

Assessing the Policies of the Iranian Civil Service Management

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Abstract: Having a diplomatic and dynamic administrative system is an old desire of any state or country. One of the mutual issues among developing countries is attributes of the governing administrative system on these societies and their consequent problems. Accordingly, one of the challenges of developing countries governments is creating a diplomatic administrative system and Iran has not exemption from this rule. Ineffectual features of the Iranian administrative system such as low productivity, lack of meritocracy for selecting managers, lack of accountability and the glassiness of non-decentralization from financial and administrative systems, lack of separation of sovereignty districts from taking responsibility, absence of the innovation spirit, low motivation of personnel, inequity in the payment system and so on were as a vindication of the administrative system improvement of Iranian necessity that in this direction have accomplished measures and policies for improvement on this situation where we will analyze these policies. In this study, we intend to answer the following questions including, what is the nature of the problem? What diplomacies have been established in the past and future to tend these problems and what was their consequences? Who much these results have been valued and useful to resolve these problems? What options are exist to dispose of these problems and what are their possible subsequent results? What options should be adopted to resolve these problems? Finally, we will present a model for policy-making in this scope.

Key words: Assessing policies of the Iranian civil service management, analysis of policies, modification of the administrative system, scop, diplomatic

INTRODUCTION

One of the mutual issues among developing countries is the attributes of the governing administrative system on these societies and their consequent problems. Generally, developing countries have been either a colony of the western governments or somehow under their influence, therefore they are affected by the western culture and they are a slave to their intention and likes. It is obvious that these countries never have had an independent theory according to needs of their society and the usage of methods and aims have been by injection and according to the new colonialists' opinions in the direction of their benefits. In fact, what are existing as administrative and political institutes in the under developed countries are institutions have been established without considering domestic needs and necessities that enumerates only as a leverage in order to looting of their resources. Therefore, the occurrence of an administrative evolution after a political revolution seems to be necessary in these countries.

Hence, due to the rapid development of the cultural, social, economical and scientific world issues it seems

necessary that the administrative system and its structure should alter in order to resolving problems and needs according to national and fundamental objectives of their country.

Ineffectual features of the Iranian administrative system such as low productivity, lack of meritocracy for selecting managers, lack of accountability and glossiness of non-decentralization from the financial and administrative systems, lack of separation of the sovereignty spheres from taking responsibilities, lack of an innovation spirit, low motivation among personnel, inequity in the payment system and so on were as a justifier for reformation cogency of the Iranian administrative system that in this direction policy-makers carried out some measures and policies for the improvement of this condition that these policies are studied in this study.

EXPLAINING ISSUE

Many of the problems mentioned above have a root in the sociopolitical and cultural structure of Iran and Iranian societies and in this scope we can specifically

refer to lack of meritocracy for selecting people. Also, a majority of accomplished policy-makings in this field have been done without calculating the governing political, social and cultural structures on Iranian societies. Hence, it seems necessary for us to have a small portion to answer to this question that why the Iranian administrative system is suchlike by analyzing policies of the civil service management?

THE HISTORY OF CIVIL SERVICE MANAGEMENT

The first provisions of civil employment in Iran was formulated and passed in 1922 based on employment principles of some developed countries at that time which was included in employment provisions of civil personnel throughout the country. This rule was comprised of five chapters: entry to service, service ranks and upgrading level, method of trial and punishment, retirement and special duties and cases.

In this rule to determine salary and rank of an official employee, the ranking system has been used. Thus, higher authorities in the administrative hierarchy possessed a higher salary and the employee's salary was increasing after a definite time span of service and incumbency of a higher rank, therefore it was impossible for personnel to achieve a higher administrative grade and possess a higher salary and perquisite.

The formulation of this rule had importance for determining mutual rights of the employee and the government as follow:

- Classification of business although in a simplistic and limited way
- Creating an integrated employment system in a majority of departments in the public sector of the country
- Considering the training principle and achieving the occupational skill by the necessity of the employee's agreement in each of the occupational grades
- Paying an equal salary to business authorities by determining a identical salary for each of the occupational grades
- Creating an advancement system and a kind of meritocracy in it
- Creating the retirement and superannuation system

This employment rule by expanding the public organization and activities and up-to-date needs have modified a lot and other laws and regulations such as laws of engineers, technicians and teachers was added to it. But despite this changes and modifications, due to new needs and increasing the number of personnel's of executive organs and expanding the public organization

and activities, by considering the available chaos in various employment affairs of the public organizations and the necessity of the establishment of an employment rule on a new basis the Supreme Administrative Council at that time in 1966 adjusted bill of the employment law and this law was approved by the legislative branch on 21 June, 1966.

In this law, modern management topics such as job classification, organization and methods, training and assignments of staff were introduced and also emphasized on the observance of employment justice, staff assessment and observing the principle of merit in appointments, experience, expertise and sense of responsibility of staff that was largely coordinated and solved conditions of the employee of executive organs in terms of entry into service, qualification, salary and benefits, training and different employment stages at that time according to the considered purposes. Due to rapid changes in the economic system and consequently in the country's administrative system, in terms of expansion of various service organizations through domestic and foreign investment this law was modified six times since adoption in 1966 until the end of 1974. On the one hand developments after the Islamic Revolution in 1978 and limitations arising from the war and uncontrolled increase in inflation, increasing the number of government employees, the plurality of public organs with similar functions, and expansion of employees society especially in the support section, diversity of employment laws and regulations, different payment mechanisms and significant differences in the level of payments among the public institutions and public and private sectors on the other hand, all will create inconsistencies in the payment system.

Designing a coordinated payment system of salary was faced with numerous problems. So according to the Clause 2 of the Article 22 of the law of first Plan of economical, social and cultural development of Islamic Republic of Iran adopted in on January 31, 1990, formulation of a unity employment system and payment system for all of the executive organs throughout the country in order to establishing employment justice and providing it to the parliament up to the end of the first year of the program was as a necessary measures in order to achieve the objectives of the program was place in the agenda of the government that its results was measures and approvals that was lead to the adoption of the bill of coordinated payment system on September 4, 1991 in the parliament.

But in the present situation, this rule is not accountable to needs and plans and it is not coordinated by considered perspectives, hence it was necessary to develop a new law that was based on new conditions and

plans of the country and expansion of government's duties and activities and a special insight that is available in social, economical, cultural and managerial dimensions and by inspiration of valuable teachings and the constitution of Islamic republic and objectives of the revolution.

In addition to this occasions that indicates formulation of the new rule, some comparative studies on this case also signifies that new approaches of the government to manage countries affairs, great evolutions that has emerged using new technologies for providing desirable and high quality services, the role and duty of governments in tendency to the governance issue, diversity and the quality of providing service to people and the quality of mutual relationship between the employee and government have changed the management approach management and employment relations and related laws and regulations has been modified in order to accomplish or accelerate above cases. One of the cases that have been resulted in the need to accomplish these changes is expansion of new public management approach and the spread of it. Finally, the law of civil service management was approved by the parliament in 2007.

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POLICY ANALYSIS

Producing surrounding and internal knowledge in the process of policy-making is called the policy analysis. The policy-making processes, policy analyzers, reasons, results, performance of programs and public policies are analyzed to produce surrounding knowledge. However, this knowledge would not be defective if it were available to policy makers and those that policy makers are obliged to serve them.

Only when surrounded knowledge is joined to internal knowledge members of the executive, legislative and judicial branches as well as interested citizens in policy decisions can use results of policy analysis to improve the process of policy making and its implementation. Since, policy making efficiency relies on existing knowledge, communication and application of policy analysis is considered important for the practice and theory of the public policy.

The approach of policy making analysis is reflecting development of the process of policy making in the real world.

Policy analysis in the real world is the decision making tool. Published literature is not only in the scope of public management studies but also they are available in the political sciences, philosophy, organizational psychology, economics and business management as well (Gill and Saunders,1992). Adopted policies in this context are as follow:

- The civil employment law approved in 1922
- The establishment of the general office of job classification in 1954
- The civil employment Act in 1966
- Approval of the coordinated system of payment law in 1991
- Approval of the civil service management law in 2007

NATURE AND REASONS OF POLICY-MAKING

On the one hand Ineffectual features of the Iranian administrative system such as low productivity, lack of meritocracy for selecting managers, lack of accountability and glossiness of non-decentralization from the financial and administrative systems, lack of separation of the sovereignty spheres from taking responsibilities, lack of an innovation spirit, low motivation among personnel, inequity in the payment system and so on and on the other hand introduction of modern theories of public management and good governance and serious demands of the people in the context of providing appropriate services of the administrative system has caused the sensitivity of the issue and drew the attention of policy makers to this sphere.

IDENTIFYING THE PROBLEM

Administrative abnormalities in Iran and effective factors in the incidence of them:

Inefficient economic structure: Economics has always been considered as one of the most central factors of development in each country. But the unhealthy economic structure and the insignificant contribution of the government's income tax and too much relying on oil revenues are all factors that have made the country's administrative structure from a productive mode to a passive mode.

The private sector in the country has remained as one of the three undeveloped and without structure economic sectors. So that nowadays only a handful manufacturing-services structures in the private sector in country could compete with some of the countries. Perhaps the main reason is that the private sector is more result of a command flow until has been made according to a competitive flow. In the other words, the competition factor and challenging environment in any way has not been considered in the formation of the private sector and it has shaped the relationship among the authorities of privatization.

Also, the investment in the country instead of using a more appropriate model has followed routine flows. While unemployment, lack of employment capacity and disability of managers in the preservation of elite and technician human resources is an evidence of a typical mismanagement at all levels of public management

However, most of public organizations have distanced from their own main task that is serving people and they are in competition with other public organizations to achieve more scores.

Inconsistency among staff's earnings and expenditures:

The main and similar characteristics of third world countries are the imbalance between earnings and expenditures in these countries. So, they are often facing to budget deficit. The budget deficit and consequently borrowing money from the banking system or external resources sooner or later will have a negative effect on the economy of the country and will exacerbate tensions or the economic crisis. This tension in its turn will cause to intensify crisis in the coming years.

So as a solution the government transfers a large percentage of the problems cause by this deficit to the staff of ministries and executive organs. It means that the government specifies the rate of increasing their salary lower than annual inflation thus after one or two decades living standards of the government's personnel will diminish and their family basket becomes emptier every year.

Since, the government's employees are in contact with other parts of the society and they are able to touch their lives to some extent so government's employee tries to close up their life to others. Therefore, each group according to their influence and their own administrative level tries to earn legal and illegal points and therefore dissatisfaction with getting receipts that are often permissible and sometimes after some decades will turn into impermissible receipts becomes an epidemic between staff so that they will connect any other deficiencies (rightly or wrongly) to low income and gradually They give relative legitimacy to working low and other violations. Incidence of all these issues in a chain cause that public managers are caught into the managerial closed wheels and greatly lose the management tool that is encouragement and punishment.

Unrealistic political strategies: If we consider the policy as a strategy of a country governments should certainly have necessary foresight in their strategies and macro programs, but if for any reason they are unable to understand the needs and problems of society and accountability to people demands and a distance to be created between exceptions of society and the needs, the social gap becomes political phenomenon which will have a negative load.

On the other hand, too much interference of political events in the administrative structure of the country and existence of the professional and guild relations in the administrative system and the entire structure of the country have involved in doubt.

So if the political structure is examined as a logical flow changes at the directorial levels will be certainly considered as a normal phenomenon and it will not impressed the administrative systems (Ali, 2000).

Information insufficiency in making decision: Most of the management scientists believe that decision making is the essence of all management activities. But the value and validity of any decision depends on the value and validity of the data collected for it.

So lack of a reliable database and lack of access to up-to date and reliable sources of information from one side and existence of excessive bureaucratic hierarchy in most of large public organizations which resulted in the distortion of factual information on the other hand also has causes that decision-makers in the administrative organizations make decision for future according to the previous information.

However, according to rapid complexity and developments and ways of thinking in decision-making, decision making in an atmosphere far from reality and

careless to situation and in different against available needs have not worked and will degrade the efficiency and productivity of the administrative systems.

Negligence to the future in policy-making: Undoubtedly, provisions besides previous experiences should have a perspective to the future. However, most of the country's provisions are legislated based on previous performances and due to inattention to developments and rapid environmental changes and future needs.

On the other hand, legislated laws in most cases have the least enforcement and always have exceptions for special people. Thus, lack of mechanisms and control systems in the administrative structure causes that first; people think all legislated rules are executable just for a part of society; second, law enforcement is affected by the economical issues of personnel. In the judicial sphere due to adherence to a centralized policy in spite of age of the separation of powers principle and country's law this principle has been damaged.

A centralized administrative structure: Now a days, everybody knows the negative effects of the centralized administrative system and structure (Majid, 2001). In fact, conducted studies show that a majority of organizations covered by public institutes have not had a satisfying performance due to failing to comply with the meritocracy system for choosing and appointing managers and negligence to the principle of productivity.

Creating basic changes in the administrative systems of some countries such as Iran are as requirements that decrease stress and burden of the government and public organizations to manage affairs that it is possible to separate their directly managing from the structure and framework of government regulations.

Therefore, revising in the country's administrative system and an accurate, scientific and correct integration in some of the existing executive organs will cause improvement in managing their affairs to provide better quality services and thus reduction in costs. On the other hand, managing smaller operational units is easier while by increasing the scope of authority of units, a specific management model will not emphasized.

Also applying the system of decentralization in the management levels will cause that top managers find more opportunities to attend to main tasks including strategic planning, monitoring in execution, creating coordination and making general decisions that require enough time.

Weakness in the accurate production, application and development of knowledge: Production and development of knowledge is considered as the most fundamental

investment for every country. When an Iranian patents an invention or he publishes an article or a research in one of the authoritative foreign journals as thousands of people throughout the world read it or they reference it in their studies as a reference the score of making knowledge will registered for our country.

The negligible production of knowledge and its inappropriate development specifically in the context of economic and management and tasty use of a majority of scientific issues are considered as dilemmas of the administrative system of our country. It is obvious that guarded and adapted questions are originated in knowledge, thus, it is calculable in the future management of organizations and specifically in big and complicated administrative organizations but a clear definition has not been provided about them yet. Therefore, without belief in science and its accurate usage achieving the external and internal condition will be impossible.

Incompetence of public organizations: Since, the public companies and organizations and country's executive organs use the public fund, thus due to the lack of a control mechanism it is not important for managers with what expense they achieve the organizational goals. So, although the public organizations sometimes succeed to achieve their predetermined goals and they are partly considered effectual but they are not enough efficient because of their indifference toward consumption of the budget and boundless spending. Thus, a majority of public managers are careless about national resources and public property and due to simulation and demagoguism as well as wrong policy resulting from appointments away from meritocracy they do not have required productivity in the implementation of management and achieving their organization's goals (Ali, 2003).

The lack of social responsibility and accountability in the administrative organizations: In every society, one of the tasks of the manufacturing, guild and service organizations is paying attention to the society's welfare and performing the required support from the public. In this regard the sense of responsibility of investors and managers and the quality of their attitude toward ethical principles is effective to create social welfare and to pay more attention to preservation of a healthy environment and conditions of a good life.

Social responsibilities of organizations will take social commitments which are exceeded from merely profit making opinion. In fact, the society has the expectation of the social responsibility from organization to work for economical goals besides their main goals in the interest of the public, preservation of the environment and solving social problems.

Along with the social responsibility, the social accountability is considered, in fact organizations have a sense of commitment and accountability toward their own people and they care about social goals as economical goals in response to their needs.

Not polluting the environment and protecting it, monitoring the quality of the product and exercising adequate controls to provide services and products are the reasons of observing the social responsibility and accountability to the environment and the public demands.

Governments and administrative structures, educational and cultural institutions, the mass media etc have a basic role in creating the sense of social responsibility and subsequently to act on it.

Especially in the Iranian society in which the government have directly involved to manage a majority of organizations.

Although, governments are not able to do this heavy responsible effectively and comprehensively but until a centralized administrative system is governing on the country, defining this social responsibility and monitoring its implementation in the society level is the most important function of the government.

On the other hand, existence of the social and economical security is another factor to encourage investors, craftsmen and managers to accept the social responsibility and accountability to it. In societies that there is not enough social and economical security, the tendency to the voluntary participation in affairs related to social welfare will decrease.

However, if investors and craftsmen have a fair image of the long-term future in their mind, they will have more readiness against the social commitment.

Lack of consideration to ethical principles in institutions: Consideration to ethics and its role and effect on the human behavior has an old history. In different societies ethics in management and especially in administrative institutions and organizations have been important due to its relation with the behavior and performance of personnel. When we are talking about the social responsibility of an organization in fact its ethical attributes are considered. Also, the idea of social responsibility is based on the principle of integrity and observing ethics fundamental and regulations governing in the organization. Thus, do not use the facilities of an organization to meet personal needs is a kind of ethics. The phenomenon of jobbery, bribery, gossiping, discriminating, lying, accusing and so on that today we can see in most of the executive devices are examples of the lack of ethics among government employees. If they

studied scientifically, they have root in the lack of commitment of some managers of our country as public servants to ethics and inattention to the needs of employees and at the macro level the demands of the society. Since, the effects of compliance and non-compliance with ethical principles will be reflected in social and professional life.

Therefore, organizations must pay more attention to individual rights; by the way management ethics implies that managers should consider environmental changes in their decisions as well. In other words, respect for the rights of individuals from different aspects, will cause social justice and its results will be effective in the economic performance and financial condition of the organization (Hasan, 2003).

Management or the motto of system thinking: Now a days, organizations will manage effectively when the organization set seen as a general system and building blocks of the organization or formative sub-systems of the general system work entirely. But having much success in this affair is related to the attitude, perception and beliefs of managers and personnel of the organization.

When we are talking about the organization integrity, it means that the success of each adjutancy, general office and division as sub-systems of an organization is depend on the performance and success of other units of the organization and in the organizational relationship this mutual effect should be considered.

However unfortunately, weakness in the estimating systems and specifying abilities and appreciating them specifically in appointments and replacements as well as disability of motive system in the Iranian public organizations would not create a background for the system thinking and a group work and basically the system thinking is unfamiliar to the most of managers working in the public sector of our country (Ali, 2003).

Sometimes because of a long distance in education, experiences, quality of thinking, breadth and macro-looking in some of the high-level managers involved in the administrative organizations with a management body which has been earned by different parties and groups or appointed due to family and friendly affinities, either viewpoint of the organization management will not work or it will done in a cautious way by applying personal opinions of the middle-level managers slowly and tempered.

Since, managers sometimes have multiple jobs, the middle-level managers will draw policy for high-level managers and their institutions thus high-level managers are reduced to a signature machine.

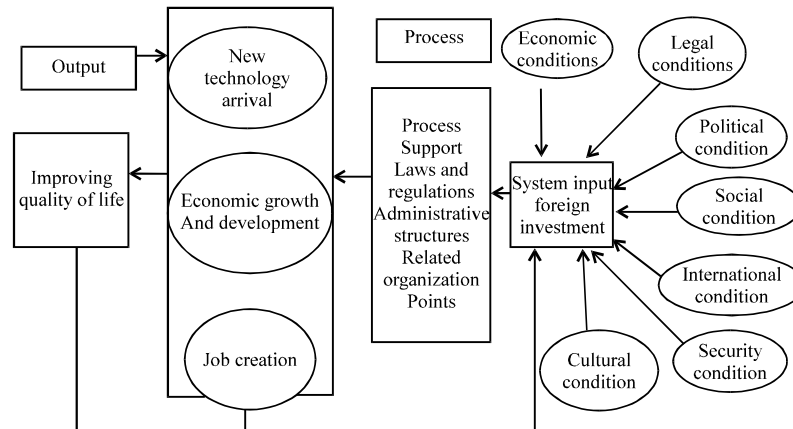


Fig. 1: Model

One of the conditions for creating system thinking in organizations is the existence of occupational security and democracy in the work place. Occupational instability, creating a flattery atmosphere, intimidation and involvement of managers in the trap of financial issues will cause that personnel think more about their future than the organization they are committed to it.

Therefore, until the management of public organizations does not create necessary environment and conditions for an institutional change administrative problems of our society will increase unfortunately.

On the other hand, making system thinking in organizations is related to the culture of the society. Here the role of educational and cultural institutions and the mass media with a universal program in the society level should be considered (Fig. 1).

Whilst, creating a system thinking in the administrative institutions is not separated from the bigger system, society but they are completely in relation to each other and they are deeply affected by each other.

MODELS USED FOR POLICY-MAKING

The model of gradual changes is the main model has been used in this process, since the basis of change in the administrative system is based on the civil employment law approved in 1922 that has constantly changed with gradual changes concurrent with conditions.

Another model used in this process is the elite model also using an expert body and specially experts of the Management and Planning Organization and the research center of the parliament.

Another model used in the policy-making process of civil service management is the institutional model, since

both the Management and Planning Organization and the Islamic Consultative Assembly played an important role in this policy-making.

Actors of policy-making: Actors in this sphere are as follow: specialist and experts of the legislature and executive branches and some institutions such as the Council of Guardians and the management and planning organization, the Office of the President, the Court of Administrative Justice, the Ministry of Economic Affairs and Finance and the General Inspection Organization (GIO).

The proposed model: According to mentioned issues and to note this point that the administrative system reform in Iran must deliberate scientifically, so it seems the policy-making rational model is an appropriate model in this sphere.

CONCLUSION

According to the present general culture and sub-cultures in the administrative system in Iran, conducted attempts along the reform of administrative system in Iran have not been effective, although some threads of negligible improvement are available in some sectors but there is a long distance to achieve the optimum point. In spite of much emphasis on the administrative and political decentralization this issue has not been achieved. Conducted attempts in the context of the separation of the professional and political management have not yet completed.

Also, assignment of the government policies to the private sector not only did not help to the agility of the administrative system but also has forced other

expenditures to this system. Accomplished evaluations of the administrative system personnel are unreal and scientific.

Also the coordinated system of payment by penetrating to some ministries has remained defective and accomplished for few ministries that it decreased personnel incentives therefore the productivity and efficiency of personnel and the administrative system has been decreased.

Instead of the deregulation of redundant administrative processes, authorities and executives in this sphere merely think about miniaturization of the government by merging ministries, outsourcing and decreasing number of government personnel, etc. but the main problem due to taking irrelative methods is still remained.

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