only emphasized the implementation of programs by government agencies, but did not specify the main method of implementation or its pivotal approach. Possibly, selecting the appropriate implementation strategy and identifying and determining the factors associated with the implementation rate can have an effect on the goal of developemnt, and in the same way, choosing an inappropriate way will endanger the flow of change and realization of its purpose.

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[2] Abolhassan Faghini; Gholamreza Memarzadeh and Masoud Ahmadi, Providing an administrative development model in line with the general policies of Article 44 of the Constitution of the Islamic Republic of Iran with the approach of state rehabilitation. Researcher Magazine. 2011.
[3] Mohammad Pourkhanler Ahmadi and Zahra Khayri, The Effect of the Purpose and Measurement Consensus in the Full Policy When Physicians On the Implementation Model of this Policy in 2013 and 2014, the First National Conference on Public Administration of Iran, Tehran University, Faculty of Management of University Tehran. 2015.

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 39

Obviously, the components of the development programs are interacting and interrelated in such a way that the emphasis on one component and ignoting other essential parts will likely endanger the whole program, including its main purposes due to their multiplicity and systemic nature. For example, successful implementation of the program for the promotion and preservation of people's dignity in the administrative system requires the existence of special conditions in the administration of public affairs, or, in other words, the coordination, proportionality and logical interaction of other parts of the program. Also, we use the administrative development programs approved by the Cabinet of Ministers in recent years to be implemented in all administrative agencies of the country, as follows (Leader's website):

A - The Seven Development Program

1- A program for rationalizing government size
2. A program for the development of government structures
3. A development program in management systems
4. Development plan in employment systems
5. The program of training and improving the human resources of the government
6- A program to improve processes, methods of work and development of administrative technology
7. A program to promote and preserve the dignity of people in the administrative system

B - The Eight Development Program

1. Engineering government structure
2. Electronic development and intelligence administration
3. Public services in a competitive environment
4. Human Capital Management
5. Management Technologies
6. Develop organizational culture
7. Protecting people's rights and administrative health
8. Monitoring and evaluation

C - The Nine Development Program

1. Decentralization
2. Employment justice and payment system
3. Organizing human resources
4. Establishment of e-government
5. Increased productivity and deployment of a comprehensive management system
6. Office health
7. Correcting structures and processes
8. Empowering and training cultural and specialized human resources
9. Strengthening the country's management and capabilities and improving the self-control spirit in the work
10. Honorable customer (Supreme Leader's website).

These programs have been communicated to government agencies in the prevailing administrative development system. Therefore, it is necessary to examine the extent to which these programs are implemented in the seven, eight, and ten policy

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 40

modalities, and identify the factors that are relevant to it. According to the above mentioned, it can be concluded that by identifying the elements and factors that are related to the implementation of the development policy in the Iranian administrative system, it is possible to provide a suitable platform for implementation of the administrative development, as well as identifying these factors in the presentation of a native model which is compatible with the strategies of the Islamic Republic of Iran and can be implemented in the community. The present research seeks to identify and explain the factors associated with the implementation of development policy in government agencies of Golestan province.

According to studies, the success of the plans for reforming the administrative system is in the light of the liberation from the "politics of life" trap. Instead of politic influencing the administrative system, there must be a proper and logical interaction between the administration and the policy. Political affairs should be eliminated as far as possible from the process of reforming the administrative system, and administrative focus should be on public service goals.

Several and numerous researches have been carried out in this field

Jabarzadeh et al.[4] stated that the administrative development follows various processes such as employee participation, reform of administrative structures, proportion of duties and responsibilities, application of administrative discipline, development of performance evaluation system, empowering employees and managers, accountability of managers towards citizens, monitoring the administrative system and developing information practices, etc.

Jalali et al.[5] concluded that the cultural, political, economic, social and sport components has an impact on the development of behavioral patterns of the employees. The cultural factor had the most impact and economic factor had the least impact. As a result, addressing any of the five factors will lead to a change in behavior of the employees, but more focus should be placed on the components that earn lower scores. Pourkhanler Ahmadi and Kheiri[6] argued that there is a strong correlation between the agreement on the goal and the instrument and the effective implementation model of the policy in 2015 and 2016 among phyiscians. The increase in the health system's share of the country's budget, the design of a suitable payment system for service providers, intergovernmental cooperation among the government to implement this law, and legislative amendments aimed at more effective implementation of this law were proposals for this study. Dansifahani and Taherpour[7] identified the factors affecting the

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[4] Seyyed Vaheed Jabarzadeh; Raheem Ramezani; Parisa Pahlavan and Reza Ramezani, Determining the extent of implementation of the program of the development of the administrative system in the health of the administrative system; 2nd International Conference on Modern Research in Management, Economics and Accounting, Kuala Lumpur, Malaysia, Karin Institute of Excellence. 2015.

[5] Zahra Jalali; Zahra Mohammadian; Ali Safdarian and Hamideh Jalali. Study of the degree of governance of the dimensions of development in the administrative system of Isfahan University of Medical Sciences; International Conference on Management Economics and Social Sciences. Spain. 2015.

[6] Mohammad Pourkhanler Ahmadi and Zahra Khayri, The Effect of the Purpose and…

[7] Zohred Danessefhani and Habibollah Taherpour, Identification of the factors affecting the implementation of Chapter IX of the Law of State Service Management (Empowerment of Employees) in Government Organizations, Development and Development Management. 2012.

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 41

implementation of Chapter IX of the State Service Management Law (empowerment of employees) in governmental organizations. The research findings indicated that six factors were identified as factors influencing the implementation of Chapter IX including: "information technology and willingness of the implementer", "support and participation", "organization", "policy nature", "social conditions and policy simplicity", and "coordination".

Faghihi et al.[8] concluded that the current status of administrative development in line with general policies of Article 44 of the Constitution The Islamic Republic of Iran is not appropriate. In this regard, there were parallels between respondents' responses at three levels of organization. The most effective factors on administrative development included management system, organizational culture, administrative structure matching, human resource management, citizen orientation, application of private sector management approaches in public sector management of organizational health, reforming processes and methods of doing work and modernizing government which are very important in the implementation of administrative development programs. Tahirpour Kalantari and Mir Abdolazimy[9] identified the following six factors based on priority: comprehensive planning, evaluation system and attention to employee participation, attention to follow-up and meritocracy, acquisition of political, financial and social support, compliance with government and technology, and removing staff reistance and reform of laws."

In this regard, according to the literature, to provide a native model for the implementation of the development policy in the administrative system, and to study and compare the results of other studies, the three-dimention model by Mirzai Ahrandani was studied in three structural, context and content dimensions in the form of an initial and proposed model. The three-dimension model is a logical model. Many of the concepts, events and phenomena can be examined in terms of three-dimensional theorem (structure, behavior, and field). The behavioral (content) factors are all factors related to the human resources that make up the content of the organization, such as employee motivation, employee morale and job satisfaction, etc. Finally, the field factors include the environment and external conditions that cause behavioral and structural factors. The reason for naming three dimensions is that the relationship between structural, behavioral and background factors is such that no phenomenon or organizational approach can be outside the interaction of these three dimensions.

In order to ontain the research model as the basis of the research, considering the broadness of the subject, in addition to referring to the results of other researches, the Delphi method and expert opinions were to identify the main variables of and the theoretical framework of research. Among the related factors identified by the experts in the implementation of the change policy, 19 variables were selected as the main factors in implementing the policy of development in the administrative system. The conceptual model of the research was drawn with attention to this and the relevant questionnaire was designed considering these 19 variables in Figure 1.

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[8] Abolhassan Faghini; Gholamreza Memarzadeh and Masoud Ahmadi, Providing an administrative…
[9] Habibollah Taherpour Kalantari and Malihed Mir Abdolazimi, "Study and Prioritization of Administrative Development in Iran: Government Organizations of Tehran". Journal of Management and Development Process, nsm 71 (2009): 5-31.

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 42
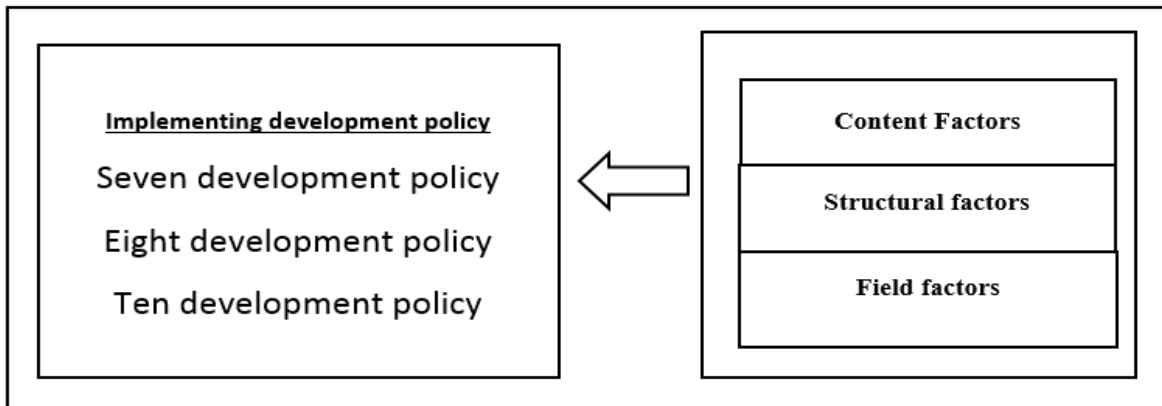
Figure 1
The conceptual model of research

These factors are the general purpose of the study and suggestions for providing the appropriate fields for implementation of the development policy in future years are based on the results of the research. Therefore, the following questions were raised:

1. What are the factors associated with the implementation of the development policy in the administrative system?
2. What is the status of the factors associated with the implementation of the development policy in the administrative system?
3. How is the structural pattern of relations between variables?
4. What is the fitting of the proposed pattern?

Methodology

The present research was an applied descriptive, survey-correlation study. The data were collected using a questionnaire. The statistical population of the study consisted of all government departments of Golestan province including 36 offices. Purposeful sampling was used. Given that the first development plan of the administrative system was adopted in 2001 and was implemented in 2002, all Golestan provincial government officials who have at least the minimum undergraduate degree and work experience of at least 15 years have been selected as sample. According to the available information, managers were divided into three levels of senior manager, middle manager and manager of lower levels. 1006 managers were in the population. Using probabilistic stratified sampling method, the statistical sample was 277 which increased to 400 for falling rate. A simple random sampling method was used to distribute the questionnaire among the samples in Table 1.

Managers level	Members	Disproportionate sampling	Proportionate sampling
Higher managers	66	60	26
Middle managers	181	72	72
Lower managers	759	268	302
Total	1006	400	400

Table 1
Stratified probabilistic sampling

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 43

Library method was used to collect information for literature and research background and a questionnaire was used to collect data about the research variables. In the first step, in order to identify the factors associated with the implementation of development policies, 30 experts were selected as decision making team using Delphi methid by non-random sampling method.

Finally, 19 variables were categorized through a survey of experts and selected for the preparation of the questionnaire. To validate the tool, face and conceptual validity was first tested by 30 experts and then content validity was measured. The values for scales were above 0.9. Exploratory factor analysis was used to investigate the validity of the tool constructs. The results of exploratory factor analysis showed that 19 phrases of the scale of the factors associated with the implementation of the development policy on the three factors explainexd 71.98% of the variances related to structures.

Table 2 shows the factor load of the phrases on their respective factors (the phrase of each factor are indicated at the beginning of the paragraph). In addition, the results of confirmatory factor analysis showed that the three-factor measurement model associated with the implementation of the development policy in public organizations of Golestan province had a favorable fit with the collected data. Also, the internal consistency of the tool was performed using Cronbach's alpha coefficient in two stages of retest and retest. The re-test value was 0.915 and the value for implementation of development policy was 0.955.

Research findings

Findings of the first question

In order to investigate the underlying factors of the 19-question questionnaire, the factors related to the implementation of the development policy we used the exploratory factor analysis with the weighted least squares estimator of the mean and the adjusted variance and rotation, which is a kind of oblique rotation.

The reason for using this method and this type of rotation is that the responses given to the questions are basically the Likert type, and when the Pearson correlation coefficient is used to investigate the relationship between questions and factor analysis, the results of the analysis will be biased. Also, in the Science of Humanities it is rarely the case that the correlation of factors is zero and using orthogonal rotation can lead to bias. Therefore, in this research, using this estimator and Polycortic correlation, we made an exploratory factor analysis.

The results of this method are more actual than the traditional method (the maximum likelihood estimator for the Pearson correlation matrix). Three special values were above one. The results of the Scree plot indicated that in fact, three main factors are extractable by factor analysis (Figure 2).

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran   pág. 44
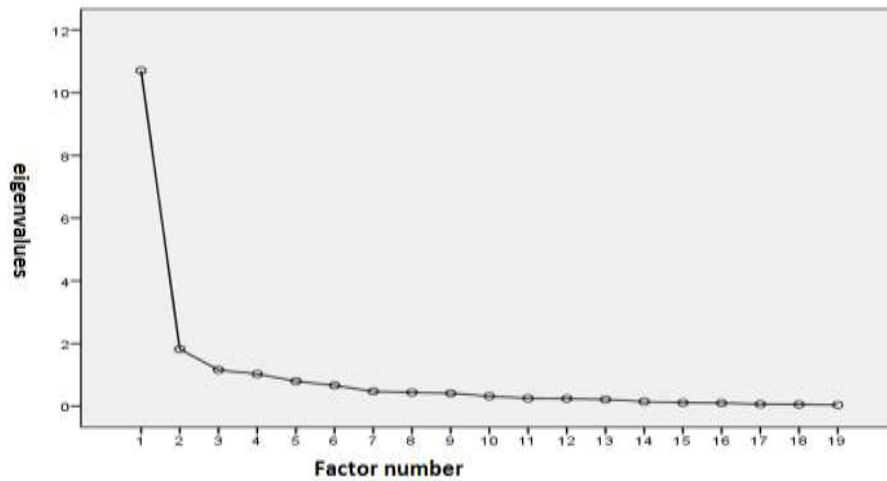
Figure 2
Scree plot for extracting the main factors of the related factors questionnaire

In order to accurately investigate the results of the study, using the matrix of components, (Table 2) presents questions related to each of the extracted factors.

Expressions	Factor loading of scales expressions		
	Content Factors	Ground 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		
The morale of employees	0.720		
Employees readiness to implement changes in the program	0.723		
Client		0.601	
Environmental factors of society		0.735	
Accountability and guidance in implementing the program		0.843	
Supervising the activities of the program		0.781	
Complaint handling in the program	0.663	0.515	
Formality		0.586	0.580
Focus			0.801
Complexity			0.768
The performance evaluation system	0.588		0.662
The reward system		0.504	0.589
The Financial and the budget system			0.532
Technical and technological factor	0.722		0.505
KMO Test	0.839		
Bartlett Test (χ^2)	8177/828 ***		
Total explained variance (%)	71/98		

P < 001 ***

Table 2
Summary of exploratory factor analysis results and factor loading of expressions
in a rotated matrix

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 45

Factor loadings of the questions related to each factor are all larger than 0.5 and significant. This result indicates that questionnaire questions are good indicators for their respective factors. Naming each of the factors was done by the opinion of experts. Employees' motivation variables, organizational culture, employees' job satisfaction, managers' leadership style, organizational conflict, the morale of employees, employee readiness for implementing changes in the program were named as content factors. The variables of the environmental factors of the society, the accountability and guidance in the implementation of the program, the supervising program implementation activities, the complaints handling in the implementation of the program were named as the ground factors and the variables of formality, focus, complexity, performance evaluation system, reward system, financial and budget system, and the technical and technological factor were named structural factors.

Table 3 indicates the mean and standard deviations of the scores as well as the correlation coefficients. Based on this Table, it is clear that all three factors related to the implementation of the policy of development enjoy desirable reliability coefficients.

	Mean	Standard deviation	reliability coefficient	The correlation coefficient		
				Content factors	Ground factors	Structural factors
Content factors	3.28	0.87	0.936	1		
1. Employees' motivation	3.41	1.10		0.71 [**]		
2. Organizational culture	3.20	1.02		0.82 [**]		
3. Employees' job satisfaction	3.32	1.14		0.89 [**]		
4. Managers' leadership style	3.14	1.00		0.74 [**]		
5. Organizational conflict	2.99	1.07		0.67 [**]		
6. The morale of Employees	3.27	1.14		0.78 [**]		
7. Employees readiness to implement changes in the program	3.62	1.02		0.72 [**]		
Ground factors	3.46	0.74	0.969	**0.79** [**]	1	
8. The client	3.57	0.91			0.77 [**]	
9. Environmental Factors of the Society	3.37	0.95			0.87 [**]	
10. Accountability and guidance in implementing the program	3.39	0.64			0.74 [**]	
11. Supervising the activities of the program	3.48	0.89			0.74 [**]	
12. Complaint handling in the program	3.51	1.04			0.80 [**]	
Structural factors	3.49	0.76	0.952	**0.87** [**]	**0.83** [**]	1
13. Formality	3.53	0.89				0.75 [**]
14. Focus	3.62	0.72				0.80 [**]
15. Complexity	3.51	0.98				0.82 [**]

16. The performance evaluation system	3.46	1.14				0.85 **
17. The system reward	3.67	0.90				0.73 **
18. The Financial And budget system	3.28	0.83				0.70 **
19. Technical and technological factor	3.40	1.08				0.88 **

*** p < 0.001, ** p > 0.01, * p > 0.05

Table 3

Mean, standard deviation, and reliability coefficients of triple factors related to the implementation of the development policy

The findings of the second question

In order to answer the question "what is the status of the factors related to the implementation of the development policy in the administrative system?" In this section, using a questionnaire, we investigated these factors in the perspective of managers of government bodies in Golestan province. To this aim, using a single sample t-test, the status of the research variables were investigated Table 4.

Related Factors	Number	Mean	Standard deviation	The t-statistics	Significance level
Content Factors	400	3.28	0.87	6.386	0.000
1. Employee's motivation	400	3.41	1.10	7.395	0.000
2. Organizational culture	400	3.20	1.02	3.927	0.000
3. Employees' job satisfaction	400	3.32	1.14	5.622	0.000
4. Managers' leadership style	400	3.14	1.00	2,688	0.007
5. Organizational conflict	400	2.99	1.07	-0.235	0.815
6. The Morale of Employees	400	3.27	1.14	4.712	0.000
7. Employees readiness to implement changes in the program	400	3.62	1.02	12.140	0.000
field factors	400	3.46	0.74	12.466	0.000
8. The Client	400	3.57	0.91	12.535	0.000
9. The Environmental Factors of Society	400	3.37	0.95	7.749	0.000
10. Accountability and guidance in implementing the program	400	3.39	0.64	12.054	0.000
11. Supervising the activities of the program	400	3.48	0.89	10.646	0.000
12. Complaint handling in the program	400	3.51	1.04	9.897	0.000
Structural factors	400	3.49	0.76	12.967	0.000
13. Formality	400	3.53	0.89	11.898	0.000
14. Focus	400	3.62	0.72	17.247	0.000
15. Complexity	400	3.51	0.98	10.374	0.000
16. The performance evaluation system	400	3.46	1.14	8.095	0.000
17. The reward system	400	3.67	0.90	14.752	0.000
18. The Financial And the budget system	400	3.28	0.83	6.780	0.000
19. Technical and technological factor	400	3.40	1.08	7.390	0.000

Table 4

The descriptive statistics of the factors related to the implementation of the development policy in the administrative system

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 47

The results of the descriptive statistics in (Table 4) indicated that among the content factors, the highest score was related to the readiness of employees to implement changes in the program (SD = 1.02, M = 3.62) and the lowest score was related to the organizational conflict (SD = 1.07, M = 2.99). Among the ground factors, the highest score was related to the client (SD = 0.91, M = 3.57) and the lowest score was related to the environmental factors of the society (SD = 0.95, M = 3.37). Among the structural factors, the highest score was related to the reward system (SD = 0.90, M = 3.67) and the lowest score was related to the financial and budget system (SD = 0.83, M = 3.28). The t-statistic indicates that among the research variables, the organizational conflict is lower than the standard mean (3) and is not at a desirable level.

Findings of the third question

In order to explain the relationship between content, ground and structural factors, first, correlation between variables was investigated through correlation test. Regarding the results of the correlation between factors related to the seven-fold Policy, the correlation between organizational culture and the training and improvement of the human resources program of the government was 0.070, the correlation between the accountability and guidance in the implementation of the program with the rationalization of the size of the government was 0.039, and the development program in the employment systems was 0.082 and the correlation between the financial and budget system and the training and improving the human resources program of the government was -0.014, indicating that there is no significant correlation. There is a significant correlation between other content factors with the seven-fold development policy in the administrative system, because the significance level of the correlation test was less than 5%.

Regarding the results of correlation between the factors related to eight-fold policy, there was no significant correlation between employees' job satisfaction 0.077 and managers' leadership style -0.089 with the program for the protection of people's rights and administrative health. There is no significant correlation between the managers' leadership style -0.015 with the supervision and evaluation program.

There is not a significant correlation between the accountability and guidance in implementing the program with the management technology program as 0.060. There is a significant correlation between the other factors related to the development of the eight-fold policy in the administrative system because the significance level of the correlation test was less than 5%.

Regarding the results of correlation between the factors related to the ten-fold policy, there is not a significant correlation between the correlation between the managers' leadership style with the employment justice program and the payment system 0.071. There is a significant correlation between the other factors related to the ten-fold policy of change in the administrative system, because the level of significance of the correlation test was less than 5%. In order to test the conceptual model of the research, Structural Equation Modeling (SEM) was used using Lisrel software.

First, the research hypotheses were designed in the form of a baseline model. In this model, each of the content, ground and structural factors were defined as exogenous (independent) variables and the implementation of the development policy as endogenous (dependent) variables. In this model, the direct effect of three factors including content factors (CF), ground factors (GF) and structural factors (SF) on the implementation of the

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 48

development policy were considered as structural relationships. The results of the fit indices in (Table 5) indicate that the structural model enjoys a good fit in Figure 3.
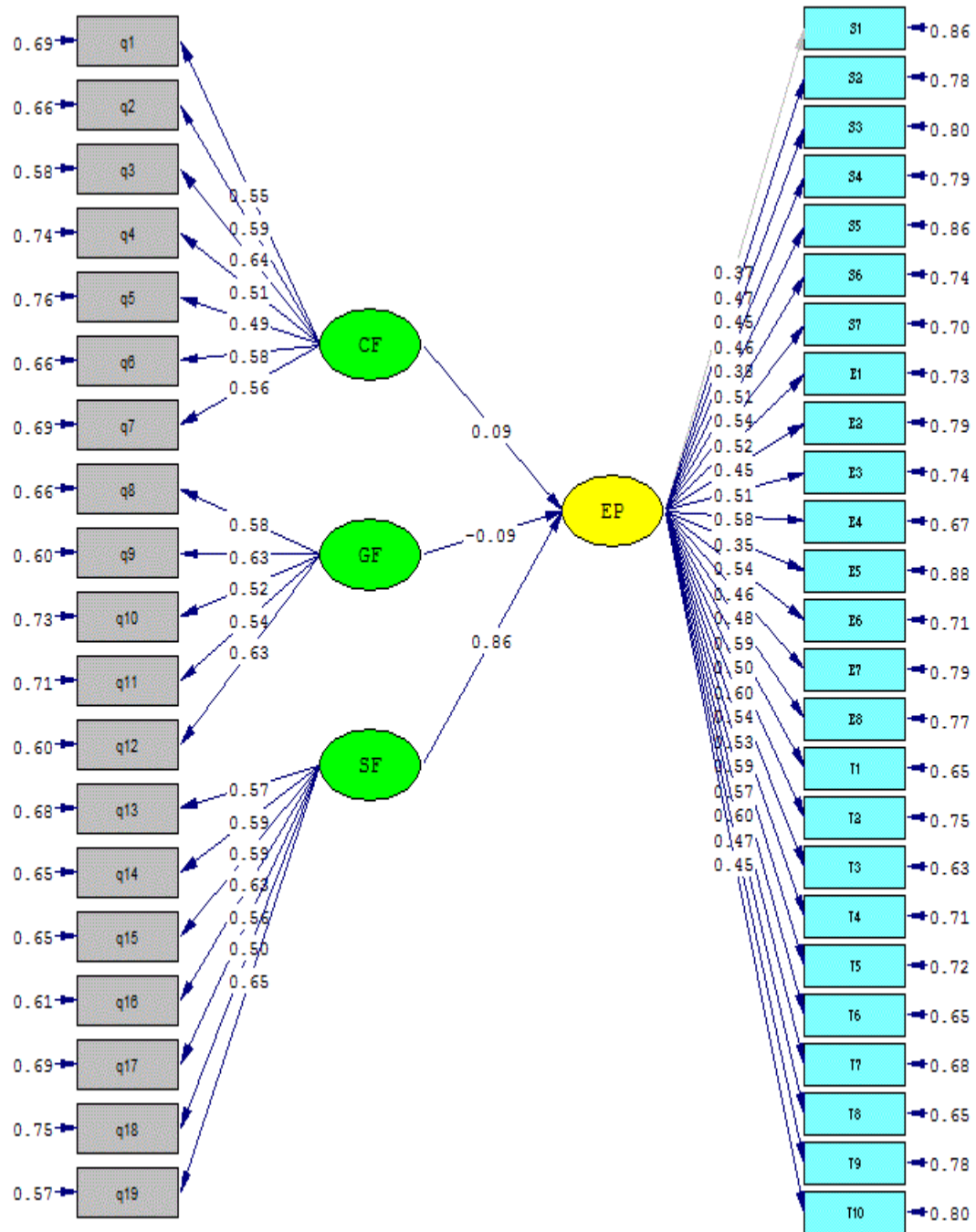
Chi-Square=2406.45, df=896, P-value=0.00000, RMSEA=0.065

Figure 3
Standardized path coefficients for the research basis model
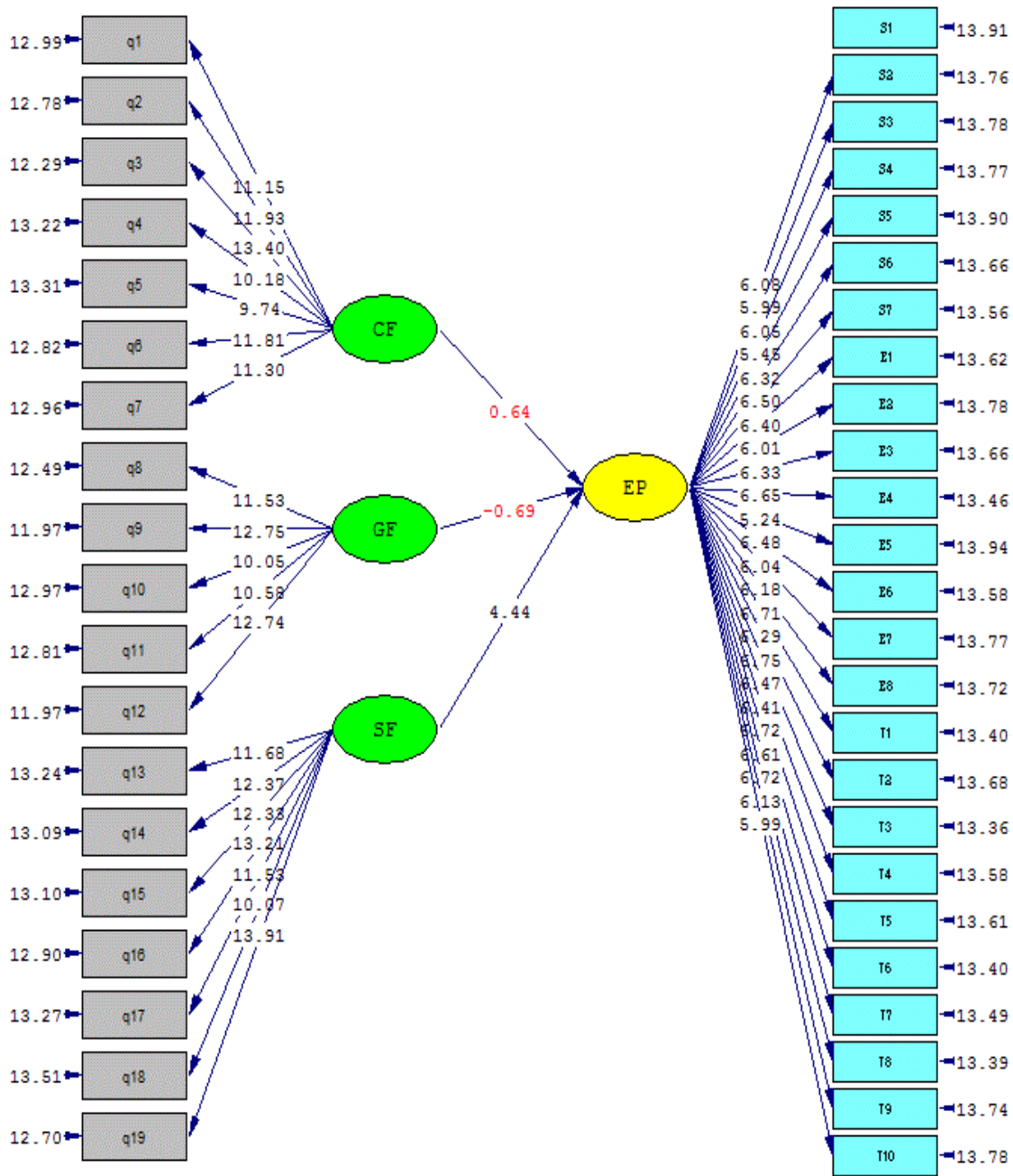
Chi-Square=2406.45, df=896, P-value=0.00000, RMSEA=0.065

Figure 4
The results of significance tests of path coefficients for the research basis model

The standardized path coefficients (Figure 3) and the results of the significance tests of the path coefficients (Figure 4) indicate that the structural factors (P < 0.001, t = 0.44, β = 0.86) have a significant direct and positive relationship with the implementation of the development policy in government bodies of Golestan province. Also, there was no significant relationship between the content (p> 0.05, t = 0.64, β = 0.09) and the ground factors (p >0.05, t = - 0.69, t = -0.09) with development policy in government bodies in Golestan province.

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 50

Findings of the fourth question

In the present study, the ratio of chi-square on the degrees of freedom ($\chi 2$ / df), the 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 Fitness Index (NFI) were used. The acceptable range for the ratio of chi-square of the degree of freedom was values below 3, for RMSEA values less than 0.08, and for the indices CFI, GFI, AGFI, NNFI and NFI values higher than 0.90.

Fit index	Symbol	acceptable range	Factors related to the implementation of the development policy
ratio of chi-square of the degree of freedom	χ^2 / df	Equal or less than 3	2.87
Comparative Fit index	CFI	Equal or more than 9	0.98
Goodness of Fit Index	GFI	Equal or more than 9	0.98
Adjusted Goodness Of Fit Index	AGFI	Equal or more than 9	0.97
Normed Fit Index	NFI	Equal or more than 9	0.96
Non-Normed Fit Index	NNFI	Equal or more than 9	0.98
Root Mean Square Error of Approximation	RMSEA	Less than 0.08	0.012

Table 5
Indices of structural model fit

Table 5 indicates the appropriateness of the suggested model of research, such that the Root Mean Square Error of Approximation (RMSEA) is equal to (0.065), the Normed Fit Indexis equal to (2.68), and the value of the goodness of fit (GFI) is equal to (0.969).

Discussion, conclusion and suggestions

The development of the administrative system is one of the most important programs of the Islamic Republic of Iran. The administrative system of any government reflects the attitude of the sovereignty and government on the quality of administering and managing the country. The role of the administrative system in economic, political, social and cultural structures and its effect on the realization of the goals of the macroeconomic systems of society is crucial to the extent that the achievement of these goals is not feasible without the design of an efficient and rational administrative system. Therefore, in all countries of the world with different levels of income, the diversity of economic, social and cultural structures, the reform of the administrative system is considered as the main prerequisite for development. It can be said with confidence that the strategic approach to the government administration system in the administrative development and attention to the rapid developments of knowledge and technology, global developments with a futuristic, development, flexible, dynamic, and in interaction with humankind is as the most prominent factor, and with appropriate rules and regulations is along with development and lack of complexity in the implementation.

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 51

Based on the experimental results, the structural factors affect the implementation of the development policy in the administrative system of the Islamic Republic of Iran, but the content and ground factors are not effective on the implementation of the development policy in the administrative system of the Islamic Republic of Iran. Regarding what is referred to as the improvement or administrative development by the organization of management and planning as reforming the administrative system in order to make it more efficient, as well as rationalizing the size of the government, reforming the organizational structures of the government, reforming management systems, reforming employment systems, trainings on improving human resource adjustment, reforming the processes of working, and finally promoting and protecting people's dignity in the development program in the administrative system, it is possible to summarize the development of the administrative system in making changes to the various dimensions of the administrative structure of the country; due to which, the administrative system is capable of conducting current and strategic missions with further efficiency and effectivity, thus accelerating the effectiveness of the implementation of the assigned tasks. Obviously, in line with such development, there will be no significant change in the mission and role of government bodies, and the productivity index of the administrative system will reflect the effects of this development. It seems that attention to the performance evaluation system can improve the implementation of the policy of development in the administrative system. One of the 26 principles of the general policies of the administrative system served by the Supreme Leader emphasizes on the agility, proportionating and rationalizing the organization of the administrative system in pursuit of the goals of the vision, and the operation of these policies requires the re-engineering of the administrative system of the country. Strategic capabilities such as being knowledge based, accountability, competence, speed of transmission and flexibility are the most important characteristics of agile organizations, and, in order to achieve sustainable and comprehensive development, the administrative system should be efficient and up-to-date with these characteristics.

Paying attention to the expectations and wishes of the client and following these demands can affect the implementation of the policy. Based on the results, it can be said that the accountability of the executive organizations is a policy of the characteristics that each organization should have for the people and government and its superiors. With no accountability, it's not possible to implement an effective policy and its purposes. The executive organizations must interact with advisers and experts to get guidance in the implementation of the program and use their point of view in this regard. In the final stage, this is the supervision that says the final word, such that if there is no continuous and optimal supervision and inspection in accordance with the existing conditions, the implementation of the program will face a lot of problems. The main and most important reason for the failure of the development programs can be found in the method and manner of their implementation. This is such that nothing is more difficult to execute, more unprobable in obtaining success and more dangerous in managing, and more dangerous in putting a new order in affairs. The administrative system in Iran, considering its wide and effective role in the affairs, is considered as one of the most important infrastructures of development, which neglecting it causes irreparable damage on the way of realizing the ideals of the Islamic Republic of Iran, realization of programs, people's satisfaction etc.

By identifying the elements and factors related to the implementation of the development policy in the administrative system of Iran, the present study provides a suitable platform for implementation of the administrative development, as well as identification of these factors can greatly contribute in presenting a native model of the implementation of the development program that is more compatible with the policies and

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 52

strategies of the Islamic Republic Iran and that the their implementation is probable in the community. Creating a suitable platform for the implementation of administrative development programs, and making necessary reforms to clean the administrative system from deterrent factors are prerequisites of development. The combination of two or more models creates a synergy in the model's ability and in the present study, the author used the combination of the three proposed models with the related factors. Based on the experimental results, in this model, the content factors and ground factors are not related to the implementation of the development policy, but structural factors are related to the implementation of the development policy in the administrative system. According to the results obtained from structural modeling and linear relations between the factors related to the implementation of the development policy in the administrative system, we attempted to provide a native model based on the experimental results indicated in Figure 5.
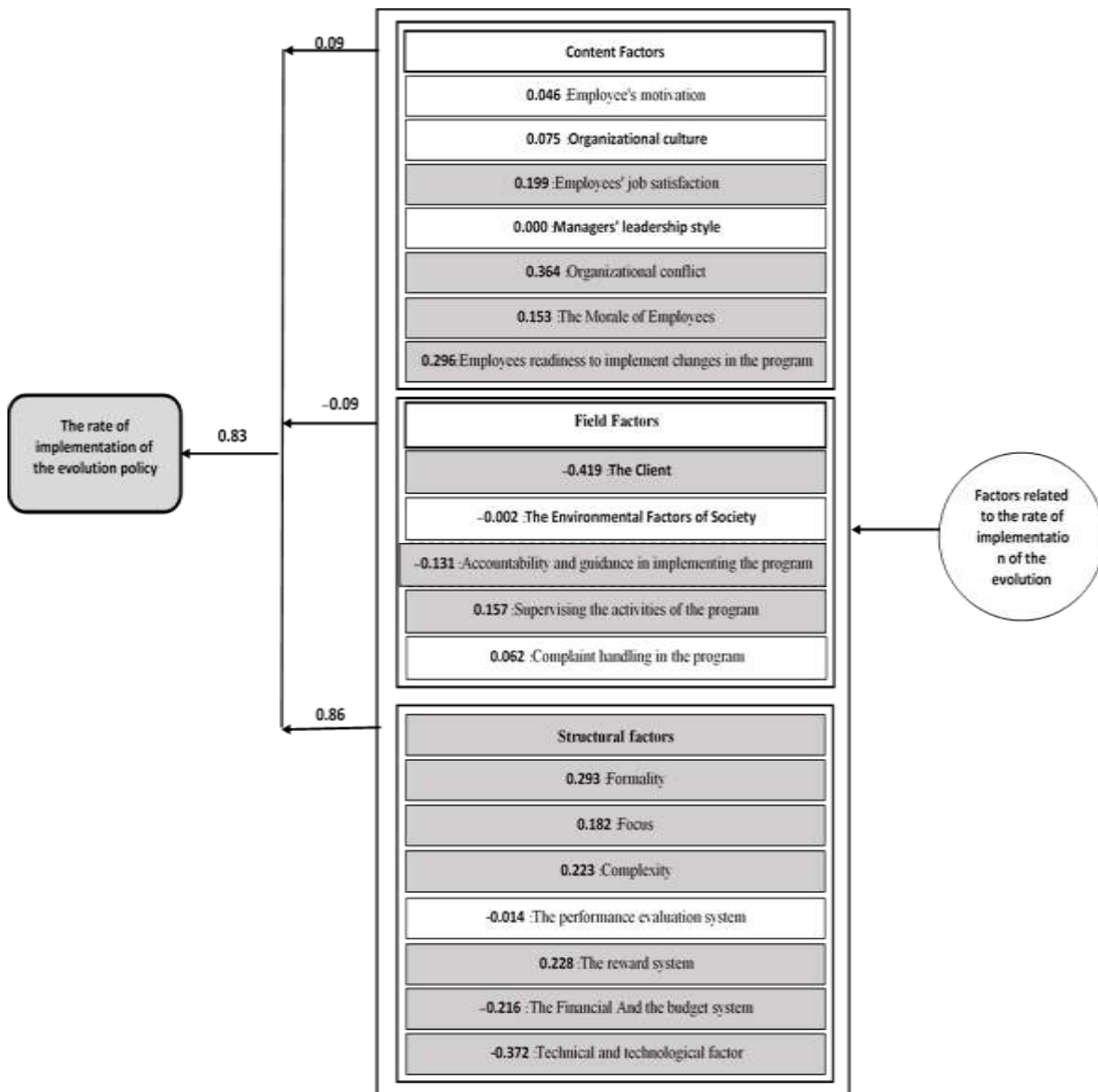

Figure 5
The native model of implementing the development policy

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 53

Among the limitations facing the present research, we can refer to the inherent limitations of the questionnaire and its use as a tool for measuring and quantifying the qualitative points related to the research variables. Also, the interference of personal issues and the individuals' inner desire in responding to the questionnaires, the time constraints for doing research and the short duration of sampling, the busy schedule of the members of the statistical community and, consequently, lack of time to respond to the questionnaire questions and the concern of some respondents to express their opinions about the organization, limited the findings of the present research with limitations, which was out of the control of the researcher, and should be considered in the interpretation of the results. However, based on the findings of this research, the following can be suggested.

Reducing the lengthy hierarchy, therefore, organizational rules and regulations should be clearly, explicitly and clearly developed and designed to facilitate the use of information in the exchange of information. It should also be noted that the reduction of the hierarchy should be aimed at facilitating the access of the administrative employees to each other and minimizing administrative correspondence and the circulation of affairs and processes to meet the demands of customers. Measure be taken to flatten the structure of the organization and to provide the freedom of action and facilitate information technology decision-making for all employees, and accept centralization and decentralization simultaneously in their organizational structure. In addition, they must encourage methods of doing flexible work through the advancement of information technology. Appropriate use of horizontal, vertical and geographical separation according to the ability and talent of employees, the establishment of unity and coordination between units and departments of the organization in order to achieve the main purposes of the organization, creation of mutual communication channels between high level management and employees of other levels, and reduction of redoing in the flow of administrative correspondence between the various levels of the organization and allowing appropriate authority and responsibilities to individuals, which is in the direction of decentralization, respecting the system of rewarding individuals and establishing a sound and reliable financial and budget system tailored to the costs of each device and organization.

Increasing the sense of urgency in individuals, such that people move away from wicked and wasted thoughts in a way that they employees are trusted as members of the organization and that their developmental goals are not obstructed. Managers of the organization put more emphasis on raising working standards and improving the quality of working life of the employees. The fair payment of resources and cash and non-cash rewards should be considered equal to the work and responsibility of each employee. Given the importance of non-material rewards, managers should be aware of the effects of these rewards on individuals, and use incentives other than financial ones to encourage and persuade employees, such as creating suitable working conditions, full appreciation for doing work, and feeling of participation and belonging in the implementation of affairs. Managers should take advantage of employees' abilities, experiences and skills so that besides growing up, they receive more belonging and secure feeling, and always use their ability and creativity to enhance the organization. The career development path for the employees is designed and announced to them at the time of employment, and appointments based on taste should be prevented. Prior to the implementation of each program, employees are informed about the details of the program and they are mentally kept at high levels to meet the required expectations.

REVISTA INCLUSIONES ISSN 0719-4706 VOLUMEN 6 – NÚMERO ESPECIAL – JULIO/SEPTIEMBRE 2019

Designing a Native Pattern for Implementing Reform Policies in the Administrative System of the Islamic Republic of Iran pág. 54

Increasing the efficiency and utilization of scientific methods in public affairs, as well as awarding privileges to people with special skills and exchanging the personnel among the private and public sectors throughout the country by analyzing the efficiency and effectiveness of these personnel in the administrative system and training individuals in situations should be on the government's special agenda. The accurate and comprehensive understanding of the inappropriate trends of the existing situation, the recognition of the prospects of future challenges in the event of the continuation of inappropriate trends and the determination of the gaps and deviations between what is expected (desirable) and what will actually happen with the continuation of the current unfavorable trends which seems necessary in the realization of fundamental changes in the administrative system of Iran. Also, the correct implementation of laws and regulations, the notification of laws and regulations on a regular basis, compliance with the rules in the implementation of the administrative process, speeding up the provision of services to the client, reducing the waiting time for receiving services for the client, expediting the process of the client's request are recommended. Proper management and implementation of policies to improve the quality of employees can create favorable conditions for the client. Respecting honor and honesty and kindness with the client, paying attention to the laws of clients, and client guidance are one of the qualitative measures for the employees.

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