

Bureaucracy in Iran: Helpful or Harmful

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Abstract: In Iran, we hear repeatedly this sentence informed by conscious experts that "Iran suffers from bureaucracy weaknesses." What does this topic mean? Because if the bureaucracy is harmful why does its weakness worry us. This issue may take us into thinking that the meaning of bureaucracy in our society is still not fully known, and different interpretations of the term is in the sight of the Commons and the particulars. We all have a consensus about this issue weakness of bureaucracy is available in all threads of our life in: 1. Administrative system. 2. Industry. 3. Agriculture. 4. Art. 5. Business space and ... Even with the recent water crisis in Iran many certified experts believe that the weakness of the bureaucracy is one of major reasons of this problem. In this article we have attempted to introduce the bureaucracy in the correct form and discuss the problems as well as solutions to overcome the problems.

Keywords: bureaucracy- the archaic bureaucracy- administrative organization- hierarchy

INTRODUCTION

Any political system tailored to his political philosophy, follows some goals. Policies of move in the direction of those goals, is called public policy. National policy executive system is an identity with the name of bureaucracy. Hostility with bureaucracy has opened a particular place in the minds of the public [4].

When the word of bureaucracy is raised, national mentality is focused towards the labels such as the lack of performance, waste of resources, services without quality, voracious organizations (budget-Eater), cumbersome rules and regulations, administrative mazes, useless informational forms and administrative hostility with the citizens. The word of state director, government employee, and generally the bureaucrat is supposed to be of negative traits: management and administration lazies, idle venals, administrative dogmatics, citizen enemies, common wealth robbers and hundreds of other adjectives are a manifestation of "the hostility with government and the public administration" (the same source).

The Historical ERA of Bureaucracy

If we want to attend the bureaucracy trend with attention to its dependencies the beginning of such a discussion should be 1745 that Dogorny by the combination of Bureau and Cracy created it. Of course, as Giddens has reported Dogorny used the concept for describing the characteristics of people who as the government brokers were at the risk of some kind of disease that wer he called it as ((the administrative

madness)). Dogorny with the raising of this issue, in fact refers to a system of an administration system that with the conflict of Dogorny with raising of this issue in fact refers to the administrative system, which at the same time assume the responsibility for the fate of the people living in a community where its brokers in the maze as the result of spider rules were so captive in their cords that without being aware of their conditions had no ability in problem answering [3].

This interpretation of bureaucracy then in the period of the French revolution in the nineteenth century was found in many of the European countries and intellectuals used this concept for vogue criticism of the dictator regimes and denounce the useless narrow-minded approaches and incorrect principle that is essentially of the behavioral characteristics of the brokers of the absolutist governments [3].

This intellectual tradition though found in the nineteenth century, but with a regard of common intellectual fields that causes the continuation of the history that opened the way to the 20th century, and also found an almost sure place in the intellectual line of this period of community life so that in most communities, this idea towards the bureaucracy became a part of ((the common arbitration)): [3]

That is, both ordinary and policy people and some writers all, in criticism of any organization that has difficulty in doing his responsibility suffers from mismanagement or undergone organizational solvency

or misuse from power all related to bureaucracy. In other words, they take into consideration bureaucracy as synonym to the problems of organization [3].

Marx Weber born in April 1864 in the city of Erfurt, Germany, and died on the day of June 14, 1920 in Munich. Weber 56-year-old like a lot of people from Europe was a victim of the Spanish grip, epidemic disease, which after the First World War became a pandemic in Europe [10].

Marx Weber was one of the famous founders of German sociology. Many of the later generation of sociologists were under the influence of his ideas and theories were based on their social studies. Many of the works of Weber, particularly the ethics of Protestant and the spirit of capitalism and economy and society has had ma great impact on the sociology topics of next generation. And he more than any other thinker, German sociology is under his influence. The famous German philosopher Karl Yaspers in 1932, named Weber the "Galileo Humanities". Weber theories about capitalism politics and rationalism are very important in scientific research, yet [10].

Weber believes that economic capitalism action, the action that is based on the profit and the realization of profits becomes possible by the use of business opportunities. In other words, herein peaceful opportunities are impossible. Profit by the way of force, apparently and virtually and has its own rule and routine and it is completely distinct from rational capitalism [9].

Weber's bureaucracy theory is the most important theoretical principle of modern administrative system. While old burea-ucracies were personal traditional and of intent. Weber's new desired bureaucracies are non- personal rational specialized and universal [7].

Weber in an effort to make their theory available distinguished among the three types of authority: charismatic authority, namely the emergence of a wonderful leader of the traditional authority such as the authority of the head of a clan and rational and legal authority. From Weber's view, rational /legal authorities the most efficient form of authority and for that reason it should be the main basis of modern administrative system. Weber by the conclusion of rational/legal authority introduced the following six principles for administrative presentation of modern system: [7]

1. The principle being fixed and formality of the fields of legal authority that often finds

regulations by rules principles and administrative instructions.

2. The principle of the administrative hierarchy and authority levels means creating the system of superior lower in which higher departments monitor the lower departments.
3. Putting the modern administrative system of management based on the written documents (files) and archive records.
4. The administrative management of the type of quite modern management which requires specialized and complete training.
5. Administrative activities deemed as the first batch activities on the contrary with past that the administrative activity deemed as the latter category of activity.
6. The administrative management complying with the public rules to some extent sustainable comprehensive and learnable that knowing them means having special technical knowledge of the administrative authorities involving the interpretation of the rules of the administration or management of the business by the administrative authorities.

While the above principles in the past represents a significant progress in the administrative system, today have ingrained in modern societies such that seem trivial.

The first principle of Weber means that the authority rose from the laws and regulations and following of any other kind of authority is not allowed. The second principle is the principle of hierarchy, which according to it, rational /legal authority and power does not belong to the person but to the person's status in the administrative hierarchy. According to the third principle, organization survival is independent of employees ' personal life and is completely a non-personal issue. written documents are kept and when the occurrence of the events, similar to the previous cases are the very basis for action, and the organization is only by using the files and records which can have stability in applying the provisions. According to the fourth principle the administration of affairs is a specialized profession which requires a complete training and any one cannot do it. The 5th is that working at bureaucracy is full-time and on the contrary to the past is not a second hand job. Finally the

administrative management is an activity that it can be learned by following the rules [7].

The best way to get familiar with the differences and improvements to Weber's system is to compare it with the traditional administrative systems. The most distinctive difference or the most important differences between Weber's pattern and the patterns before is supplanting a system of personal administration by a non-private personal official based on the provisions. Its organization and regulation is more important than all the people within it. The bureaucratic system must perform impersonally in operation and dealing with clientele [7].

In this respect Weber says: ((to equip new administrative management with provisions lies deeply in the true nature of it. In the modern administrative system having the authority of ordering the commands in specific topics by using the judgment that is legally approved by government affairs authorities has not meant having to adjust the action of the official release of all threads by using the command. But the office should regulate the issues to be jarred. This principle governing exactly the opposite in the traditional administrative system based on adjustment of all relations with the individual points and superiority and or at least is not rooted in the traditions of the Holy traditions)) [7].

This issue is very important. The traditional administrative system was based on personal relationships i.e. loyalty to the relatives and patrons, but although the administrative system should be as arm of politicians and political ruling classes to be more responsive, but in the traditional administrative system, this action was done and often taste for people and the persons who lack the ability and passion for login to the political games were unjust. In a non-personal system based on Weber principles, at least in its most ideal form the tastes of the person to be completely deleted. Relying on the legal foundations of the causes that has always been the same in terms of the decisions to be taken are the same. This action while it increases administrative efficiency would be it possible that creates citizens find its place within the system [7].

There is also the other differences between traditional and modern administrative system. The result of comply with the rules during the ensuing personalize matters naturally create the dry and non-hierarchy is flexible but in any system, the system and its provision still remain with the people from organization [7].

Here is better to look how the formation of the bureaucracy in Iran.

If you take a look at the status of Iran's bureaucracy can be highlighted as the following: [8]

1. History of bureaucracy in Iran is beyond the life of the modern bureaucracy. Essentially, two groups in Iran has always been in the field of political economy society, have the rudder of the government and commander. They were being the same as of the bureaucrats before the advent of modern Iran and military institutions. But has its special moral genealogy. Almost they were of families who often have the same job and have a special ethics, code of conduct and the kind of life of its own. Even if the governments were changed his job these bureaucrats is still survived. Though they were always in danger of death. The blind field stream competition policy and the necessity to defend it are in the absence of constant power. At First and foremost these bureaucrats' life was at the risk. Sometimes the father in such storm was entrusted to the hangman and his son in the continuity of life and people. Sometimes also a dynasty of the bureaucrats deposit was doomed to the wind [8].

However the bureaucrats along with industrial artisans and clergies were three groups who were living in the urban society of social ethics via the same link that is rooted in historical dynasty of their social presence was about to preserve.

The story of discontinuity in the presence of these three groups, or better to say the three most important trench makes the social ethics, power condition and politics tragic severely. Industrial artisans descended from the late Safavid to Qajar and traditions of moral beauty lends itself to work with hood. After the turn of the clergies that emerge among the descending of the Safavid until the emergence of news movement were met the influx of outside forces, and were under the influence of the superficial populism field and empty of the ethics. While they gradually lost their urban face and by absorbing the rural face outland from urban civilization, and finally the last event, were the next tragic event that occurred for the owner bureaucrats. They are also from the mid-years of Mohmadrezashah power gradually were put aside from the guided cycle of government bureaucratic organizations until finally their last breathes were in the early years of the revolution [8].

2. With the emergence of political economy dependent on Petro dollars and the collapse of critical relationship between two political and economic power, or better to say with a focus on political and economic power in the

structure of the state government that almost the possibility to deal with the collapse of the stream was completely destroyed. The focus of both political and economic power in the states, put the bureaucrats in a special situation, so that they could interfere too fast when half a century also completed, in all manifestations of social life. From about the late 40's until the 80's solar in a while up to 40 years the situation was so that the bureaucracy found itself realized, even intervene in the most personal fields of the lives of people. The stream move toward increasing these interventions can be categorized as follows [8].

In the beginning of the constitutional can distinguish the political power from economic relations, and the relationship between these two were based on the feedback of tax-security [8].

But the constitutional could not supply the necessary institutions for the safeguard of this feedback. This was the result of a lack of works of these institutions, along with the existence of the traditional authoritarian powers, increased the crisis to the extent that the urgency of rapid transformation in the mentioned structure finally found the aforementioned coup d'état of Rezakhan [8].

Martial law and a new focus due to the lack of power in setting the tax-security entity, tries to control the important levers of economic power, this was the first actions for economic power focus in the state on the modern period, through the emergence of monopolies began important economic items and executive-projects target attribute-Executive that was the feature of constitutional finally supplied through the funds that was got of these monopolies. The good taste of this move appeal found to the realization of many projects in Reza Shah period. (Especially there was not the works of the Giants of bureaucratic corruption) foster conditions that the move still persists. A few important crisis in the power of government, such as the transfer of power from Reza Shah to his son and brief period of Dr. Mossadegh could not stop this current which gradually like a bulldozer that was mobilized during a slope. That was which politician that could escape from gravity Petro. Even the efforts of Ebtehaj for separation of Petro from the State and political power within the leadership of the King to place not only not completed, but also led to the thick corruption of the file for this fergie so that it was not forgotten that . Horse riding with a royal family and eating Fallodeh with Shah also cannot reduce this attraction power [8].

3. As more wealth into the hands of political force, arbitrary power of viruses with the power of the more

he unity they can, on the one hand that the viruses from the toxin secreted by a kind of modernity overnight and on the other hand show the tyranny of power like the beauty of the young girl, the outcome was the same disaster as that money hanger over all. Gradually the words of discerning owner of human culture and critic, became such as a poison and stratagems of upstarts intolerable and in front of the quality and stratagems of this flow of modern like seems so attractive that no one could escape its attraction. This produced virtually all the moral and cultural heritage of bureaucrats, by themselves to the cemetery was sent off and they were sent with themselves to the oblivion cemetery and housekeeping and to provide the arena for lowbrows parade. An arena that eventually to brawl among modern-like cockscombs with scoundrels with lack of morals. It's interesting that even this attraction was dragged to the art scene and to the story and the movie. With the coming of movies such as Kaiser, deer and even a film like volley and then a few hundred dozen unwise movies, these low levels with lack of moral became spiritual ethos prophets. Counter values got valuable. In the movie the deer and volley, two intellectual force (according to the time) and the relationship of friendship with both Backgammon and sympathy and game. Even the work reached to the place for which the dogmatic traditions which were collapsing, crocodile tears were shed. This situation emerged in all branches of the art. For example, music can be pointed out that the burden be achieved high tenacity because Vaziri, Saba and Khaleghi were an adjunct to the overnight and severe tendency bring it so pressing to the tradition which is almost a work of it remains except the efforts did not experience regret of a beautiful melody [8].

4. with the beginning of the revolution and the rise of the motivated forces for change, it is thought that the revolution can oppose with the monster of bureaucracy with such forces and predispose for fundamental social transformation. But with a lot of speed it turned out that such will not happen, but on the contrary, it was the giant who began to devour the revolutionary personnels. So all that shocked to bite the finger with teeth. It occasionally saw the construction Jihad was quickly swallowed by Ministry of agriculture and the necessities from the revolutionary developments and the imposed war on the one hand and the Petro dollars attractions on the other hand all were put within the shaft of this pseudo modern power [8].

Gradually it became clear that not only this the flow won't stop, but with the end of the imposed war and fix the conditions of the resulting crisis, on the speed of the swallow of this giant was added. So that

only the Presidency of Mr. Khatami as equivalent of six times the previous era of all the revolutionary periods in various fields the investment took place by the government [8].

5. Another important point about this bureaucracy is that the economic power resulting from the oil they sell supplied a dozen of special rights for it. From the standpoint of Cybernetics to say; Whenever the legal rights of the system were beyond their natural rights (special rights), because it is that this new special rights is not defined on the entire activity of the organization, (the lack of compliance of defined tasks with the organization structure) that are the personnels who utilized of the aforementioned rights, not the Organization in its entirety. So it is so normal if the emergence of special rights for this bureaucracy ended in all-encompassing rents for the personnels and specially borders this stream just coincide with the ethnic separation of moral bureaucrats from this collection. That is, on the one hand the bureaucracy system lost the moral backing of hundreds of thousands of years and the other to take advantage of the rents provide emerged. It is on the occasion that if of the endless stream of corruption in the last twenty years was appeared with very much fast [8].

6-The other factor of being violent acceleration of the flow and appearance of special rights in the bureaucratic system related to the new task entrusted the system. This task, which was the result of political culture based on the focus in the category that was inherently anti-focus and it is the culture. With the fundamental change to look at the culture that is, turning it from a generative source to a device, inevitably the economy and politics should be concentrated too and should also be in the hands of the bureaucratic system. So any kind of privatization or current flow and create competition and pluralism in economics, itself through the pressure resulting from the necessity for the neutral culture through the force resulting from the necessity of focused mobility in culture was ineffective. So the possibility of developmental movements got low in the community and instead the power of the name of bureaucratic was added shockingly. So that this system almost inculcated in the all areas of personal life [8].

The Definition of Bureaucracy

Perhaps the best interpretation of the definition of the concept of bureaucracy: Lophor and Kastoriadis have been offered. The bureaucracy is a phenomenon that all say of it and feel and experience, but the face of this new concept are resistance to conceptualize. These two people know the bureaucracy as a particular type of

organize that in this view is very near the Marx Weber thesis, special style of the Organization is defined that belongs to the widespread part in the community [6].

Bureaucracy means the institution and organization that is trying to organize the distribution of power, wealth and pleasure in a systematic form and without human intervention at the public relations of society. Bureaucracy is considered as the pinnacle of human rationality to a place where great civilizations are known with the formation of the administrative institutions and organizations [1].

Another meaning attributed to the bureaucracy results from the limitation of a simple definition that some of the expert authors in the literature of the management introduce in the presentation of bureaucracy. This group of thinkers essentially believed that bureaucracy basically is the hierarchy and regulations. Ther fore, whenever the available database in an organization are distributed around a central premise of authority and have some principles, such an organizations called bureaucracy.

This definition of bureaucracy is not free from failure in the micro and macro level. The problem of this definition at micro level is that it disturbs the boundary between the official organization and bureaucracy, and at macro level as well as the problem is found where that this definition creates this obligation that whenever in study of a society we are faced with a sample of labour division and rated organizational structure of power acting, such a structure is called bureaucracy subsequently. The least results of this image of bureaucracy is that it deconstructs the concept's content. The destruction that from which the historical difference between the Structures will be ignored in study [3].

At the most of political writes the term bureaucracy equivalent with misuse of power and position by the bureaucrats that has a power more than needed for their duties. (Mozlis 18:2006) Furthermore, ordinary people to some extent have also negative interpretations towards the bureaucracy. Specially in the third world countries, that the possibility of controlling and monitoring of the bureaucrats is poor, the people do not have a positive attitude to the bureaucracy. (Hughes, 2001: 305) Politicians often attack the bureaucrats in the election. For example, in America the use of adjectives such as the waste, japer, and misuse for a reference to the bureaucrats was common in the literature of election speech [5].

The image also offered from bureaucracy in academics is in a range from completely unresponsive to anti-democracy. And finally the media also reflected this negative image of bureaucrats.

So, no matter from where bureaucracy has come, what image is there about it and why has grown so much, It should be accepted that bureaucracy has power. The founders of the rational states of the world such as United States in which the separation of the three of Legislature, Executive and Judiciary was implemented for the first time, never was an image of the appearance of a fourth power in the state means bureaucracy. For example, Karl Marx who had many experiences in the bureaucratic systems, never considered the power aspect of bureaucracy. The Soviet Union is a good example of bureaucrats' dictatorship which was bigger than the predicted Proletarian dictatorship by Marx [5].

Due to the finding power of bureaucracy, and the possibility of bureaucrats' misuse' there has been many critics until now. Many of the experts believe that bureaucracy is related to Marx Whooper' (the theorist of ideal bureaucracy) period organizations and now it has no use and is able to preserve its power. One of the most famous scientists is Warren Yenis who in the mid 1960's predicted the death of bureaucracy in the close future [5].

With that is talked a lot about the death of bureaucracies and decline of the power of bureaucrats, we still see that they continue to work in the public and private sector, and they are the most powerful institution in many countries, particularly developing countries. Perhaps in the future bureaucracies be the most effective way of performing the main tasks of the states like national defense, and social welfare, political supervision ... [5].

Now before that the power of bureaucracy has been evaluated we should see that how the bureaucracies are defined.

By the study of different texts about bureaucracy, two incompatible definitions are concluded. Fans of the administrative reforms define the bureaucracy as a series of stereotypes. For example, one of the researchers believe that ((bureaucracy is looking for standardize, formalize and routinize the tasks, resists against the change, is tight and inflexible and more is seeking to obtain the power of the bureaucrats, and serving for their interests)). It is obvious with that view, bureaucracy is seen as a useless, power quest and wasting of the resources

phenomenon and bureaucrats are considered as people who are always seeking to misuse. Certainly the fans of this view is looking to decline or eliminate the bureaucracy. An if they are asked why the useless bureaucracies continue their work they will say that the power the power preserve of bureaucrats' power and their plans to maximize the budget are the bases of their power which is the main cause of the bureaucrats' survival. Of course, for the support of these comments and that why people and politicians bear such behavior, there is not adequate experimental evidences [5].

The other definition which attended to the positive aspects of bureaucracy, it is considered as a type of organizational form and tries to evaluate its benefits towards the other organizational forms. Perhaps the definition of bureaucracy based on power resources, that is taken by Weber, is the best definition of this view. And bureaucracy is described based on a collection of official and structural as a type of rational organizational form by Weber which has some main features that re: [5].

- A. The levels of official and fixed authority that have been specified
- B. The hierarchy and the area of defined monitoring
- C. The dependence on written documents
- D. Employment on the basis of suitability and ability
- E. Staff occupational routes, permanent employment and enjoying the pension salary
- F. Bureau on the basis of fixed and teachable laws (Formality)

Perhaps except the principle of dependence on the evidences and written documents which today have been turned in computer and digital evidences, the other principles continue to host in the 21 century. According to these principles, bureaucracy creates an impersonal administrative system that has the efficacy, reliability, and predictability [5].

Generally, a common criticism of modern governments is that they have been more bureaucratic. Organizations that provide public goods and services, generally are busy with people who have been closed in Red Ribbon, as a result it has brought to preserve in a cost of abundance for the people [12].

C. K. Prahalad says in an interview with HBR journal, "I haven't seen a lot of managers around the world that are the hero of the bureaucracy, but in the meantime I haven't seen a lot of managers that are also

actively looking for an alternative to it, we've only dealt with margins long ago. We've been able to make the flat hierarchy in some companies, but we cannot totally remove it. We have appreciated the managers and they've given power and authority, but not distribute power. We've encouraged the staff to say their words, but we have not allowed them to play a role in determining the company's strategy. We apparently have advocated the technology, but systematically have not removed the obstacles that hold the innovation in isolation. We've talked endlessly about the need to make a change, but we have not learned our employees how to act in this field in the organization. In fact, we've denounced the bureaucracy, but we have not dismissed it [11].

Bureaucracy in Iran

According to Assad and SamadBehrangi, the Iranian bureaucrat is intrinsically conservative; so that even in the face of religion behaves conservative and benefit seeking. They refer to the moral atmosphere of the bureaucrats of the last decade of Pahlavi era, in the book "search in the educational issues in Iran", they point out that Iranian bureaucrats even in the face of religion were also firmly conservative; so that not have all the efforts to fast all the Ramadhan and not have the audacity to deny fasting. So they fast the three days after the religious nights so that if there was any news in that world, they were not deprived and if there wasn't any news, they have not much labored! [2]

Bureaucracy has many weaknesses in administrative organizations in Iran. For example, in the Ministry of oil that the most income of the country is supplied from it the problems of bureaucracy include the following cases: [1].

1. Focus: the Ministry of oil has focused political and administrative structure.
2. Swelling of the employee in the administrative department
3. The lack of the correct management policy
4. Low organizational relationship between the Ministry of oil, foreign and science.
5. One way to communicate with people.

To deal with the bureaucracy should note the following cases. Which Include: [8]

- 1- Look again at the triple categories of culture, economy and politics and accept the principle that while there is a desire to centralized motion in the culture, cannot be created a decentralized and generative motion in the economy and politics [8].
- 2- Look into the legal structures and particularly the special rights of the current bureaucratic system and modify them seriously [8].

- 3- Modifying the inverted flow of the political economy so that instead of it being consumed through the Petro dollars, the power loss is from top to bottom. Economic value added through the procreation of economic value added and the use of security-tax feedback the power moves from the bottom towards the apex of the pyramid [8].
- 4- Attention to the important principle that the existing corruption in the bureaucratic system of the country will not be removed without dealing with the areas of its generation that is the focus of too special rights in the government agencies. So any regulatory moves to tackle with the corruption must be commensurate with the programs that are causing the aforementioned rights adjustment [8].
- 5- And finally, the necessity of very serious attention to the main institution of the country's development, i.e. is the entity resulting from the interaction of tax-security. Without this institution transition from the systems dependent upon the petroleum dollars to the systems relies on the economic value added will not be possible [8].

RESULTS AND SUGGESTIONS

It seems that at the beginning of the affair the positive aspects of bureaucracy must be identified and the more emphasis had to be to it, but for the negative consequences of the bureaucracy these cases can be recommended: 1. To limit activities or in other words, the reduction of enterprise, outsourcing, etc. 2. The expansion of the private sector and making the economy competitive. 3. More participation of people in social and political activities. 4. The proper training of the public sector employees in the use of laws. 5. Attention to the corrective statements of academics in regard to the political power structure. 6. pay more attention to the efficiency of human resources in the public sector as well as pay attention to employee motivation this section.

Ultimately, the reform of the administrative system should be based on the systematic attitudes and views and instead, the attitudes based on revision of the organization of the institutions and the available administrative behavior. The systematic attitude, people, organizations, the process of interactions and the related outside environment will be put in mind in the analysis and instructions of the change.

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