



Designing and Developing the Comprehensive Monitoring of Public Policies Adopted by Islamic Consultative Assembly with the Emphasis on the Field of Economic Affairs[#]

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ABSTRACT

Understanding the way of performance of the mechanism and successfulness of government policies approved by supreme institutions of the International Research Institute (IRI) have always been challenging. The aim of the present study is to design and develop the comprehensive monitoring of public policies adopted by Islamic consultative assembly with the emphasis on the field of economic affairs. Elements of Zahariadis' model (1998) and other theories explaining factors affecting realization of public policies were employed as the basics of the analysis model of public policies approved by Majlis and prediction and development of a monitoring model. The research population consists of all current and previous members of the parliament (MPs) in the Commissions of Plan and Budget Calculations, Article 90, Economy and Industry and Executives Audit Court and the Organization of Management and Planning. They included 574 MPs. The study uses a mixed method research (qualitative and quantitative research). The research methods used in the qualitative research are "documentary research and Delphi method" and in the quantitative part the survey research method was employed so that using the extracted data and the Delphi method, the main questionnaire was developed and used in the form of a researcher-made questionnaire. In addition, to determine the sample size, the Cochran's formula was employed. The sample size was determined to consist of 130 participants. According to the results obtained from the commonalities table, the factor analysis technique was deemed appropriate. The eigenvalue in the total variance table for three factors was bigger than 3; therefore, the number of extracted factors suggested for the model was estimated as three using the factor analysis technique. Then questions were classified into three main factors as follows: (1) Policymaking strategies, (2) policymaking and (3) monitoring strategies. Using the mentioned factors, the causal and structural conditions governing the public policies of the IRI approved by Majlis in the field of economic affairs from 2004 to 2014 can be explicated. The political conclusion of the present stud is that paying attention to main strategies of the IRI approved by expediency council under the supervision of the supreme leader and the compatibility of public policies approved by Majlis in the economic affairs with development plans of the IRI are inevitable. Moreover, establishing a kind of coordination and unity among ideas and policies of the government and Majlis with respecting the independence of each side should be main elements of the system of monitoring the good performance of public policies approved by Majlis.

Keywords: Public Policies, Monitoring Models, Majlis, Economic Affairs

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1. INTRODUCTION

Public policymaking is a set of governmental activities having direct and indirect effects on citizens' lives (Peters, 2004. p. 21).

Dey (2002) considers public policymaking as something that the government decides to do or reject it. Pierre Muller writes that public policymaking means "government in practice" (Muller, 2003. p. 25). With regard to playing the mutual role of the government and the

public, it can be stated that the word “policy” is a main part of a branch of knowledge titled as “the science of government in practice” which some scholars consider as a sub-branch of politics and some others as an independent science (Malek-Mohammadi, 2004, p. 17). It may be stated that the common point and similarity of the governmental administration and political theory is the attention and interest of them to the effective governance (Denhardt, 2001, p. 195). Public policies-which can be considered as efforts of the government for effective governance-is one of the important fields of political sciences and governmental administration. The significance of “public policymaking” in governmental administration is as much as “decision making” in management (Danaeifard et al., 2009, p. 80). However, most of the time the real performance of governments is very different from what they have promised when developing policymaking. Therefore, their policymaking fails in the implementation stage.

In a lot of researches conducted on implementing policies and strategies, the statistics indicate that from each ten developed strategies, 9 cases have faced with failure or have not reached the implementation stage (Speculand, 2006; Allio, 2005). Some other researches indicate statistic values from 10 to 30% successfulness of implementing strategic plans (Raps, 2005). According to several studies conducted on issues related to implementations, one of the reasons of the unsuccessfulness of strategic plans is the absence of models and comprehensive views of implementation of strategic plans (Godwin, 2011). Therefore, what has the power to provide grounds for fulfilling and realizing general ideas of policies up to high levels is the concept of consistent “monitoring” and “control”. Via monitoring and assessing effectiveness can be the degree of successfulness in implementing policymaking. According to Stoner, monitoring refers to a regular activity by which the expected results are determined in the form of standards of doing operations. According to Stoner, monitoring is not something but sending messages changing effectively the behaviors of receivers of a message. In other words, it is a regular effort for achieving standard objectives, information feedback, and comparison with determined standards (Taslimi, 2009).

2. STATEMENT OF THE PROBLEM

In the International Research Institute (IRI) and its legal and administrative structures, Majlis has a high significance and status. In fact it is the axis of decision making, law making, and planning. Majlis is the main basis of the system and people as well as the factor of presence and participation in decision making. It is the symbol of national will. The results of different studies indicate that implementing plans, projects, and public policies in Iran has not been successful. Experiences indicate that sometimes, different issues hinder the implementation of a policy so that what is implemented and what has been developed are significantly different. Different individuals and agents such as policy makers, researchers, political leaders, ordinary citizens and even executives and officials of the executive branch in Iran are dissatisfied with the mode of implementing public policies. But criticism of inappropriate implementation of policies means the confirmation and defense of the content of the developed policies by no means, but critics expect that the policies should

be appropriately implemented with knowing that there is some potential weaknesses in development them (Alvani, 2013; Danaeifard et al., 2009; Memarzadeh et al., 2011; Moghaddaspour et al., 2013). Accordingly, the study of Arabi and Rostami (2005) titled as “pathology of implementation of industrial policies of Iran” investigated policies approved by Majlis regarding industrial policies of Iran. The results of the research indicated that among different dimensions of barriers of implementing industrial policies, dimensions related to the nature of policies and executive organization were among the most important barriers and no powerful monitoring mechanisms was predicted for controlling executive organization in implementing policies.

The present study investigates policies approved by 5th Majlis with conservative approaches and the 6th Majlis with reformist approaches, the 7th, 8th, and 9th periods of Majlis with conservative approaches as general policies of the political-administrative policies of the IRI with the emphasis on economic policies and factors of not realizing them. In addition, a consistent model of monitoring for improving the implementation of approved governmental policies in Iran is presented. The reason for selecting those periods of Majlis is to comparatively investigate those periods of Majlis with each other with regard to their political approaches, i.e., Conservative or reformist approaches and effects of those approaches on their performance.

This research can provide appropriate instruments for realizing ideals, policy making, and what is called as the policy framework in that with regard to presenting models of the weaknesses of the structure of public policy making on the one hand and suggestion of the existence of a consistent system of monitoring approvals on the other hand, the public policy making system can receive “feedbacks” from the “outside”, and provide grounds for realizing strategies, principles, and regulations at the macro level of the administrative structure of Iran.

3. RESEARCH OBJECTIVES

Understanding how the performance of this mechanism is and why governmental policies approved by supreme institutions of the IRI have been challenging, the main aim of the present study is to design and develop a comprehensive model of monitoring public policies approved by Majlis with emphasis on economic affairs. To achieve the main aim of the present study, the lack of complete realization of principles and materials of public policies in the administrative-political structure of the IRI with emphasis on economic policies was analyzed and explained. In addition, how Majlis performed in approving principles and materials of public policies in economic affairs with emphasis on understanding weaknesses and deficits of this collection is investigated. Moreover, strategies adopted by Majlis regarding economic affairs for realizing public policies of the IRI are investigated. The final aim of the research is to identify consequences of adopted strategies by Majlis regarding the administrative-political structure of the IRI.

The concept of policy is not something new. It was presented by Lasswell, Learner and Fisher for the first time in 1951. Then, it was presented under titles such as policy making studies or policy

analysis. After that, Rosenblum suggested two normative method regarding policy making: Analysis of public policymaking and its assessment. Policymaking analysis of the degree of realizing policymaking aims as well as the method adopted for achievement of the mentioned aims are assessed (Lasswell, Learner & Fisher: 1951).

Some authors of management define monitoring as follows: Monitoring refers to assessment and reformation of performance for ensuring the organizational aims and executive plans successfully. Henri Fayol, a classical scholar (1841-1925) considers management elements of the society in five stages as follows: Budgeting, organization, command, coordination and monitoring (control). He believes that the logical principle completing the four other stages is the principle of control and monitoring by which he means controlling the execution of commands to organizational members in order that the appropriate method of execution can be received (Godwin, 2011). In other words, monitoring is an activity comparing dos with what are existing and favorites with what are exiting and predictions with performances. Consequently, a clear image of similarities and contradictions between the two groups can be achieved and presented for organizational managers.

The fledgling knowledge of public policymaking lives in its fifth decades of life (Vahid, 2004, p. 7). This field have received a lot of attentions due to its effects in solving social and public problems of development (Gholipour & Gholampour: 2010, p. 101). Public policymaking pursues solving problem; therefore, it enters all fields such as specialized medicine (ibid: 102), and is adopted in other fields under new titles such as educational policymaking, health policymaking, and cultural policymaking.

Public policymaking is the study of the government in practice which has changed the 20th century. The government in this century and know should be present in all important fields of citizens' social life; fields such as culture, education, employment, health care, housing and etc. Such a presence in public fields has caused the allocation of half of the incomes earned from the gross domestic product of developed countries to governments' costs. A powerful government should assessed and monitored and its effectiveness should be increased more and more. Public policymaking has been developed for achieving the aims (Vahid, 2004, p. 7,8). In the present study, Zahariadis' model (1998) and other theories explaining factors affecting the realization of public policies are used as theoretical framework and analysis of public polices approved by Majlis as well as prediction and development of a model of monitoring system.

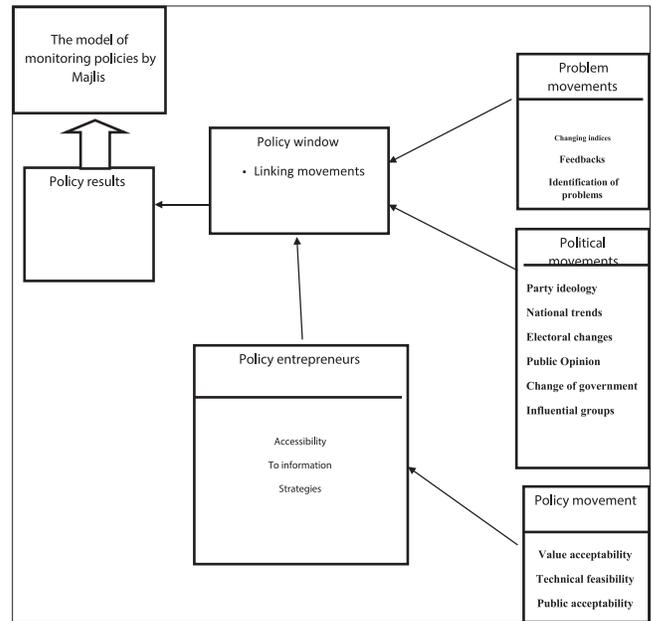
Therefore, the research model, adapted from Zahariadis' model (1998), can be developed as follow:

The research conceptual model (Figure 1).

With regard to the research conceptual model, the most important research hypotheses are as follows.

It seems that the political discourse governing states is effective on the model of monitoring public policies of the IRI approved by Majlis in the study period.

Figure 1: The research conceptual model



It seems that personal ideas, personality, and decision making are effective on the model of monitoring public policies of the IRI approved by Majlis in the study period.

It seems that ideas held by MPs are effective on the model of monitoring public policies of the IRI approved by Majlis in the study period.

It seems that the most important barriers of complete realization of the model of monitoring public policies of the IRI approved by Majlis in economic affairs from 2004 to 2014 is failure of its complete implementation by executive organizations.

It seems that no belief of political-administrative managers of executive organizations in the existence of a powerful monitoring system dominating their performance is effective on the model of monitoring public policies of the IRI approved by Majlis in the study period.

It seems that the most important barriers of complete realization of the model of monitoring public policies of the IRI approved by Majlis in economic affairs from 2004 to 2014 is no coordination between ideas and policies of governments and those of Majlis.

4. METHODOLOGY AND RESEARCH POPULATION

Research methodology refers to the application of scientific methods in solving a problem or answering its presented questions (Hafeznia, 2010). The present study employs a mixed method research (qualitative and quantitative research methods). The research methods used in the qualitative research are “documentary research and Delphi method” and in the quantitative part “the survey research method” was employed.

In the Delphi method, firstly 15 experts were selected in accordance with the research subject. Then, in the first part of the Delphi method, a questionnaire in which experts were asked to suggest factors related to variables was presented. In the second stage, after collecting factors and presenting them to elites, they were asked to identify the relationship among factors. The second stage was conducted for compromising ideas of all elites. In the second stage, 17 factors were presented by elites. In the second stage, the factor of aim was added to them in order that the direct relationship of other factors with that factor can be extracted. In general, 18 factors were determined for developing the main questionnaire.

Using the results extracted from the Delphi method, the main questionnaire was designed and was used as a researcher-made questionnaire. In addition, to determine the sample size, the Cochran's formula was employed. The sample size was determined to consist of 130 participants. According to the results obtained from the commonalities table, the factor analysis technique was deemed appropriate. The eigenvalue in the total variance table for three factors was bigger than 3; therefore, the number of extracted factors suggested for the model was estimated as three using the factor analysis technique. The research population consists of all current and previous MPs in the Commissions of Plan and Budget Calculations, Article 90, Economy and Industry and executives Audit Court and the Organization of Management and Planning. They included 574 MPs. The study uses a mixed method research (qualitative and quantitative research).

5. RESEARCH FINDINGS

With regard to the outputs of SPSS-20 in Table 1, the sig. observed for indices are <5%. Therefore, H_0 is rejected and it can be claimed that there is a significant correlation between indices and the dependent variable (the model of monitoring public policies approved by Majlis) with 95% of confidence.

Table 2 shows the results of rotated matrix. Since in the matrix of determining components and the primary factors, Factors 1, 2, 3, 10, 13, and 17 have factor loadings in two parts; therefore, they were contradictory and modification methods (varimax rotation) was used in order that each question can be assigned for only one factor (or in other words, each question in a factor should have factor loading bigger than 0.4). On the other hand, no factor should be without loading. The results of the rotated matrix indicate that the available data were classified indicated in three main factors. All questions are at least in a factor has factor loadings bigger than 0.4.

With regard to the classification in the Table 2, the extracted factor were named as policymaking strategies, policy barriers, and monitoring strategies. In the next stage, to confirm the assignment of those question to an appropriate factor, the results of confirmatory factor analysis were used. The output of factor analysis technique is as follows: The value of Chi-square with 131 df is as 109.94 which is not significant. Since the significant level ($P=0.822$) is high, it can be concluded that the chi-square test confirms the GOF of the model with the observed data. In addition, the ratio of chi-square to df (χ^2/df) is as 0.49 which indicates appropriate GOF. The GFI in this model is as 0.92 indicating that

Table 1: Results of Pearson correlation test

Hypotheses	Sample size	Significant	Pearson correlation coefficients
Hypothesis 1	131	0.000	0.781
Hypothesis 2	131	0.003	0.415
Hypothesis 3	131	0.038	0.513
Hypothesis 4	131	0.012	0.736
Hypothesis 5	131	0.000	0.559
Hypothesis 6	131	0.008	0.432
Hypothesis 7	131	0.000	0.775
Hypothesis 8	131	0.000	0.638
Hypothesis 9	131	0.038	0.313
Hypothesis 10	131	0.002	0.439
Hypothesis 11	131	0.000	0.743
Hypothesis 12	131	0.000	0.564
Hypothesis 13	131	0.016	0.628
Hypothesis 14	131	0.025	0.706
Hypothesis 15	131	0.015	0.743
Hypothesis 16	131	0.003	0.761
Hypothesis 17	131	0.011	0.564
Hypothesis 18	131	0.008	0.647

Table 2: The results of rotated matrix

	Component		
	1	2	3
q1	0.957		
q2	0.947		
q3	0.947		
q4		0.798	
q5		0.837	
q6		0.796	
q7	0.951		
q8	0.774		
q9	0.949		
q10			0.602
q11			0.889
q12			0.901
q13			0.854
q14			0.956
q15			0.722
q16			0.821
q17			0.807
q18			0.768

the model has GOF with the data. Moreover, RMSEA is as 0.01 and the 90%confidence interval is from 0.01 to 0.2. Since the lower bound of this values is smaller than 0.05, it can be concluded that the approximation degree of the model in the population is not big. The RMR is as 0.072 and is relatively small, this issue indicates the small error of the model and its acceptable GOF. After this stage, the following model was obtained using the path analysis of the model.

Figure 2 of confirmatory factor analysis.

Therefore, the final model of the research can be obtained in Figure 3.

6. DISCUSSION AND CONCLUSION

According to the results obtained from the commonalities table, the use of factor analysis was appropriate. The eigenvalue in the total

Figure 2: Confirmatory factor analysis

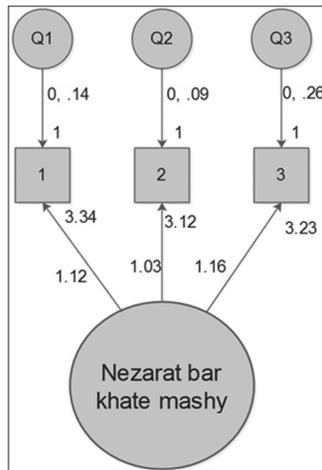
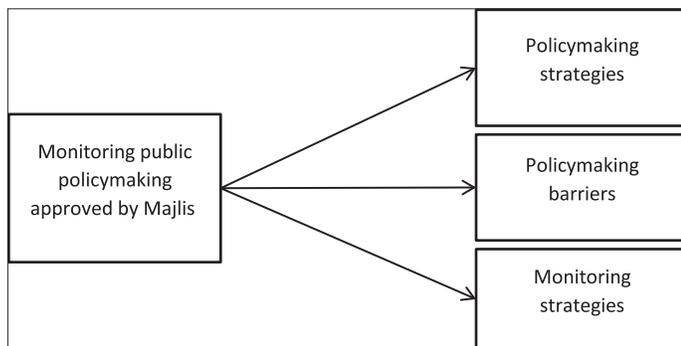


Figure 3: The final model of research



variance table for the three factors was higher than 1; therefore, the eigenvalue in the total variance table for three factors was bigger than 3; therefore, the number of extracted factors suggested for the model was estimated as three using the factor analysis technique. Then questions were classified into three main factors as follows: (1) Policymaking strategies, (2) policymaking and (3) monitoring strategies.

1. **Policymaking strategies:** Policymaking is a rational process for achieving appropriate policies and passing some stages rationally to obtain the best results. In addition, policymaking can be a power-based process. It means that the state of public policymaking and decision making does not only follows rationality and may be the result of political measures influenced by partisan attitudes and unions as well as ideologies and other factors. In investigating policymaking strategies of IRI approved by Majlis from 2004 to 2014, with regard to the results of the interviews, it was identified that policymaking in this period has been mostly influenced by process based on politics and political power. These processes have resulted in policymaking in the mentioned period considering political attitudes and parties and personal ideas of policymakers and MPs. With regard to policymaking strategies, this process results in the following negative consequences: Failure to correctly predict the consequences of some policies, conflicting attitudes and policy enforcement, lack of resources and expected facilities. Therefore, paying attention to the policymaking structure and

strategies is one of the main factors of the model presented in the study.

2. **Policymaking barriers:** Generally, public policymaking mostly changes and sometimes they get far from their primary aims. In this line, results indicated that the most important barriers of complete realization of the model of monitoring public policies of the IRI approved by Majlis in economic affairs from 2004 to 2014 is no coordination between ideas and policies of governments and those of Majlis. Therefore, to develop the considered model, paying attention to policymaking barriers and executive process is one of the important and basic dimensions of the model.
3. **Monitoring strategies:** In investigating monitoring strategies, there are some preventive factors mostly related to properly determining monitoring standards and deviations as well as investigating reasons for occurring them. In this line, one of the strategies of improving the mentioned conditions is the necessity of creating monitoring facilities in the last section of investigation. Therefore, reinforcing coordination and cooperation between the government and Majlis is one of the main strategies for improving the monitoring structure. Another important factor in this lien is providing groups and reinforcing political-administrative managers' beliefs to the existence of an assessment and monitoring system governing their performance. Therefore, resources and facilities required for realizing this aim should be prepared. Moreover, reinforcement of the monitoring system for supervising the implementation of public policies of the IRI approved by expediency council under the supervision of the Supreme Leader and the compatibility of public policies approved by Majlis in the economic affairs with development plans of the IRI are inevitable. Moreover, establishing a kind of coordination and unity among ideas and policies of the government and Majlis with respecting the independence of each side should be main elements of the system of monitoring the well-doing of public policies approved by Majlis.

Using the mentioned factors, the causal and structural conditions governing the public policies of the IRI approved by Majlis in the field of economic affairs from 2004 to 2014 can be explicated.

Regarding the most barriers of failure to the complete realization of principles and materials of public policies in the administrative-political structure of the IRI during 2004 to 2014 with emphasis on economic policies, the following reasons can be mentioned: Lack of coordination between the political attitudes of the government and Majlis, weaknesses of the evaluation system for monitoring the implementation of policies, Lack of their correct and complete implementation by executive agencies due to conflicting criteria considered by executive authorities and policymakers.

In addition, the results indicate that the good performance of polices approved by Majlis suffers from a powerful monitoring system. In addition, the lack of coordination between the political attitudes of the government and Majlis, Majlis has not been able

to monitor the good performance of approved policies as well as possible.

Besides the mentioned factors, it seems that no belief of political-administrative managers of executive organizations in the existence of a powerful monitoring system dominating their performance is effective on the model of monitoring public policies of the IRI approved by Majlis in the study period. Furthermore, they do not consider monitoring public policies as a part of approved policies for realizing public policies; therefore, they have no attention to notifications of this domain.

Finally, it is recommended that paying attention to main strategies of the IRI approved by expediency council under the supervision of the Supreme Leader and the compatibility of public policies approved by Majlis in the economic affairs with development plans of the IRI are inevitable. Moreover, establishing a kind of coordination and unity among ideas and policies of the government and Majlis with respecting the independence of each side should be main elements of the system of monitoring the good performance of public policies approved by Majlis.

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