CHAPTER XI
CONCLUSION

While concluding this study, in order to deal with the subject properly, we should again pinpoint the highlights of the various Chapters and especially the plus and minus points of the Civil Service Administration in Iran. This study has laid emphasis on the rules, regulations and procedures adopted by Iran's Government. Therefore, number of structural, functional and procedural details have been given to show a clear picture of the Public Personnel System of Iran. Also given are the examples of other countries such as India, England, America, France to give a comparative perspective to the subject matter. It is to be mentioned here that our aim was only to drawn up clearly the present position in Iran, with regard to these countries. It is felt necessary to give a summary of different Chapters to qualify our conclusions.

In Iran, there are three branches of power, i.e. Legislative, Executive and Judicial power. The Legislature makes laws and also corrects those already in existence. The Executives implement the
laws, establish security, send or receive Ambassadors etc. The Judiciary punishes the criminals and performs different judicial functions. In Iran, these three powers are separated from each others; But this arrangement does not mean that, Government carries out these activities separately. No act of the Government, however, is result of the decision of one single individual. The provisions of the Constitution dealing with the Legislature and Executive and their mutual relationship, clearly show that Iranian Constitution has established a system of Government with some peculiar features of its own. As far as the structure of the Government is concerned, it is a unitary system with centralisation of a marked degree.

The Iranian Constitution provides for a Supreme Religious Leadership called as "Velayat-e-Faqih", who should possess the necessary qualification such as Scholarship, Piety, Political and Social Perspicacity, courage, strength and the necessary administrative abilities for leadership. The President is the holder of the highest official power, but his position is next to the
office of the Leader. He is responsible for carrying out Constitutional laws and organising the relationships among the three powers. He is also the Head of the Executive power except for those affairs that are directly related to the Leader. The President is the Head of the Council of Ministers, who appoints and dismisses them. He supervises the work of Ministers and takes all necessary measures to coordinate the decisions of the Government. The President also determines the programmes and policies of the Government and implements the laws.

The powers and functions of the President (discussed in Chapter-II) show that he is executively very powerful. But the greatest and the most important limitation on his powers, in addition to the limitation before Majlis (Parliament), comes from the role assigned to the Leader or the leadership Council by the Constitution.

At present, there are 23 Ministries in Iran under the Central Government. Ministers are appointed by the President with the approval of the Majlis.
At the provincial level, there are the territorial Administrations and the elected provincial Councils. There are 24 Ostans (provinces) in Iran headed by a Governor-General (Ostandar). Each province (Ostan) is divided into number of counties, under a Governor (Farmandar). The Counties are further divided into districts (Bakhsh) under a County Governor (Bakhshdar). A district is composed of a group of villages called "Dehestan" under a rural Governor (Dehdr). All these official are responsible to the Central executive. Their duties are assigned to them by the Central Administrative Organisations. Each of these officials serves in a particular area with its own officials. These officials and local councils may perform their duties to the extent that law permits them. However, their chief functions in the region are limited to public health, socio-economic development, education, agriculture, housing and roads. The Councils at different levels of administrative division in Iran are to give further cultural and educational popular cooperation and in keeping with local circumstances for administration of these affairs. The members of the Councils are elected by the
local citizens. Therefore, the Central officials are expected to abide by the decisions of the Councils so far as they fall within the limits of their powers. The first advantages of such local bodies over the regional offices of the Central Ministries is their local knowledge. But difficulties do arise, due to increase in the population. The problem becomes more serious in provincial administration, where the distance factor also works against the administration.

Another point to be mentioned regarding the relationship between the Ministerial offices in the province and the territorial councils is that the local councils are a part of the local citizen's ambitions and local affairs. Local maladministration can be corrected at local level whereas in case of Ministerial departments/headquarter's mismanagement, the minister will have to answer in the Majlis (Parliament). The relationship between Central and Territorial Administration, as mentioned earlier, depends upon the Ministry of Interior directly sponsoring the nomination of the provincial Governor-Generals and Governors and
even indirectly the nomination of county-Governor and rural Governor. This is in accordance to the national interest which demands a standard of uniformity in administration in the entire country. The local councils (village, District, City, Provincial) are directly elected by the people which represent a degree of decentralisation in Iran. This in turn reduces the tasks of the Central Government in relation to general policy implementation throughout the country.

Administrative system of Iran has undergone many changes during the twentieth century. However, in ancient and medieval period in Iran, the function of the Government were limited only to Law and Order in the country under the control of the Monarch, and those who were employed were to perform the limited function of the State, like collection of taxes, public security and justice etc. This type of administration continued with more or less of same characters and with some structural changes, and was followed by different dynasties in Iran. The history of contemporary civil services dates back with the constitutional revolution in 1906,
which provided a new form of Administration in the country for the first time.

With the increase in the functions of the Government a number of new Ministries and administrative organisations were established. These Ministries and organisations were following different codes and regulations, which were causing confusion in managing the Government employees.

For Administrative convenience, the country was divided into number of provinces, Blocks and Districts. There were eight Central Ministries in 1906, and each Minister was assigned with regularizing the recruitment, position classification, promotion, retirement and pension etc., of his particular Ministry and its different Departments as their chief executive. This was disturbing the general administration of the country and adding new problems to the existing one. So need was felt for a standard law for Civil Servants and consequently the First Employment Law was adopted in 1922, which remained in practice till 1966, when the Second Employment Law superseeded the first one.
The major structural change in 1966, provided a Civil Service Code for the Government employees whose number was increasing rapidly due to the rapid growth in economic activities and developmental plan in Iran. The Second Employment Law was expected to solve the deficiencies of the First Employment Law (1922). It has also tried to implement the laws and regulation to remove the obstacles and difficulties in the Administrative process.

On the one hand, in spite of all determined efforts to hold its growth, the number of Civil Servants has increased remarkably. On the other hand, the number of employees particularly in middle and higher Groups were insufficient to implement the developmental policies effectively. The objectives of the 1966, Employment Law, was to improve the Administrative machinery of the Iranian Government and continue its commitment in removing these problems by mobilizing the Civil Servants in an effective manner in serving the public. The success however largely depended upon the Civil Servant's willingness to accept the new adopted changes in practice.
In Iran, a Central Personnel Agency (SOAE) responsible for the management of the public services, on behalf of the Government has been established. Its role is limited to rule making, general policy formation and supervision over details necessary for carrying out the civil services programmes and policies. The function of "SOAE" are purely of Administrative character in all matter of the Employment techniques that would enable the Government to select the most suitable persons for the Civil Services on the basis of merit.

The idea of establishing a Central Personnel Agency was moved in 1966 in Iran, following the adoption of the Second Employment Law. However, in India, the Union and States Public Service Commissions were established to perform activities such as holding examinations, interviews and selection and to extend its consultation and advise regarding appointment, promotion, transfer etc. In France, this duty is performed by the Ecole Nationale-de-Administration.
At present in Iran the procedures and methods adopted by the "SOAE" are not sound enough, as it is observed that, the principle of merit has been neglected on many occasions. It is suggested to avoid this, the "SOAE" should work more on sound principles of employment and appointment. Secondly, as far as the composition of "SOAE", is concerned, there is a tendency towards appointing the members of its Council from the retired official employees. It is good that a certain proportion of members of the Council of "SOAE" are appointed from among the experienced Government officials. But the danger in appointing all the members of the Council from such retired official is that such persons become conservative and put obstacles in the way of bringing basic changes in the administration. Therefore, it is better to have the half of the members of the Council from the official employees with (sufficient) specified experience in public services. This would enable the "SOAE's" Council to represent the employees already in the service, which would more easily look into present administrative difficulties.
Iran's classification system has been implemented after detailed study of identifying the responsibilities of each job and determining the qualifications for it. Each group in the classification plan represent all jobs which are comparably equal in duties, responsibilities and qualifications. It also measure differences among different jobs.

The classification system in Iran also analyses the jobs in terms of their component parts as well as their importance, value and difficulties in carrying the duties. The step in each "Group" are provided on the basis of the employee's work experience, knowledge; it also indicate the line of promotion of the employees.

The history of Iranian classification plan dates back to the Employment Law of 1922 which classified the Civil Servants into nine "grades", but with the expansion of Government functions a new type of classification was adopted by the Employment Law of 1966, and a separate organisation for the purpose of classification of Government Employees was set up to devise a classification plan for different jobs in Ministries and Agencies,
and to evaluate each job in order to avoid further problems. There are seven sections dealing with different employment cadre, to facilitate the classification of various position in their technical field.

The classification plan in Iran, at first classified the employees already in service temporarily into seven Groups, according to their educational qualification, and were later classified into twelve permanent Groups. At present in Iran the Government employees covered by the Employment Law are classified permanently into twelve groups, with specific duties and responsibilities, according to the employees qualification and experience after having passed the required examination. Each group has 15 steps except the last group which has only 13 steps.

The advantage of the classification system in Iran laid on its careful adoption of a uniform and equitable pay for the same kind of work in all Ministries and Government Agencies covered under the Employment Law; for this purpose each job is identified in each job series while
considering the type of job, education and experiences. However, it is suggested that while classifying the new jobs created by different Ministries/Agencies from the simplest to the hardest job; they have to be carefully analyzed and evaluated, as this is necessary to ensure that the classification plan is properly implemented and the classification procedure have taken place in classifying these new jobs.

In India, jobs are grouped together into broad categories, by comparing the jobs against each other in order of responsibilities. The services in India are classified into (i) All India Services, (ii) Central Services, (in addition to other services like Railways) and State Services. It is also interesting to note that the Group One is the lowest in Iranian classification plan, whereas Class One is considered to be the highest in Indian Civil Service Classification plan.

In U.S.A., the system of classification of duties is followed. The two important aspects of American classification system are "position"
which consists of all jobs of equal importance in terms of their duties, responsibilities and qualifications and "Grade" which includes all positions to be compensated within the same salary range.

The present position classification system in Iran has regulated the classification programme to a great extent. It has provided a systematic means of determining the relative worth of jobs. Although the classification plan has reduced the number of jobs in the Government services and minimized the salary differences of the jobs of the same character, but it is yet to improve its techniques and methods in today's challenging problems.

The recruitment policy is based on the principle of competence and merit which are determined by the employee's education, intelligence, character and physical fitness at the time of recruitment.

The process of recruitment is closely related to the entrance examination. There are certain
procedure to be followed for conducting the examination by using number of testing methods in Iran.

The recruitment of employees, in Iran, takes place through entrance competitive examination for Government services under the supervision and control of the "SQAE".

The applicants for Government employment should possess certain general as well as special qualifications fixed by the SQAE and the Government.

The probationary period is provided to test the selected employee's ability, upon trial and satisfactory work of the employee. In addition, there is another type of recruitment which is called "contractual" or "temporary" recruitment, meaning that, he is employed for a temporary and definite period. As far as reservation in the services are concerned there is no reservation system as compared to India in Iran, except for services rendered during the War by Government servants and the rewards for these services are in the form of cash rewards or additional "step" in promotion.
In India, the recruitment to different services are held by open competitive examination. The Union Public Service Commission conducts the examination for All India Services and Central Services whereas the State Public Service Commissions for State Services. In France, too, recruitment to Government Services is done through competitive examination for new candidates as well as Government employees already in the service with 5 year's experience. In England, the recruitment to Civil Services is however related to the academic qualification and age and since Fulton Committee report, Method-II has been adopted for entry into the Administrative Class.

In Iran, the main purpose of the recruitment system, seems to be that of bringing the right type of persons into public services. This is so, as the administration opt for qualified persons on the basis of competitive examination. However, it has been observed that the principle of competence and merit has not been followed in some cases. For example, many contractual or temporary employees
have been given official status without appearing for the entrance examination by the Government in recent years. This has clearly violated the merit system. As discussed earlier, the Iranian recruitment system is based on a specialist pattern. The entrance examination takes place for the "jobs" which have already been classified. The problem remains as that of the best selection for the jobs as per the employees qualification, his performance in the examination and interviews; whereas in India, the selection to different departments within the higher Civil Service is made on the basis of marks obtained in written test and personality test.

It is accepted that in a healthy personnel system, it is necessary to strike a balance between selection from within and without. The responsibility for developing the promotion plan for the Civil Servants is assigned to "SOAE" in Iran. The employees are promoted on the basis of competence, merit, aptitude and experience.

The basis for promotion of the employees in
Iran, are their performance and length of service which indicate the eligible Government employees for the promotion. However, it is to be mentioned that the promotion within a Group is given to all the employees after two years of service in Government services, but the promotion to higher Group requires the employees to have the necessary qualification, plus appearing for the qualifying examination.

Beside, the employee's length of service, his eligibility for promotion also depends upon his service rating to indicate his worthiness for promotion. So as Evaluation Form is filled up quarterly from each employee for this purpose.

In addition to this, there are other types of promotions which are only for outstanding services and also for serving in remote areas. Therefore, the promotion policy designed for the Government services in Iran, is based on the principle of seniority and performance of the employees in the service. Furthermore, while the promotion to higher groups are linked with the educational
qualification, the necessary experience is also required for promotion to the next higher Group.

In India promotion to all high and middle level services are made by the Union and State Governments. The promotion in All India Services is based on seniority in the service. There is also practice of having a confidential reports for Government employees and each employee would be placed in one of the five categories to show his working performance.

In America, the promotions of civil servants are based on the recommendation of the Civil Service Commission. There are also number of techniques used in determining the promotion as well as three types of efficiency rating presently in practice in America. In France, however, the employees are promoted on the recommendation of the Committee of head of divisions which are based on annual reports of each employee and on interview performances.

On the whole, the promotion policy in Iran, is found to be lacking because such promotion
policies does not provide promotions to many of the able and suitable persons to higher group of step. Secondly, for promotion, too much importance is given to educational qualification. While promotion to higher 'step' is usually given to every employees after two years of service, after getting the approval from the 'SOAE', the decision on promotion to higher Groups is taken directly by the "SOAE".

Training plays an important part in the growth and working of the administrative system. The Civil Service trainings is very vital, specially in the developing countries like India and Iran.

Several training centers/Institutes have started and expanded on or before 1966, but the pioneering work was done by the Central Personnel Agency "SOAE" in establishing training centers exclusively for the civil servants training. Therefore, the "State Management Training Center" was established in 1969.

Other types of training programmes which are delegated by "SOAE" are arranged by Ministries/
Agencies to train their own employees. This is mostly due to the specialization in the fields like Health, Tele-communication, Oil etc.

Before 1966, there were many deficiencies and drawbacks in the training system in Iran, such as lack of programming, problems in selecting the trainees, absence of institutional training, lack of basic information in techniques and methods of training etc. These problems were later solved, to some extent, by the Second Employment Law of 1966. Now there are various types of training programmes in Iran. Mainly there are two methods of training i.e., pre-entry training and in-service training. These training programmes are arranged in consultation and with the approval of the training unit of the SOAE. Each programme's methods, duration, content etc., are fixed and informed to the concerned Ministries or Government Agencies, so that they may send their candidate for these training programmes. The training is also conducted abroad with the approval of the Central Personnel Agency (SOAE) in Iran. The training programmes are now conducted at training centres, approved by "SOAE". The training
institutes are continuously engaged in providing training programmes of short and long term duration for Government employees. There are also number of training institutes attached to Ministries/Government Agencies that provide professional and technical training for their own employees of short and long duration to meet their required needs of expertise.

As far as Indian training programme is concerned, the training of Civil Servants has assumed greater role after independence. For this purpose number of training schools were established to meet the new demands. There are at present, various training institutes in India under the Center and State Governments to train the employees for various technical field.

In England, the Fulton Committee was of the view that the Civil Servants are not properly trained and Fulton Committee recommended higher place for training of Civil Servants, so it made number of recommendations to improve the training of Civil Servants. In U.S.A. the situation is different from that of Iran, India and England,
because the entry into public services are based on specialist pattern and they run the administration. In U.S.A., therefore, organised training programmes like other countries are not provided, but only orientation training of short period for top and middle level officials is provided.

In the developing economy of Iran, the role of the properly trained Civil Servants is very important. So it is necessary to take enough care regarding various training methods and techniques. Thus it is suggested that the training unit of "SOAE" should arrange appropriate research in this field. There should also be more studies for those training programmes which are organised commonly for various administrative cadres.

It appears that the training programmes are very essential for the Civil Servants, as it trains them to tackle the difficulties with more confidence. In a same manner, the training institutes, have to maintain their organised relations with that of administrative and managerial services, in strengthening the training techniques.
The retirement plan in Iran, is to safeguard the employee in old age and also assure him and his family an income during retirement period. The Employment Law of 1922 arranged for the first time the basic principles of retirement system in Iran. The retirement age was fixed at 70 years of age.

The Second Employment Law of 1966, accepted the same principles but made some modifications and changes into it, for example the Department of Retirement attached to the Ministry of Finance was placed under the Central Personnel Agency (SOAE), with an independent status.

For this purpose the State Retirement Fund (SRF) has been set up for the Civil Servants. Since the retirement fund is based on contribution both from the employee's salary i.e., employees share to the fund and employer's share, which are to be transferred to the retirement fund. The retirement system is of contributory character in Iran. The income of Retirement Fund Composed of employee's share i.e., 8½ per cent of his total salary, allowances every month; and the employer's share equal to 8½ per cent of total
salaries paid to its employees every month, but the Government usually makes provision in the General Budget to meet the deficit of the "Fund" which in the year 1981 was equal to 50% of the total expenditure of the "Fund." This has created great financial burden to the Government and also is against Fund's aim of being financially independent.

At present all the Government employees in public services have provisions against old age, disability and death; In case of Government employees who are covered under the Civil Service Code, the "SRF" covers the employees, and in case of those Government employees who are not covered by the Civil Service Code, there are other retirement funds such as Sepah Bank, Social Security Fund, or other special retirement and pension funds of various Government Agencies assume the responsibility.

It is observed that this arrangement has created many differences among Government employees. It is, therefore, suggested that to avoid these
differences of various retirement funds, it is better to adopt a single unified retirement fund for all Government employees irrespective of whether or not they are covered under the Civil Service Law.

Article 74 of the Employment Law, fixed the terms of retirement, based on two factors of age and years of service, that is to say 60 years of age and any number of years of service or 55 years of age and 30 years of service as sufficient for retirement. Here, it seems that the Employment Law considered factors such as scientific and technological development and socio-economic changes, had direct effect in legislating easier conditions for retirement, while on the other hand, it is aimed at leaving more opportunity for younger employees in the service.

Article 75 of the Employment Law, facilitates the terms of retirement mentioned above for the official employees who were in the job of the Government before 1966. Not only that but the Employment Law has also given permission to the official employees who, at the time of the
approval of the Employment Law, had more than 20 years of service, to retire. Obviously, these early retirements have further added to the existing problems in retirement system.

As far as "Pension" plan is concern, it seems that the amount paid as "Pension" is very unrealistic to the present cost of living. The current inflation has increased the real cost of living substantially and, therefore, it is required to be revised carefully.

In Iran, disciplinary procedures contains various disciplinary rules, which are regulated by the "Administrative Court of Justice", under the Judicial power. These Courts have been established by the 1979 Iranian Constitution, for the first time in the administrative history of Iran, it is expected to match today's numerous complexities within and outside the administration.

One aspect of Administrative discipline, is that the employees are required to maintain discipline in the administration and not to indulge in any action which causes delay in administration
including strike and hailing of job, on the other hand the Civil Servants in Iran are expected to obey certain obligation and duties such as obedience from superior's command, faithfulness to the secrecy, loyalty, not accepting bribe, etc., which are the cases of employee's violation for which he will be liable for disciplinary action.

It is also interesting to note that Military, Political, Administrative, Financial, and other disciplinary offences committed both before and after 1979 Iranian Revolution, can be prosecuted under the "Manpower Reconstruction Law". This clearly is the direct effect of Political change and Islamic culture influence on the administrative system of Iran. Last but not least the "Administrative Court of Justice" are also aimed to have an quick and speedy justice for the Government employees at no cost, which are the two most important salient benefits of establishing these Courts.

Iran has been able to develop a viable Civil Service Administration only after 1966, as prior
to that, the Iranian Administrative system was rather poor. Ministers and Ministries were in charge of the employees recruitment, condition of service etc. Corruption was widespread and nepotism were the usual method of recruitment and advancement.

However, during the last two decades, many improvements have been made. One important aspect for this improvement was the creation of the Organisation for Administration and Employment Affairs (SOAE) in 1966 as a Central Personnel Agency. The "SOAE" which is the equivalent of Public Service Commission in India and the Civil Service Commission in the U.S.A and the U.K., has the authority to determine the staffing levels. Entrance into the service at base grade clerical levels is now open to all, with selection decided by competitive examination and interview.

Nevertheless, it is recognised that difficulties are still there in the administrative system of Iran. Decision making is still autocratic and centralised. Weakness also exist in current
management practices and procedures. Therefore, as long as these practices are continued, the administrative system may not be fully effective.

In general, the administrative machinery is now well organised but not sound enough. Although many of the earlier weaknesses have been corrected but there continues to be room for improvement in some areas. The principal areas for improvement are in strengthening various ministries, Employee's Performance Control System, Retirement and Training programs and facilities etc.

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