

Pathology of Administrative System to Codify Organizational Values Appropriate in Gas Company of North Khorasan, Year 91-92

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Abstract

Administrative system is one of the most complex levels of open systems. Human resources are the main pillar and driving and decision-making engine of every system, because there is no method that is independent of humans. Some evidence like failure in realizing organizational objectives, low level of efficiency, client dissatisfaction, administrative-financial health inadequacy, low level of job satisfaction, slow working procedures, administrative disorder etc. show that there can be seen some unhealthiness and corruption in administrative system of Iran. Despite its modern appearance, Iran's administrative system is not able to perform a modern institution's functions in society. This inefficiency and unhealthiness of the administrative system is a social problem. Fundamental attention to administrative system of every society and its accurate pathology (administrative corruption) can help policy-makers of that society, in order for them to be able to find the required solution, by timely identification. Administrative corruption, the platform of which is country's administrative system and department of public affairs, is a problem for many developed and developing societies, and grows as the society progresses and leads to a disruption in development trend (*ibid.*). This research investigates the pathology of administrative system in Gas Company of North Khorasan in the year 90-91, and is a descriptive study and is conducted using SPSS software. The results showed that 22.9% of the respondents desire very slightly to maintain the current situation.

Keywords: pathology, administrative system, Gas Company.

Introduction

Administrative and executive system as a country's development platform makes the performance of programs possible. Thus, regular investigation of the country's administrative system and comparing it to other countries, besides clarifying common and emphasized points, can make it possible to challenge the existing shortcomings objectively. There is no doubt that today's world, according to most of the experts the evolution speed of which has changed to minutes and seconds, leaves no place for test and error and basically, where billions of people live in and modern technology has made it possible to exchange their experiences, test and error for performing any change wouldn't be logical (Sardari, 1380).

"Administrative system" is a regular set that have a prophecy to realize government goals. Government goals are not separated from social, economical, political and cultural issues and therefore, in order to organize social searches and activities in economical and social development better, awareness of economical and social boundaries become necessary and we can achieve this necessity through codifying related systems and given that the administrative system is a tool serving for other main systems in order for them to be able to practice their potential talents. So, before designing an appropriate administrative system, there should be general and known rules on economical and social issues that base on them we would be able to design an appropriate and desirable administrative system (Abolfathi, 1372:12).

Basically, administrative system feed from economical, social, cultural and political systems of a society. And essentially the authority of this system is derived from society's requirements, and these requirements create some facilities, qualifications and conditions. These facilities, qualifications and conditions are derived from economical, social, etc. phenomena and if these phenomena aren't systematic and there is no system to rule them, administrative system cannot exist apart from these systems. Administrative system in general and management in particular is not limited to administrative methods and approaches, but an appropriate administrative system is derived from social and economical goals of the society. We can realize social and economical goals when they are specified explicitly and definitely (*ibid.*).

This research is also conducted to achieve the same goal and by presenting some samples from different countries we will try to compare our position to theirs and it is hoped that we can help to positive evolutions in our country administrative system. But moving in every path needs insights and landscapes that guide and direct us as travel command during the path. It is also the case in investigating administrative system. Reformation of this system, before and after Islamic Revolution, has long been considered important and according to social features and conditions, has been called by different names such as administrative revolution, administrative evolution, administrative reformation, etc. This shows that the administrative system structure is not a static and inflexible structure and, according to society evolutions, it should be able to make some basic changes in itself in order to respond to new needs or after meeting former needs to make essential reformations. Performing these reformations should be dependent on internal exact and practical analyses. Our main goal is gaining some knowledge of governmental management and administrative system in some countries, in order to provide a platform for positive evolutions in our country's administrative system structures.

Sardari, Ahmad (1380) with an approach to developing countries' administrative structures, investigates administrative damages and the way to control it; and that administrative damages are manifested in the form of crimes such as embezzlement, bribery, forging, hypothyroidism and so on and generally are known as administrative violation and its lifetime is as long as government lifetime. Administrative corruption is a relative matter and is related to its society characteristics. Administrative corruption has a universal range, in this article we can issue subjects concerning administrative system in both developed industrial countries and developing countries. It has been pointed out that, the most important administrative corruptions and its consequences and inappropriate organizational frameworks are the relationship of administrative reformations and structural corruption, strategies for combating administrative corruption, scientific strategies and considerations to decrease or stop administrative corruption in developing and developed countries and governors and governmental functionaries in combating organizational damages.

Naserpoor, Sadegh (1382) in his PhD thesis titled "Pathology of Government Employees' Education System and Designing the Pattern of its Relationship with effectiveness of Islamic Republic of Iran's administrative system " has diagnosed government employees' education system and believed that in order to make Iran's administrative system efficient through educating governmental managers, we first should diagnose managers' education system, and then investigate the relationship between the four main components of managers' education system (assessment, planning, implementation and evaluation) and the effectiveness of organization. Information gathering tool was a researcher-made questionnaire about current status of organization effectiveness which was specified by 8 organization effectiveness indices (Queen Model): flexibility, gaining resources, planning, stability, access to information, coherent workforce and skillful workforce. It was then analyzed using SPSS software and it was revealed that there is a positive relationship between educational assessment and open system model, educational program implementation and internal procedure model, educational assessment and human relation model, and educational programming and rational goal model, and can predicate organization effectiveness. As such, there is a correlation between human-based education system and organization effectiveness. The relationship between regulator variables (age, education, manager experience, etc.) and every sub-scale of organization effectiveness was also specified.

The problem in managerial judgment is the existence of several barriers that slow down the managerial advancement trend in China (Wang and Ma, 2002). Therefore, reforming the current managerial judgment system is among important juridical reformations in China. The juridical system increases the existing crises as follows: 1. Independence of managerial judgment system, 2. Inefficiency of juridical body authorities and, 3. Disruption in managerial law application. The sum of these shortcomings lead juridical bodies to act arbitrarily and bureaucracy will increase in them. To resolve these problems, this paper, after analyzing the problems' roots, seeks to find the related solutions. Meanwhile, this paper refers to structural reformation system as an important part of managerial reformation system and is a method for creating independent juridical system during reformation periods in China. After describing the results of researches conducted in other countries and basic problems in China,

authors present some creative suggestions for juridical management future in China that result in achieving solutions for the existing problems (XU Ji-ping. 2010).

Expressing the problem

Administrative system is one of the most complex levels of open systems. Goal and mission of a administrative system, which is the cause of formation and survival of every component of this system, is completely dynamic and variable, and change according to requirement priorities. Human resources are the main pillar and driving and decision-making engine of every system, because there is no method that is not dependant on humans. Some evidence like failure in realizing organizational objectives, low level of efficiency, client dissatisfaction, administrative-financial health inadequacy, low level of job satisfaction, slow working procedures, administrative disorder etc. show that there can be seen some unhealthiness and corruption in administrative system of Iran. Despite its modern appearance, Iran's administrative system is not able to perform a modern institution's functions in society. This inefficiency and unhealthiness of the administrative system is a social problem (Qolami, 1381).

Fundamental attention to administrative system of every society and its accurate pathology (administrative corruption) can help policy-makers of that society, in order for them to be able to find the required solution, by timely identification. Administrative corruption is the undeniable illness of every government and dates back to the emergence of human societies. Administrative corruption, the platform of which is country's administrative system and department of public affairs, is a problem for many developed and developing societies, and grows as the society progresses and leads to a disruption in development trend (*ibid*).

In our country, reformation of administrative system long has been a central motto considered by the governments. After Islamic Revolution, reformation of administrative system was among the first proceedings of the leaders and managers, and its effects can be seen explicitly in article III of the constitution's preamble, legislations and guidelines of the founder of Islamic Revolution and other supreme authorities of our country. Also, in the first and second development plans, the position and role of administrative system is taken into account (Alam Tabriz *et al.* 1384:6).

Administrative system of our country is moving toward a basic evolution in economical, social, cultural and political structure by general policies noticed by supreme leader in order to realize 20-year perspective of Islamic Republic of Iran in 1404 horizon. Justice and meritocracy based on Islamic ethic, effectiveness of programs and knowledge-orienting are among the most important measures for Islamic administrative system. Investigation and assessment of administrative system backgrounds in state-owned and private organizations of our country suggest that dominantly it lacks applied laws and regulations for implementing the mentioned measures. With realization of Islamic goals after Islamic Revolution and considering thoughtful thoughts of Imam Khomeini and his entourage, the setting for occurrence of the mentioned measures was provided. One of the most important actions that successful companies and organizations do to improve their effectiveness is a proper and timely pathology. Proper and timely pathology make it possible for managers to be aware of current problems and issues of their organization and prevent it from deterioration. Organizational

pathology is the procedure of collaboration among organization members and organizational pathology consulter(s) in order to gather appropriate and related information concerning basic problems of the organization and their reasons, analysis of the gathered information, conclusion of the conducted analyses and categorization of problems in two levels: general and particular problems, and making some suggestions concerning the required directions toward solving the problems. In this research we have attempted to, besides identifying measures and indices of administrative system pathology, identify and classify the aforementioned damages in three branches: structural, behavioral and platform damages, and the effect of every one of them on organization performance has been studied. The results show that the priority of damages from every factor and also reason and origin of every damage – in the order of damage span – is as follows: structural factors including selection and employment, assignments and job promotion and performance assessment; behavioral factors including motivation and job satisfaction, leadership, organizational culture and job security; and platform factors including employers and consulters who bear the lowest damage (*ibid.*).

By behavioral factors, we mean all the factors related to human force that form the organization content such as: motivation, working spirit and job satisfaction; structural factors include the set of regular relations among internal components of the organization that form its body, like: organizational structure, laws and regulations; and finally, platform factors include external environment and circumstances that are the cause of behavioral and structural factors (Mirzaii, 1377:316). These factors had been codified in “threefold model”, which forms the basic aspects of this research. Thus, threefold analytical-functional model, that can be an indicative of organizational profile, was selected. In this research by applying the aforementioned model, the determinant factors in human resource management damages of department of commerce are studied and investigated. In other words, after identifying the outcome of every damages and investigating its cause and origin, we will discover the problem solution and after classifying the damages, proper solution to problems will be suggested.

This research seeks answers to these hypotheses by case study method:

- 1- The tendency of managers to maintain the existing situation is one of the most important administrative system damages in Department of Gas of North Khorasan.
- 2- Lack of political demand and efficiency is one of the most important administrative system damages in Department of Gas of North Khorasan.
- 3- Negative bureaucracy is one of the most important administrative system damages in Department of Gas of North Khorasan.
- 4- Wrong and arbitrary and inappropriate reward system is one of the most important administrative system damages in Department of Gas of North Khorasan.
- 5- Inappropriate performance evaluation is one of the most important administrative system damages in Department of Gas of North Khorasan.

The research importance

In today’s organizations, major and basic reformations have changed from a need to a necessity and its major reasons are:

- 1- Problems like slowness, paperwork, wasted administrative procedures, extendedness and swollenness, inflexibility, lack of creativity, non-risk taking manner, routines, cumbersome laws and regulation, exclusiveness, cost-centering and resource wasting, power concentration, frustration and dissatisfaction of clients.
- 2- Inefficiency and ineffectiveness and lack of coherence and appropriate spirit
- 3- Recruiting good people and making them inefficient
- 4- Private sector success and changes in universal conditions (Alam Tabriz *et al.* 1384:8).

Moving toward a desirable administrative condition in the country cannot be initiated from a hypothetical status, but political, economical, social and cultural systems should be considered specifically and exactly and become the basis of thinking and intellection in planning and administrative system goals, since institutions which direct society toward a desirable direction, are affected by them.

If administrative system is not consistent an in line with dominant systems and do not take its form and content from them, given the governance of old values in it, administrative system becomes a tool for decreasing the speed of evolution and transformation in economical and cultural values, and ultimately will divert toward its behalf any kind of thinking, evolution and transformation in implementation stages in order to preserve its economical and political privileges.

Administrative system is born from a set of social and economical and cultural levels and aspects, and this system can make all the facilities of executive system and laws and regulations as a set to serve the goals of society systems just when the set of cultural, economical, political and social values of the society are specified and determined. Without a proper and correct understanding of economical, social and cultural system, administrative system is solid and dry and public service hierarchy would follow a nominal, blind, aimless composition and discipline, ultimately leads to bureaucracy. Administrative system is a uniform set of human resource, organizations, laws and regulations and working methods, the mission of which is to realize government goals in social, economical, cultural and political problems and issues (Mirmehdi, 1388).

Major evolution in administrative system is not possible without specifying economical, social and cultural goals of the government, and generally what is important is that we should predict and designate the main sketch of the system and social and economical and cultural policies, which specify and determine the economical-social development stages, and then create a firm organizational base to implement it.

Administrative system in the case of undetermined quality and quantity of economical and social and cultural issues and their content, is the creator of content and form of administrative system, and if these issues are not specified, this is the administrative system that will determine the direction and certainly this direction and moving is away from cultural infrastructure of the society and disjoint from people. administrative system has a direct relationship with basic requirements and needs of the society and the ways and means, by which it can secure these needs as quickly as possible, and these ways and means should be determined through dominant systems, otherwise administrative system practically would be empty and move away from the basic goals, planning and organization, and naturally in this

moving, due to lack of recognition of real goals, administrative system performance and efficiency is in a very low level. Damage would decrease people's loyalty and trust in governmental and non-governmental institutes, spread incuriosity, laziness and incompetency, increase the costs and would unstable society's ethical beliefs and values. Corruption would become a platform to weaken trustworthy people's spirit and deteriorate constructive attempt and activity for the country development and advancement. (Xi Yan-yan, 2006).

Since human, as capital, rather than expense, secures the greatest revenue and organizational profit through appropriate supply and effective performance management and health improvement, so identifying the effective factors in administrative corruption, and on the other hand creating the required setting for creativity and capability occurrence, accepting change and self-evolution, creating identity, organizational fixation, fitting and modulating organizational and individual values is an undeniable necessity. In other words, administrative monitoring healthiness follows objectives such as training competent employees that are matched with organization culture and fitted with modern skills and knowledge, are eager to work, and are committed and satisfactory; to be able to ensure administrative system employees' and society's benefits (Hartwich, 2007).

Research Methodology

The present research is a descriptive (non-experimental) study that investigates the existing situation without making any changes in variables (Khooinjad, 1380). Studies include a set of methods, the goal of which is to describe the conditions or phenomena. Descriptive research is a kind of research.

This research, in terms of various research methodology measures in social science, is a cross sectional, descriptive, applied study that is implemented in micro-sociology level. Given the time measure (cross sectional- longitudinal) is cross sectional, because investigates an organizational issue and studies organizational damages in a period of time. Since the unit of analysis and observation is individual, in terms of area (macro, mid, micro) is in micro-level. The present research tends to describe the main research variable, administrative system damages in Department of Gas of North Khorasan; therefore, in terms of analysis type is a descriptive one. And because following identifying the damages that might exist in the organization or threaten it, in terms of objective measure (engaging, applied and fundamental) is an applied research. Analysis unit in the present research is individual (Gas Company employees).

Statistical Society

The main goal of every research is to discover the dominant principles and total rules in a statistical society. Statistical society includes a group of people who have one or more common characteristics and these characteristics are accounted for in the research (Hasanzadeh, 1385: 98). The statistical of this research consists of all of the employees of Department of Gas of North Khorasan in the year 90-91, which totally are 106 employees.

Sampling

Determining the Sample Size

Sample size of the present research was specified by Morgan' Table, so for the statistical society of 106 employees, 83 employees is acceptable.

Sampling Method

Sampling was performed randomly and 83 employees who were at workplace completed the questionnaires self-operationally.

Information Gathering Method and Tools

In this research, using administrative system pathology questionnaire, data were gathered self-operationally and were analyzed in SPSS software.

Data Analyzing Method

In the present study descriptive methods were used to describe data and observations, including: frequency distribution tables, descriptive graphs and central indices (like: mean, median and surface) and dispersion indices (like: standard deviation and variance). In inferential statistics section, Pearson Correlation Test has been used. Data analysis was performed by SPSS software (Kakavand *et al.* 1384:89).

In this research, since both variables were in relative and continues scale, Pearson Correlation coefficient was used. After gathering a bulk of observations and data, they should be analyzed and reported correctly by statistical methods. Given that the main and important section of the research that can provide us with appropriate strategies is the reporting and data analysis section. In this section, in order to make the resulted information objective, one may present them as tables and graphs in the form of descriptive statistics together with their analysis using inferential statistics, so one can benefit from the information in decision-making and planning toward reaching organizational objectives (*ibid.*).

Analyzing the findings and results

The first research question:

“How much most of managers desire to maintain the existing situation in Department of Gas of North Khorasan?”

The obtained results show that 22.9% of respondents desire very slightly to maintain the existing situation, 14.5% desire slightly, 44.6% moderately, 16.9% highly and 1.2% very highly to maintain the existing situation.

The results show that concerning management and leadership, respondents believe that 48.2% of them believe highly and very highly, 33.3% moderately, and 18.5% slightly and very slightly that management and leadership are applied in the institute in a flexible manner.

When necessary, 50.6% conform their management and organization highly and very highly, 40.7% moderately and 8.6% slightly and very slightly with situations and environment changes.

38.8% believe moderately, 37.6% highly and very highly and 23.8% slightly and very slightly that risk-taking, as a condition for change and development, is accepted from institute's management and employees.

41.3% identify highly and very highly, 26.3% moderately and 32.5% slightly and very slightly weak management performance in institute immediately, and act appropriately and collaboratively to eliminate it.

44.4% help management highly and very highly, 42% moderately and 13.6% slightly and very slightly in performing the duties and ensure institute's survival and healthiness and its improvement in long term.

52.4% believe slightly and very slightly, 31.7% highly and very highly and 15.9% moderately that there should be an especial body to support training and continuous improvement of existing forces in the organization.

43.1% state highly and very highly, 34.2% moderately and 18.8% slightly and very slightly that demand for productivity growth is high.

The second research question:

"How much is political demand and productivity lack in Department of Gas of North Khorasan?"

The obtained results show that 2.4% of respondents state very slightly, 26.5% slightly, 32.5% moderately, 25.3% highly and 13.3% very highly that is no political demand and productivity.

The third research question:

"How much negative bureaucracy exists in Department of Gas of North Khorasan?"

The results in above table show the rate of negative bureaucracy.

The obtained results show that 1.2% of respondents regard their department very slightly, 7.2% slightly, 36.1% moderately, 41% highly and 14.5% very highly as having negative bureaucracy.

The fourth research question:

“What is the rate of wrong, arbitrary and inappropriate reward in Department of Gas of North Khorasan?”

The obtained results show that 12% of respondents regard the reward system of the abovementioned department very slightly, 34.9% slightly, 36.1% moderately, 10.8% highly and 6% very highly as wrong, arbitrary and inappropriate.

The fifth research questions:

“How much inappropriate performance evaluation is in Department of Gas of North Khorasan?”

The obtained results show that 12% of respondents evaluate inappropriate performance evaluation rate in Department of Gas of North Khorasan very slightly, 20.5% evaluate slightly, 33.7% moderately, 25.3% highly and 8.4% very highly the inappropriate performance.

Conclusion

Most of the respondents regard negative bureaucracy in Department of Gas of North Khorasan as being high and moderate, and in this context the most prominent factor can be substitution of goals by personal goals. As such, from the perspective of almost half of the respondents managers moderately tend to maintain the existing situation, and in this context around 42% of the respondents believe that management helps employees moderately and its influence on institute or company survival in long term is moderate. Concerning lack of political demand and productivity, this department status is relatively good and the most prominent case is that 40% of the respondents regard the rate of saving in material and energy consumption and human force as being high. Also, in relation to wrong, arbitrary and inappropriate reward system most of the respondents regard the rate of this factor as being moderate, and it is noteworthy that 38.3% of the respondents believe that job improvements and promotions are decided highly and very highly by arbitrary and personal decisions and is in relation with head's dictatorship, and also 28.4% of them regard this relation as being moderate. The rate of inappropriate performance evaluation in Department of Gas of North Khorasan has been determined 33.7% moderately and also highly and very highly. And about this context's factors we can state, for example, that 46.2% believe that active people are identified moderately and appropriately to advance within a gratitude and care atmosphere. Totally, it can be concluded that in most of the surveyed factors administrative system in the Department of Gas of North Khorasan has been in moderate level and among them productivity status was slightly better and the status of employees evaluation and their promotion system was weak. These results are consistent with Poorsadegh (1382) research. Also, this research is consistent with Mirmohammadi and Hasanpoor (1390) research.

Practical suggestions

The results show that more than one-third of the respondents believe that management identifies weak performance urgently very slightly and slightly, which is an indicative of negative performance of management in this company and it will react slowly in necessary and urgent points and little attempt is practiced to eliminate it collaboratively. Therefore, attention of company managers to timely and appropriate identification is necessary and important.

- 1- The next important point is that the results show that more than half of the respondents believe that there is slightly and very slightly an especial body to support training and continuous improvement of existing forces in the organization. On the same basis, it is suggested that there should be an especial body to support training and continuous improvement of existing forces in the organization in order to support training process and continuous improvement of the existing forces in the organization.
- 2- According to the results, it was observed that more than half of the respondents believe that expert forces have freedom, team work and creativity very slightly and slightly. Therefore it is suggested that employees' freedom, team work and creativity be encouraged and the legal and structural terms toward these three important components be provided.
- 3- The results show that around one-fourth of the respondents highly and very highly believe that there is some severe and unacceptable rules. On the same basis it is recommended to moderate and mitigate the rules and they should render more flexible.
- 4- Another important point is the overlap of job goals and personal goals so that, given the obtained results, it is observed that almost half of the respondents believe that personal goals are substituted by job goals highly and very highly, which is an indicative of lack of monitoring or rule weakness or forces abuse in the organization. Each of these items can impair organization and its forces, and more importantly, organizational goals.
- 5- The next point is that more than one-third of the respondents believe that having the necessary conditions for employment is low and very low, and other variables including partiality, family relations and nepotism are determinant. So, it is suggested that an organization have a meritocratic atmosphere and rule and law dominate in it, rather than relation and nepotism. Sometimes nepotism and favoritism results in decreased productivity and increased organization expenses.
- 6- The results show that more than one-fourth of the respondents believe highly and very highly that there is a lack of effective decisions, which is an indicative of neglecting research and investigation for various affairs or appropriate evaluation.
- 7- Considering the results, it is observed that more than one-third of the respondents believe slightly and very slightly that there is no ceiling and floor for employees' reward. Here, it seems that clarity issue is concerned and according to the related opinions level of satisfaction in an organization is high when there is lower ambiguity in rules and they enjoy more clarity.
- 8- The results show that more than one-third of the respondents believe that rewards are applied slightly and very slightly proportional to work and services, which is an

indicative of monitoring and rule weakness or lack. Therefore, it is recommended that rewards and encouragements be proportioned with work and services in order to encourage employees and organizational justice, which can help to increase employees' motivation.

- 9- The results show that more than one-third of the respondents believe highly and very highly that applying personal opinions and head's dictatorship affect job improvement and promotion. It is suggested that the more organization managers adhere to the rules, the more employees' trust will be in them and the more trust existing in organization, the more successful will be the organization in decision-making, employee partnership and servicing process.
- 10- The results show that more than half of the respondents believe that generally employees who make use of their talents have the feeling slightly and very slightly that they are valuable. The main point is that the more forces can regard the organization as an opportunity for creativity and innovation indication, the more valuable and positive their attitude toward the organization will be, which bring with itself organizational commitment and concern thereby increases job satisfaction and ultimately elevates productivity in the organization.
- 11- Another point is that the results have shown that around one-third of the respondents believe slightly and very slightly that evaluation in every unit is performed separately and according to specified and codified principles, which indicates that illegal variables interfere in evaluation and this will lead to employee's dissatisfaction. Therefore, it is recommended that employees' evaluation be performed separately and according to specified and determined principles.

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