

Qualitative Analysis of the Status of Bureaucracy in Iran based on Weber's Viewpoint

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Abstract: Max Weber's bureaucracy theory, which includes traditional structures to management and administrative system, is one of the most significant theories acknowledge to administrative knowledge. The concept of bureaucracy in Weber's opinion means that the desired organizational form, which is reasonably designed is very efficient, follows principles and logic and order and is based on legitimate authority. This article by using of the grounded theory is trying to address pathology of the bureaucracy system in Iran and its cause and effects based on Weber's viewpoint. The study subject of sociologists and senior managers of several organizations in Tehran which were 30 people through theoretical and targeted sampling to the extent that theoretical saturation was achieved. The data collection tool was a semi structured interview with 10 questions. Based on this situation, casual conditions, underlying conditions and intervening conditions, strategic and sociological consequences of the bureaucracy structure in Iran and effects of its important factors were analyzed. Finally, after analyzing the data based on G.T.M structure, the paradigm model was obtained and adjusted. The research findings indicate that the structure of Iranian bureaucracy is different from the traditional rational model. Based on Weber's bureaucracy theory, in terms of the existence of a hierarchy of authority and division of labor, it is closer to the rational model, but in terms of following the rules and regulations, valuing the expertise and the merit system is far from this pattern. Consequently, in order to make the structure of Iran bureaucracy more efficient, it was recommended to adapt between the structure of the bureaucracy with Iranian-Islamic values and cultural characteristics that are richer and more rational (strong tendency towards success and performance, caring for human dignity, beliefs and attentions to Islamic values, avoiding favoritism, valuing rationality and hard work and seriousness).

Keywords: Grounded theory, Max Weber, bureaucracy, organizational structures, administrative systems, system in Iran bureaucracy.

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Introduction

Bureaucracy, as a matter of political sociology and favorite goal of politicians and political parties in elections, and as a phenomenon which encompasses all aspects of human life from birth to death, has been evaluated by many pundits from the beginning. Some have criticized Max Weber's "anthropological" foundations, and some have criticized "purposes" and some have criticized "theory" or "method" of bureaucracy, and a group have criticized its "function" and "result" from a philosophical and functional point of view. In this process, a large number of people have introduced it as harmful and progressing by enumerating the negative points of bureaucracy, and some have said that bureaucracy is positive, useful, necessary and inevitable phenomenon, and that the magnification of its shortcoming is due to hostility and antipathy of those whose personal and party interests bureaucracy has restricted them, but its certain that this phenomenon, despite, more than a century of incidence, has been caused by hostility and anti-Semitism. And its official emergence continues to live and play its role, and so far no acceptable alternative has been introduced for it. (Mehrabi, 2016:42).

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In Weber's perspective, bureaucracy is an ideal organizational plan that includes legal authority, hierarchical order, practice based on documentation and alienation, separation of work from personal life, specialized training, recruitment of full-time employees, and following the rules (Deflem, 2000:77). However, many people do not properly understand the meaning of bureaucracy (Jarrel, 2007:98). In most cases, organizations are called bureaucracies without the necessary investigations or having sufficient evidence for it. But it is only possible by careful examination of the dimensions of bureaucracy and their measurement that one can call an organization bureaucratic (Hall, 1963:123). Bureaucracy means a structure of duties that is characterized by expertise and official laws and regulations. This structure, groups the functional parts, and is responsible for central governance, control and decision-making. Bureaucracy is the result of studies of German sociologist Max Weber. He used the term for his explanations of efficient rational government for industrial organizations and management (Omeje, 2014: 126) Max Weber considers bureaucracy to include hierarchy, written rules and regulations on the conduct of administrative authorities and separation of administrative authorities' duties in the organization from their personal lives outside the organization. In Max Weber's opinion, bureaucracy is an efficient tool that has the least negative effects on employees' personal relationships less than any other policy wastes time and financial resources and essential tasks are best performed (Shaddel, 2006:33). Weber divided societies by a variety of actions. Max Weber, among political sociologist thinkers, has explained the concept of power, authority and legitimacy in the form of three different issues which are: traditional, charismatic and bureaucratic societies. Indeed, the emergence and development of modern bureaucracy has been related to the emergence and development of the modern state. Some researchers have tried to investigate political factors to find the relationship between the type of political system and bureaucracy. One of these relationships can be seen in the field of supporting the political system and personal loyalty or political commitment that the political system wants against the protection of individuals. When traditional authoritarian governments are compared to Western democrats, this is well represented (Sabouri, 2001:187-188).

Also, the social system of countries has a great impact on the bureaucracy of countries. A society where gravity is more emotional and specific, their orientation toward the individual and their actions are attributable and limited, the government is considered inefficient, but if the activist's orientation towards emotional neutrality, collective interest, generalism and acquisition represents an efficient government (Zahedi, 2013:67-68). Comparing the culture of developmental governments and inefficient (marauding) governments, we can understand the impact of cultural factors on the functions of governments, especially the bureaucracy performance of these governments (Mobaraki & Colleagues, 2019:264) Repetitive activities of employees in bureaucratic organizations can be easily learned by other people, and as a result, they find themselves as an instrument, interchangeable and lacking in power, a perception that drastically reduces their organizational commitment (Vareth, 2001:56) Also, the paperwork crisis is what has caused the notoriety of the bureaucracy (Hatch, 1997:234). Douvano (2014) believes that bureaucracy has consequences such as paperwork, corruption and bribery. Riggs believes there is an inverse and opposite relationship between the power of bureaucrats and their administrative returns. This means that the more power and authority the administrative authorities have, the lower the efficiency. He considers characteristics such as the relationship between play, corruption and military, inadequacy in the implementation of laws, a strong motivation for gaining power and protecting and protecting personal interests from the characteristics of the administrative system of such societies (Nazemi Ardkani, 2009:87).

Statement of the problem and the necessity of research

The following examples are consequences of lack of efficient bureaucracy in a society which increase corruption, interests and venality, lack of meritocracy, favoritism and attention to individual interests and so forth. In Iran, one of the most significant facts that has caused corruption in a very widespread level And it has a negative impact on industrial development, is the lack of efficient bureaucracy in system. In fact, not only forming this kind of bureaucracy in Iran has caused corruption, but also has caused serious damages to the country economy. So that all of Iran economic plans and objectives have failed in the direction of development or have failed in many fields (Mobaraki et al., p. 259). Without reforming the administrative structure and increasing the efficiency of official organizations, the

administrative system can become a major obstacle to the implementation of development programs instead of having a facilitating and advancing role in development (Abbas Zadegan, 2004, Bagheri, 2020). In any case, the long experience of the new Iranian bureaucracy shows that partial and fragmented looking at the issues of bureaucracy from a purely technical point of view and without sociological analysis of the administrative structure will not be the way to treat the chronic disease of the administrative system of the country and except with fundamental reforms, many problems in the administrative system, especially corruption will not be solved. Weber discuss bureaucracy along with the process of rationality (Gajuscsek, 2003), but he also notes that this formal rationality, without conscious consideration, this issue can be transformed into an iron cage that binds humanity and turns man into beads in an ever-moving machine (Hatch, 2010, p. 58). In this regard, human capital management is one of the most important management strategies of any organization. Knowledge management states that today almost all affairs require knowledge-based work, and therefore all managers and employees should be equipped with up-to-date knowledge. However, the lack of systematic design of educational programs is one of the serious problems of the bureaucracy and management system. Although Iranian organizations recognize the importance of teaching and learning new management techniques, but they do not devote enough time to planning and implementation them (Delavi, Shaemi Barsaki, 2009, p. 13). In Iran, despite several thousand years of inefficiency and lack of growth of bureaucracy in accordance with the current conditions and needs of society, all unpleasant manifestations of this situation are taken into account by the ineffectiveness of organizations. The expansion of bureaucracy has led to inefficiency of bureaucracy, and inefficiency of bureaucracy has also led to underdevelopment. Bureaucracy, due to structural weakness and lack of institutional capability, has increased capacity, cost and corruption, and instead of increasing efficiency, it has increased the inefficiency of the institution of governments. One of the characteristics of bureaucracy in Iran, which always causes dissatisfaction among customers and people, is paperwork, long formalities and slow administrative flows, lack of administrative mobility and innovation in the organization.

One of the other characteristics of bureaucracy in Iran is paying too much attention to the work experience, lack of initiative in job, delay in tasks, repetition and interference of organizational tasks, and the creation of parallel and waste managements. Some researchers believe that the existence of tyrant governments in the history of Iran may have led to a distrust among individuals and respect for collective systems, and has caused the trust of close relatives and friends (Keddie,) 2002,66) Iranians are also individualistic peoples based on perspective of some researchers, and also they have defended Iranians' tendency toward individualism due to geographical conditions, however social life or the dominant political structure in Iran drives itself and the family and the lack of trust in people outside its of inner realm (Bar,2004,41).

In the current situation, Iran suffers from a lack of production and backwardness compared to its peer countries and requires useful working hours of employees in its workplace. People consume their workforce to do the second job because their economic needs are not satisfied in the organization. The time factor is considered trivial, the sense of job insecurity in personnel is strongly seen and people think that they are unable to control their environment and their hand-made products and feel that they have been forgotten by the authorities to have no role in managing the affairs and should work exactly according to the planning of others, no criteria and competence are effective in promoting their careers. Therefore, resources are not used appropriately and individual effectiveness is reduced. In such circumstances, employees find themselves subject to orders and, in Mills's term, become "funny people" All of these factors made research and investigation into the alienation of work necessary and inevitable. (Lakdi & Safipour, 2002, p. 152). Although, the current state of bureaucracy in Iran's management structures led to the main question: "What sociologic analysis can be made to the bureaucracy system in Iran according to Max Weber's opinion? And based on this analysis, what factors are effective in the state of Iran's bureaucracy system? Therefore, investigating the current status of bureaucracy in Iran's management structures and dimensions of bureaucratic structure, indicators and characteristics of the bureaucracy system in Iran and comparing it with Weber's opinion can help in determining the status and providing a desirable model, and some indicators in this regard can be transparent and determine their efficiency and effectiveness. This research seeks to answer the general question about what is the

Iranian bureaucracy system based on Weber's opinion and what are the cause and effects? Considering that the grounded theory method is performed, it is important in its kind. In this regard, sub-questions such as identifying and discovering Iran's bureaucracy indicators, the most significant features and harms of the Iranian bureaucracy system and understanding the current situation and ways out of damages have been raised and in this case, what model or plan can be proposed for it.

Research Objectives

The description, analysis and interpretation of the present study are related to two general objectives:

1. Sociological manifestation and identifying the dimensions of bureaucratic structure, indicators and characteristics of the bureaucracy system in Iran
2. Adapting and comparing the characteristics of the Weber bureaucracy system with the characteristics of the bureaucracy system in Iran.

Research Questions

1. What are the sociological dimensions regarding bureaucratic structure, indicators and characteristics of the bureaucracy system in Iran?
2. What is the commonality and differentiation of the characteristics of the Weber bureaucracy system with the characteristics of the bureaucracy system in Iran?

Review of the literature

Deshpande and et al. (2000) in a research titled "Ethical Climate and Managerial Success in Russian Organizations" examines the relationship between ethical atmosphere and ethical climate with employee deviant behaviors and management success. The findings of this study shows that the ethical climate within an organization significantly affects the ethical behavior of employees in the workplace. From this perspective, ethical perceptions that are influenced by the ethical climate within an organization predict not only moral value behaviors but also immoral behaviors in the workplace.

Baker and et al. (2006) in their study titled "Promotion of Ethical Behavior and Organizational Citizenship Behavior" among 313 purchasing managers' associations in the United States stated that the organization plays a key role in personal behaviors of employees and moral values can influence the key variables of the organization, leading to higher levels of ethical behavior among the organization, and they also showed that higher levels of ethical behavior have a positive relationship with organizational citizenship behavior. Basically, the works in this connection have generally dealt with the relationship between politics and governments. For example, in his research, Sadeghi (2017) explained this issue which are, understanding the politicization of bureaucracy, comparative study of quality, process and its consequences in public administration, relates politics and governance and dominates politics over governments. Javadi (2016) In the article of "Oil interest, Entrepreneurship and Administrative Structure of Government in Iran", determines the effect of interest on administrative focus and entrepreneurship (2015) in a research titled Government Affairs Department or Development Affairs Office, the role of bureaucracy in facilitating the development function of the government. In his Ph.D. thesis, Delavari has examined the pathology of the role and position of bureaucracy in Iran's political development process and the role of bureaucracy in the process of political development. Malek Mohammadi and Gholiji (2008) in their work "Rethinking the Interactions between The Political System and Bureaucracy in the Developing World"

A Review of the Theoretical Foundations of the Subject

Max Weber's Theory of Bureaucracy

Bureaucracy means a structure with duties that are discharged through expertise and official rules and regulations. This structure, groups the functional parts and is responsible for central government control and decision-making. Bureaucracy is the result of studies of German sociologist Max Weber. He has used this term for his explanations of an efficient rational government for industrial organizations and circuits (Omeje, 2014, p. 126). The word bureaucracy was first introduced in the 18th century by French economists, Vincent de Gausny. But in 1910, the German sociologist Max Weber described the subject and discussion of bureaucracy. The bureaucracy is made by two words "bureau" which means the office

of employees of government agencies, as well as the desk and “Cracy”, which means “to govern and control”. Bureaucracy has been presented as an incredibly successful system for organizing administrative and service institutions, and Weber studied governmental organizations in Europe in light of the economic- political conditions and administrative irregularities of the 20th century and the emergence and onset of World War I (1914-1918), and introduced a framework for proper and effective governance of organizations (Robbins, 1990, p. 58).

Bureaucracy is created from two parts (bureau) meaning desk and office and cracy means theocracy. Its Persian meaning, bureaucracy, is a translation of the same word. In general, bureaucracy or bureaucracy means a system of intellectual and legislative functioning. (Fahimeh Vejdani, 2012, p. 44) The general characteristics of bureaucracy in Weber's opinion is: division of labor, existence of defined organizational hierarchy, impersonal relationships in conducting affairs, appointment based on competence, establishment of a career progression system for employees, power and positive aspect of bureaucracy in standardization, preparation of procedures, regulations and procedures, job descriptions. (Ritzer, 2004, p. 131). Max Weber has presented the most informed means of monitoring and controlling individuals in his famous book, "Ideal Bureaucracy." The German philosopher believes that proper control over all affairs of the organization is only possible by establishing rational governance with logical authority, and that belief in the originality of reason and logic in the administration of organizational affairs is one of the most important necessities that must always be considered, Max Weber does not consider bureaucracy as only an administrative apparatus, but rather the most logical form of administrative structures, and on its logicity and technical superiority to Other administrative structures are always emphasized. Weber sees bureaucracy as a particular way of organizing that has been widely formed in society and believes that the closer the organization gets to the ideal example of bureaucracy and finds a position, the greater the efficiency of the organization is to achieve its goals. In Max Weber opinion, bureaucracy, in addition to being an efficient and accurate way of organizing, is also a means of exercising power that can be used to secure various interests. (Mills Wagherth, 1999, p. 264-260).

Max Weber considers the most important growth factors of bureaucratic organizations in the size, complexity, laws and regulations of governments. Weber's view of the inescapable rationality and bureaucratization of the human world has obvious similarities with Marx's concept of alienation. Both believes that the new methods of organization have increased the efficiency and impact of organization production and have increased the level of human dominance over nature and on the other hand they have become giants that threaten its creators to dehumanize. Weber admits that bureaucracy can create redundant administrative formalities. (Qanwati, 2013, p. 65) Although Weber saw bureaucracy as the most rational form of organization and therefore superior to other organizations, the subsequent authors acknowledged that bureaucracy was not as efficient as Weber expressed. Thinkers such as Goldner, Marx, Mills and Belloner believe bureaucracy leads employee to alienation. (Faghihi and Vaezi, 2010, p. 76). Weber's emphasis on informal or formal relationships was a direct criticism to the “Nepotism” which was common in many organizations during his time. Emphasizing on the existence of specified laws and maintaining personal distance between himself and others, he believes in less personal emotions about the implementation of the organization's rules, selection and promotion of employees based on competence and through examination. Critics argue that Weber has emphasized official relations in the organization too much and, on the other hand, has not mentioned informal relations in the organizations, which creates relative flexibility in the organizations (Sabouri Kashani, 1995, p. 81).

Favoritism is a matter that is strongly and abundantly seen in most organizations. When something inappropriate occurs in a filthy manner, its ugliness disappears and gradually becomes normal. Now, favoritism in official administrative and informal organizations have become somewhat common, and less attention is paid to the qualifications, nepotism is first and foremost and everyone is aware of this issue. “When the bureaucracy is fully developed, in a sense, it becomes subject to the principle of “principle of function”, and the more its particular nature, which is desirable to capitalism, becomes more “lacking in human qualities” and becomes more successful in eliminating purely personal elements such as love and hatred, and irrational and emotional elements that cannot be calculated. This is the

special character of capitalism, which is praised as its special virtue. (Weber, 2008, p. 246). Bureaucracy has a “rational” nature, which means that; laws, goals, and realism dominate it. Therefore, everywhere the emergence of bureaucracy and its expansion in a sense produces “revolutionary results”, which have generally led to the advancement of rationalism (Weber, 2008, p. 277). There are four structural features for bureaucracy. These characteristics include hierarchy systems, specialism, laws and regulations, competency (Faghihi and et al., 2010, p. 98).

Fundamental Concepts of Weber’s Theory

Rationality

The purpose of discussion in rationality is a special concept called normative rationality. The description of rationality can be attributed to behaviors and beliefs. Rationality, in this sense, is the norm that firstly, words are used for evaluation and secondly it requires a “must”. The reasonableness of a particular behavior or belief or evaluation means that it is approved and accepted. In other words, epistemological rationality has a positive burden, Stenmark presents a comprehensive sense of rationality that includes both tools and goals. He calls this rationality Klinger rationality. In other words, Klinger’s rationality is to chase the right goals and the right tools to achieve those goals (Stenmark, 1995, p. 35). “Rationality” and its various manifestations in historical processes have generally considered rationalization as a major theme and perhaps the only major theme in Max Weber’s collection of works, many explorations of Weber’s understanding of “rationality” have failed to emphasize the manifestations of its few sides. The clearest approximation of this structure is that in Weber’s collection of works, rationalization processes have no meaning other than “disenchantment of the world”, bureaucracy, or a growing lack of freedom. Weber argued against 19th-century French anthropology that man had not acquired his “rationality” by enlightenment and that individuals had never been incapable of intellectual action in previous times. On the contrary, even the daily actions of the “primitive” man might be subjectively intellectually observant by purpose, such as when special religious practices were performed with the aim of attracting God’s blessings. In Weber’s opinion, this connection was purely traded as it was in sacrifice (Swidler, Ann, 1973, p432)

Meritocracy

Meritocracy is the translation of the word “meritocracy” and a combination of two words: first one is merit which means entitlement and second one is caracy which means in the sense of government or the method of administration of affairs. Meritocracy in terms of the terminocny is a system in which the appointment of qualified people in jobs and positions related to their education and work experience is such that they have the ability to do so more than others. Meritocracy is general and inclusive in this sense, including political and administrative positions together. (Farhangi & Safarzadeh, 2011, p. 250) In the view of symedes, meritocraticity means that in selecting people, instead of relationships, to The rules and regulations should be taken into consideration and instead of theories, science and logic and the facts To be considered in such a way that individuals are selected based on their skills and ability. Give all candidates equal opportunity in the field of recruitment and prevent discrimination and to measure people’s abilities and talents, they have to use scientific tools (Zimdars, 2007, page 13). Verse 105 of Sura al-Anbiya is another verse which implies that in the divine and Islamic tradition, taking responsibility for the administration and social management and its circuit is qualification and competence.

Research Methodology

This research is based on descriptive and qualitative method which has been done using the talent of grounded theory. Grounded theory is the process of constructing a modern documentary theory through organized data collection and inductive analysis of collected data in order to find answers to questions in areas that lack sufficient theoretical foundations to formulate the hypothesis and test it. The term Grounded indicates that every theory developed based on this method is based on a documented context of real data (Mohseni Tabrizi, 2016, p. 132) the grounded theory is based on three elements which are: concepts, categories and propositions. Concepts are abstract from external and out-of-mind phenomena. In this method, data become the theory through conceptualization, interpretation and subjective perceptions of the researcher. Special categories, forms and classifications of concepts have been

extracted. Therefore, achieving the theory with the help of the concepts is in the category of classification, classification and reasonable and harmonious adjustment of concepts. Propositions or cases are actually explanations of relationships between concepts (Mohseni Tabrizi, 2016, p. 135).

The subjects in this study were 30 sociologists and managers of administrative organizations in Tehran from 1400 to 1401 (H.S). The interviews continued to the point of theoretical saturation. Data collection was done first in the form of open coding and then revised and revised through axial coding. Then, the results of these two stages were counteracted with the research question and with the help of selective coding, the items that had a collateral relationship with the research questions were selected and presented in the form of conceptual propositions. In order to measure the validity of the data after coding, the data should be adapted to Weber's point of view and after ensuring the content of the data was based on the action. Also, in order to reliability of the research findings, the results of coding were given to two sociologists and research experts in the field of grounded theory and their considerations were carefully applied. It should be noted that in order to evaluate qualitative researches, researchers often use the "reliability with reliability" criterion instead of using quantitative validity and validity vocabulary. Reliability in rational view, however, is a level in which one can rely on the findings of a qualitative research and trust their results. Their reliability criteria include four criteria: vulnerability, reliability, verification and transferability (Mohammadpour, 2010, p. 81)

Research Findings

In order to achieve a proper understanding of bureaucracy and finding answers to research questions, the interview was conducted and proceeded in three basic steps (open coding, axial coding and pivotal categories). In the pivotal category, the main idea and findings of the research were mentioned. A pivotal phenomenon or category is essentially the same idea of accident or coincidence that the series of actions and interactions to control its coercion is focused. In fact, we identify phenomena with questions like what this data implies, and what this interaction is about (Astros and Corbyn, 2006, p. 101). In this research, the main phenomenon of research platforms was to analyze the answers and the question of what is the status of Iranian bureaucracy and what damages exist in this field and what the appropriate model can be. In terms of a set of causal, context and intervention factors, strategies and consequences are charted. The average age of respondents was 45 years and 9 of them were female and 3 of them were male. In this section, qualitative (descriptive-analytical) findings of the research which have been presented as propositions from interviews are discussed and from these propositions, concepts and categories are obtained which ultimately lead to nuclear-generated extraction. Axial code and issues are formed based on answers to the above questions. Coding and analysis are based on Strauss and Corinne's paradigm model. In this regard, the categories were divided into 5 sections (causal conditions) (problems), (confounding conditions) and (contextual conditions) (problem situations containing facilities and limitations of action), (central phenomenon), (strategies) (problem solving solutions) and outcomes.

Casual Conditions

In this study, causal conditions refer to a set of causes and factors of necessity and necessity of bureaucracy phenomenon in Iranian society from the perspective of subjects, each of which is separately investigated and analyzed propositionally. In this section, 11 articles were extracted and analyzed as follows. The general characteristics of bureaucracy in Weber's view are the division of labor, the existence of defined organizational hierarchy, impersonal relationships in doing things, appointments based on competence, the establishment of a career progression system for employees, the power and positive aspect of bureaucracy in standardization, preparation of guidelines, regulations and procedures, job descriptions. Weber believed that organizations would increase their efficiency when employees' behavior was predictable and controllable. In addition, the effect of using bureaucracy on employees' job satisfaction is evident because they know what job expectations are from them. Therefore, in this section, the analysis of interviewees from Iran's bureaucracy was analyzed based on Weber's opinion and based on their perceptions of bureaucracy in Iran and close to Weber's impression, it was analyzed and written that the bureaucracy characteristics in Iran were analyzed from the perspective of interviewees in the formation of categories or instances of causal conditions. For example, interviewees

in their answers acknowledged that paperwork in different ways with procrastination in tasks and repetition or parallel work or incompetence caused disruption in the administrative process, an acknowledgement that Weber also referred to in his theory in the sociological field. The table below are the mentioned categories.

Table (1): Concepts and Axial categories

Concepts	Axial categories	Selected category
Numerous and indiscriminate organizational references, procrastination, lack of responsibility in the assigned task, postponing the affairs, prioritization of personal affairs, preference of individual interest over collective, custom doing affairs, laziness and ignoring responsibilities, lack of process identification (name-responsible, process force, nonconformity, etc.) – Not having a job identity card (job description) -	Paperwork	Failure in monitoring and structural ordering
The useless long work of administrative affairs- walling and classification of administrative positions - ceremonial and expensive administrative affairs - doing administrative affairs of time due to the indiscriminate multiplicity of employees in a unit - inappropriate division of labor - parallel and conflicting duties description -	Formalities and Administrative Procedures	-
Appointments are based on favoritism and nepotism, ideology and factionalism, lack of attention to the expertise and experience of individuals in positions, obtaining sensitive positions by incompetent and unskilled persons, not paying attention to the capabilities and skills of employees, unprofessional promotion appointments, lack of the necessary skills and abilities of officials	Lack of meritocracy	-
Having a reward and punishment system - weakness of managerial-incompetence and lack of expertise of managers- discriminatory view and stratification of individuals	Inefficiency of managers	-
Lack of awareness and managerial knowledge, lack of attention to possibilities and futurism, weakness of control and planning in affairs, lack of sufficient information, lack of proper decision-making in times of crisis, lack of macro and central view of events, lack of updating and improving skills and ability, weakness of knowledge management-	Lack of political knowledge and management	-
Lack of rational governance in organizations – lack of organizational support – avoiding of nepotism, lack of criticism, lack of reward and punishment system, lack of financial and supportive support of employees-	Structural weakness and lack of institutional capability	-
Lack of proper oversight by the government - abandonment and ignoring of administrative affairs by the relevant inspectors and supervisors - lack of continuous and scrutiny monitoring	Monitoring weakness	-
Customization of duties and middle and upper ranks of the organization - doing administrative affairs from their legal deadline for those who are close to them - postponing certain matters of ordinary people due to lack of access to managers-	Relationship and favoritism	-
Lack of respect for clients- long organizational hierarchy, avoidance of interruption in tasks, no use of organizational services description, parallel roles and tasks	Formalities and Administrative Processes	-
Violation of organizational rules- ditching and violation of administrative and professional laws-	Elusive Law	-

Factional view to the positions and affairs - changes of the administrative system and the way things are conducted based on each political period - customization of administrative system stages in some institutions - overshadowing the political situation of the country and political managers	of politicization administrative system	-
Lack of participation and desire for teamwork, lack of organizational belonging, self-alienation, dissatisfaction and alienation from work, parallel work, lack of teamwork spirit, lack of job base consolidation- Personal and job alienation	Role conflict and incompatibility	-

Under Contextual

In book of qualitative analysis for social science researchers, Strauss has made a distinction between macro-structural conditions and available underlying conditions. Underlying conditions can be defined as the boundaries of interactions with macro structures. Where interactions connect large structures such as economics, politics, gender to individuals. Where these structural conditions enter into the interactions between activists, and the institutional realms they deal with, and the outcome of this entry can be seen directly or during interviews with individuals. Strauss states, “Qualitative researchers’ emphasis on interactions (and on the immediacy of the occurrence of interactions) is so strong that it often ignores or prevents attention to larger structural situations. While it is necessary to analyze these structures as well” (Strauss, p. 1987, p. 78)

Table (2): Concepts and Categories related to the underlying conditions

Concepts	Sub-Categories	Main Categories	Core Categories
The prevailing political behaviors, the preference of relative and friendly relations to administrative duty, economic-oriented view, cultural weakness in the intellectual and administrative structure, lack of rationality, discriminatory view, lack of continuous supervision, lack of standard administrative mechanisms, cultural and ethnic distinctions, inefficiency and updating of services and technology	Structural weakness The desire for individualism Socio-cultural attitude Political Attitude	The prevailing cultural atmosphere and the continuation of the paperwork system Events and transformations of a society	Limitations of transition conditions from tradition to modernity

Under Interventional Conditions

These conditions affect the adoption of strategies, actions and types of interactions and can be effective in reducing or increasing (positive or negative) the issues and harms of administrative bureaucracy. Because people need easy and comfort access to their personal tasks in order to meet their needs. Therefore, in the light of the influence of categories such as the table below, the administrative bureaucracy system can be directed and organized in order to achieve the desired situation. Sometimes it can be observed that there are difficulties in distinguishing between interventionist conditions from other conditions. Or they regard these conditions as conditions at a micro-level than underlying conditions, and sometimes there are only references from the grounded conditions regarding the intervening conditions, and they themselves have not addressed it as much as other conditions. However, in the book, the basics of qualitative research, these conditions (along with causal conditions) are introduced both from micro and macro levels. (Corbyn and Strauss 1998, 131).

Table (3): Concepts and categories related to confounding conditions

Concepts	Axial Categories	Selected Category
Mismatch of job description with job interest and motivation - Laziness and procrastination - Family and emotional issues - Individualism - Lack of discipline - Backing managerial support based on family appointment	Lack of responsibility	Self-belief and the realization of idealistic desires

Lack of awareness of laws and regulations - Law elusive for personal interests - Lack of upstream supervision	Not accepting the law	-
Lack of job cohesion, moral weakness, heterogeneity of organizational culture with external environment, lack of individual development	Not paying attention to conformity with others	-
Being Competitive with your colleagues- high self-concept	Desire for economic growth	-
A tasteful view to the work process – lacking responsibility and duty on work - a tasteful approach to the work and customers	Personal preferences	-

Strategies

The strategies that exist to get out of the current situation and move to the desired situation and to some extent can reduce the damages of the administrative system and bureaucracy in Iran are very diverse and from different dimensions and at the level of society, individual, institutional and policy-making are desired.

Table (4): Concepts and categories related to strategies (actions and reactions strategies) Concepts, Axial Categories, selected categories

Concepts	Axial Categories	Selected categories
Reviewing existing processes and gaps, formulating forms and implementing processes, reviewing previous measures, the necessity of policy and legal measures, the necessity of regulatory measures, prioritizing democracy, the disintegration of job units, justice and equality between individuals, a fair look at the affairs of employees and clients, not allowing the influence of the power of specific political parties and groups effects other groups, the necessity of social-level measures, the necessity of actions at individual levels.	Corrective measures	Processing from current state to the desired state
Updating and scheduling administrative and organizational processes- futuristic and predicting possibilities at the individual and organizational level- Explaining the organization's policy and mission based on organizational perspective.	Preventive measures	-
Explaining the possibilities and resolving the damages at the operational level	Executive Actions	-

Consequences

Outcomes can be considered as the final results of problem solving strategies. Actions that, regardless of whether or not they have succeeded in solving problems, have been related to some of these unintended results. On the basis that the central categories and the core of narratives revolves around the question of rethinking and redefining in administrative bureaucracy and the destruction and degradation of its definition and conception, and on the basis that basically its administrative structure and weakness are emphasized by all respondents and also based on the conceptual framework of this research, the main categories of outcomes have been formed and other categories below them can be analyzed. They are. The consequences of bureaucracy's damages in Iran also have different personal and social dimensions. In the wake of such developments occurring at the individual level in a society, society, which takes its nature from its own human beings, suffers from fragility, anomalies, and a slow pace of social in economic and political development. Therefore, the anomalies and disorders of the administrative system at the micro and macro level sometimes have long-term effects on the behavior and performance of individuals in a society and can cause the society to face numerous social problems and deprive creativity and the power of development from society. In the table below, a number of outcomes are extracted based on the research and response literature.

Table (5): Concepts and Categories related to sociological consequences and weakness of bureaucracy

Concepts	Sociological consequences of bureaucracy weakness
Weakening the spirit of unity of people in society, weakening collectivism, the prevalence of individualism in society, lack of internal cohesion, neglect of administrative standards, the spread of social immorality, the spread of economic corruption, the rise of interests, the prevalence of discrimination and injustice among the people of society, the level of evil, and the classification of people in society based on social base, the escape of elites and immigration, the discouragement of law-abiding, the lack of social responsibility, the development of false powers, the spread of self-arrogance and self-centeredness, violence, mental mismatch and objectivity. Giving individual interests to the collective — political and economic consideration — the prevalence of irregularities in the coercive social structure, strengthening the legality of bribery, strengthening paperwork, strengthening oppression and coercion on the basis of power, undermining administrative and legal processes — increasing the level of employee disregard.	

Summing up and theoretical inferential

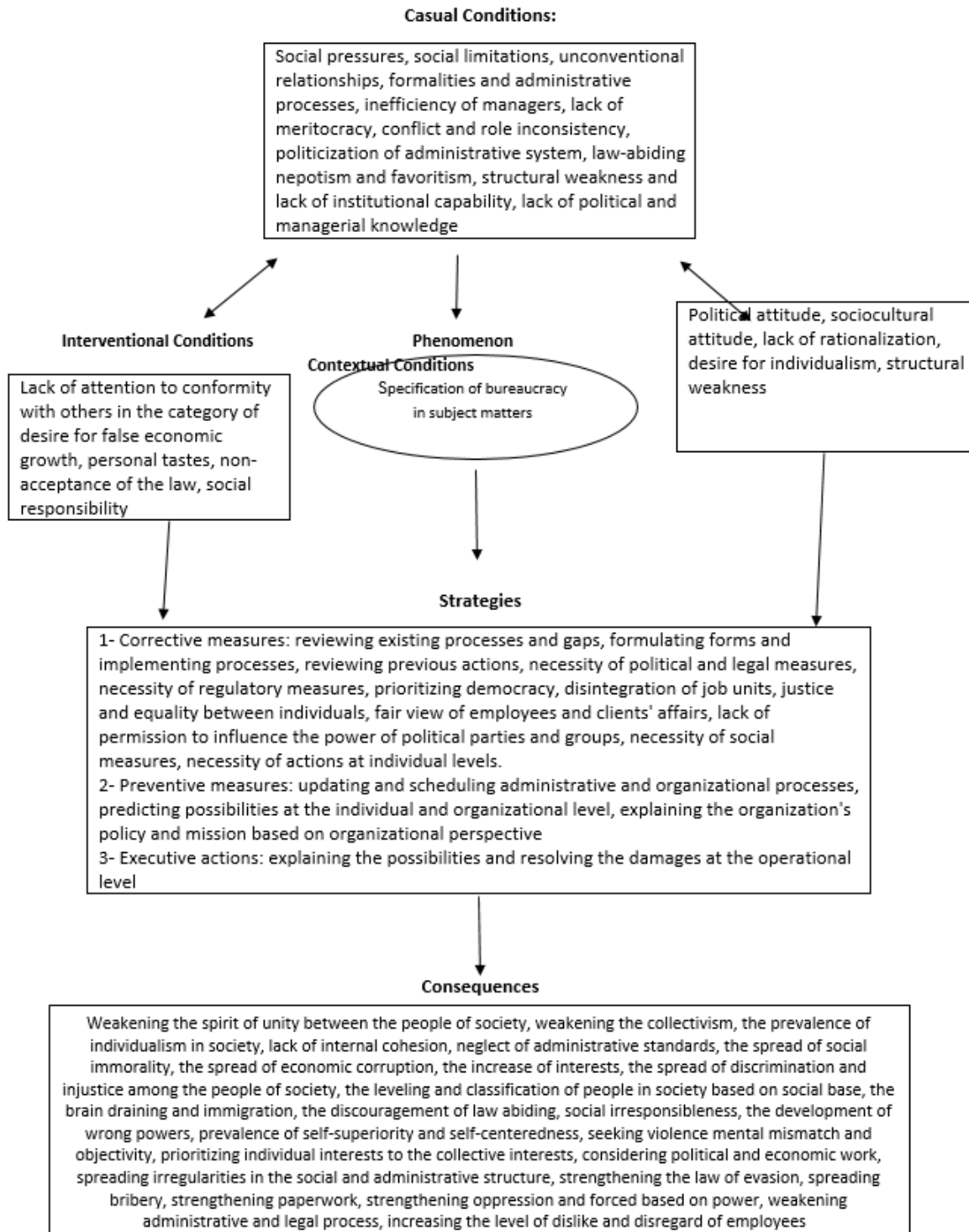
According to Weber’s theory of bureaucracy, it can be inferred that the structure of Iran’s bureaucracy is different from the traditional rational model. In terms of the existence of the hierarchy of authority and division of labor, it is close to the rational model, but in terms of compliance with laws and regulations, the price of expertise and the system of competence is far from this pattern.

Extracting the characteristics of Iranian culture and the results of examining the current structure of Iranian bureaucracy and qualitative analysis of interviews, the relationship between culture and the current structure of Iranian bureaucracy indicates that some of Iran’s cultural characteristics such as nepotism, authoritarianism and granting special privileges to those in power, not accepting opposing points of view, avoiding uncertainties, lack of trust in each other, escaping responsibilities, low level of foresight, Favoritism and Emotional and emotional acts, which are less rational, have had a profound impact on the characteristics of the structure of bureaucracy. In order to make the structure of Iran’s bureaucracy more efficient, paying attention to the compatibility between the structure of the bureaucracy with Iranian-Islamic values and the cultural characteristics that are richer and more rational (a strong tendency towards success and better performance, caring for human beings, believing in religion and paying attention to Islamic values, ignoring favoritism, paying attention for rationality and paying attention for hard work and seriousness). According to this research, the optimal model of the structure of Iranian bureaucracy is a model designed in accordance with richer cultural characteristics and considers rationality not only in the form of instrumental rationality but also a combination of instrumental and value rationality, and the bureaucracy not merely of the rational type, but also a combination of principles governing bureaucratic rational organizations (with an emphasis on the mighty bureaucracy) and the bureaucracy organizations (with emphasis on hierarchical decline) and principles governing bureaucracy organizations (with emphasis on hierarchy reduction). And decentralizing) considers that this will not be possible except by resolving the structural complications of the current situation and reforming the human resources area of ministries. Finally, such a structure itself can be a step towards improving other cultural and context features in the long run to realize the vision document. However, the long experience of Iran’s new bureaucracy shows that minor, fragmented or common measures and looking at bureaucracy issues from a purely technical point of view without sociological analysis of the administrative structure will not be the way to treat the chronic disease of the country’s administrative system and will not be solved except by fundamental reforms of the administrative system, especially corruption.

Paradigm model setting

After analyzing the data based on G.T.M structure, the resulting paradigm model has been adjusted and presented.

Paradigm Model of the State of Bureaucracy in Iran



Suggestions

The obtained proposals are based on the recommendations of experts and subjects to improve the conditions and improve the efficiency and effectiveness of the administrative system based on Weber's opinions.

1. Proper and perfect timing diagnosis and recognition of challenges and problems
2. Higher education and regular training programs for executives involved in bureaucracy
3. The promotion and transformation of the bureaucracy governing in the Iran accordance with the changing needs of Iranian society.
4. Balancing the level of madness and bureaucracy and the purpose of organizations and step by step with it, flexibility, leniency and compromise
5. Placing everyone in the real position as one of the most significant pillars of healthy and efficient management
6. Elimination of the policy-making management system and the avoidance of policy-making and non-constructive interference of the power and policy system in the country's management system and the necessity of paying attention to the lack of replacing political criteria instead of competency criteria.
7. Establishing legal and structural processes, and establishing a clear boundary between administrative and political activities to reduce the likelihood of political influence in the administrative system.

Creating an appropriate organizational strategic culture as the impact of a set of common beliefs and values on the thought and behavior of members of an organization or a country (the existence of a suitable strategic culture in the offices can improve the performance and effectiveness of employees, and consequently increase the efficiency of organizations, dissemination of participatory culture and collective cooperation in solving problems and improving working relationships, including the requirements of strategic culture. That's right. In the management structure of developed countries such as Japan and Germany, principles such as discipline and discipline are accepted as a cultural belief)

- Unity and integration of tasks and areas of work in macro structure and adaptation to the experiences of other successful countries
- Guiding people's behaviors, beliefs and attitudes using organizational culture
- Standardization of administrative services and the drafting of public accountability law in the administrative system
- Strengthening moral and religious teachings in the administrative system of the country
- Free access to information and the drafting of the Public Accountability Act.

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