CHAPTER I
INTRODUCTION

In recent times the responsibilities and functions of the Governments have tremendously increased almost everywhere in the world, leading to the need for more and more Government personnel. In most countries favourable results from the administration are not obtained in spite of the increase in the number of Civil Servants. This is precisely because the principles and methods of personnel management are not properly put into practice. Iran is not an exception to this:

The present administrative set up of Iran is almost the same which was established after the enactment of the Second Employment Law in 1966. It is felt necessary to study as to whether the Civil Service Administration has been able to meet with the new developments in Iran specially after the 1979 Iranian Revolution. It is, therefore, decided to undertake the study of this neglected but important aspect of Iran's Administrative System which will help us in understanding the working of Civil Service Administration of Iran and in finding out its inadequacies and
problems. This is the first attempt to study all the major aspects of Iran's Civil Service Administration.

Physical Characteristics:

A detailed study of physical and social geography of Iran is not within the scope of this study, we have however added this part to have a primary knowledge of Iran's geographical and social background. The purpose is to focus attention on the fact of Iran's emergence as a strong and dynamic country dedicated to the development of its rapidly expanding social and economic order.

The term Persia evokes at once the image of a land of a far away and long ago, and that of a present reality in the heart of Asia, a land joining geographically to Mediterranean world and the universe of Abraham with the Indian subcontinent. And Persia is indeed such a reality, a world ancient and contemporary, linked to the heartland of Asia and the cradle of the Mediterranean, a bridge between East and West. Known to the West as Persia until 1935, Iran was occupied
by a group of closely related Aryan tribes as early as the 9th century B.C. The Medes, who first established an empire, were succeeded in 550 B.C. by the Persians who eventually attributed the official name of Iran to the country.

Iran is an Islamic Republic in South Western Asia. Its present boundaries encompass an area of 16,48,000 square kilometers of which about 30 per cent is cultivable, of the balance, about a third consists of forests and Mountains and a third is desert or "Kavir".

Located in the Northern temperate zone between 44° and 63° longitude and 25° and 40° latitude. It is bounded on the north by the Soviet Union with 2,370 kilometers border, on the East by Afghanistan and Pakistan with a total of 1,680 kilometers of border, on the South by Persian Gulf and the Sea of Oman with roughly 1,880 kilometers, and on the West by Turkey and Iraq with a total 1,750 kilometers of border.

Topographically, Iran lies on a plateau extending from Turkey on the West to Afghanistan
and Pakistan on the East with an average altitude of 3,300 feet (1,000 meters). The Plateau itself is bisected by two massive mountain formation or running across the northern border of the country from West to East "The Alborz Range", and the other running from the North-West to the South-East "The Zagros Range" which stretches from the border with Armenian Soviet Republic to the Persian Gulf and thence eastward into Baluchistan.

There are many rivers in Iran but the largest and particularly only navigable river is "Karun" which rises in the Zagros Mountains, and flows southward through the low land province of "Khuzestan" and empties into the Persian Gulf at the delta formed below the confluence of the Tigris and Euphrates rivers.

Iran's rivers, with exception of those flowing north into the Caspian Sea, run into the interior where they eventually disappear into salt or marsh areas.

**Language:**

Iran is a multilingual and multi-cultural
society. The modern Persian language is a member of the Indo-European family of language and together with most of the languages of India, belongs to the Aryan or Indo-Iranian branch of the family.

The official language in Iran is Persian but many dialects such as Turkish, Kurdish, Luri, Arabic, Gilaki, Baluchi etc., are spoken in various parts of the country. About 45 per cent of the total population speak Persian, approximately 26 per cent of Iranian speak Turkish, and another 23 per cent some other Indo-European language or dialect. A part from this, the Armenians, Semits-Jews, Assyrians and Arabs which constitute a small percentage have also maintained their linguistic identity and traditions.

Rural Settlement:

Traditionally, the country has been sharply divided along cultural, ethnic and linguistic lines. The topography and the water supply determine the regions fit for human habitation, the character of the people, and types of dwellings.

In the vast central and southern plains there are a number of oasis settlements with scattered
rudimentary hemispherical. However, in modern times the migrant nomads have shortened their migrations and settled in more permanent villages.

Urban Settlement:

Tehran, the Capital and largest city, is separated from the Caspian Sea by the Elburz Mountains.

Some major metropolitan cities are Isfahan, Mashhad, Tabriz, Shiraz, Ahvaz, etc.

Traditionally the cities were divided into separate quarters - the Governmental, the residential and the business sector or "Bazaar"; but today the Construction of broad avenues and ring roads to accommodate modern traffic has changed the appearance of the large cities.

The Civil Service Administration, especially in a developing country like Iran, forms the backbone of public administration. This thesis is an attempt to study the evolution and functioning of the Civil Service Administration in Iran laying emphasis upon the analysis of the rules and regulations governing the Civil Service Administration.
The primary objectives of this thesis/to study and evaluate the Civil Service Administration in Iran. Evolution of modern Civil Service in Iran took place with the increase in the functions of the Government. Consequently the need to adopt a new State Employment Law. (S.E.L.) was felt in 1966. The same law is in practice till today with some modifications and changes made from time to time.

In this research study, besides studying the past and the present of the Civil Service in Iran, the methods and techniques used in the Iranian public personnel administration have also been discussed in details. Furthermore, at appropriate places the Civil Service System of other countries like India, England, America, and France have also been discussed. The attempt has been made to give a broader view of Iran's Civil Service System from a general perspective and to identify some significant features and problems related to Iran's Public Personnel Administration.

In this study it has been attempted to focus on various principal aspect of the public personnel system in Iran and although great emphasis is laid
on producing a systematic study of Iran's Civil Service Administration, this work also pinpoints the inadequacies of the public personnel system. While there was a political change in 1979, the Civil Service Administration has remained more or less on the same old footing designed by the Employment Law of 1966. The existing Civil Service Administration, therefore, has been studied and analysed in this Thesis.

**Objectives:**

The main objectives of this thesis are -

1. To study the evolution, historical growth and modifications effected, from time to time in the Civil Service Administration of Iran.

2. To study the administrative set-up of public Personnel Management in Iran.

3. To study the various aspects like classification, Recruitment system, Training arrangements, Promotion Policies and Retirement benefits etc., of Iran's Civil Service Administration.
(4) To study the role of Government in maintaining discipline in the Civil Services.

(5) To assess and evaluate the functioning of the Civil Service Administration in Iran.

Methodology:

This study employed the historical, descriptive and structural functional methods of research, as it suits well to the objective of the research work. In writing of different chapters we have utilised multiple sources such as Persian sources, Published materials collected from different Administrative Organisations in Iran like Government Documentation Centre, Tehran, Libraries of University of Tehran, State Organisation for Administration and Employment Affairs (SOAE), Tehran etc. Some information and data were also collected by personal visit to different Organisations such as "State Retirement Organisation", Tehran, "State Management Training Centre (SMTC), Tehran."

We have also made use of number of articles and reports of News papers, weekly papers, to reflect the
latest changes. In addition to this, data has been collected from the Libraries of Marathwada University, Aurangabad, University of Poona, Pune, Gokhale Institute, Pune etc.

Chapter Schemes:

The thesis has been divided into eleven chapters.

The first Chapter, contains the introduction giving clear picture of Iran's physical characteristics and other features as well as the objectives, methodology, chapter-scheme etc., of this research work.

The second chapter deals with the evolution of the Civil Service in Iran, traced out from the medieval period to the contemporary modern period. An attempt has also been made to outline Iran's Administrative history from 550 B.C. to the present. Attempt is also made to study the Civil Service Administration established by the First Employment Law of 1922 and the changes that occurred subsequently due to the Second Employment Law of 1966.
Third chapter describes the Central and Territorial Administration in Iran. In Central Administration, the power, qualification and function of the Leader, the Power and function of the President, Cabinet Ministers and the Majlis (Iranian Parliament), etc., have been discussed. In Territorial Administration we described the structure and functions of Administrative Organisations in the province (Ostan) and its sub-divisions which is important part of the Administrative System in Iran.

In the Fourth chapter an attempt is made to describe the Central Personnel Agency which is called "The State Organisation for Administration and Employment Affairs" (SOAE). This organisation is responsible for management of Civil Servants on behalf of the Government.

The objectives, functions, organisation and method, and other features of the "SOAE" have been studied. In the course of discussion, we have also taken into consideration the major important features of Central Personnel Agency in countries like India, U.S.A., etc., to enable us to understand it better.
The Fifth chapter presents a picture of position classification of Iran's Civil Service in the past and present. The creation of position Classification Organisation, the classification method, implementation of classification plan, temporary and permanent classification of employees with relative qualifications and experiences have been studied in detail. It was felt necessary to have a reference to Indian and American system of classification. At the end of the Chapter the relative advantages and disadvantages of the classification system and the difficulties it has faced from time to time have been summed up.

Sixth chapter is devoted to the study of the Recruitment system of Public Servants in Iran. In this Chapter an attempt has been made to deal with the recruitment system, the Probationary Period, the nature and regulation of the Competitive Examinations, Recruiting Authority, the Method of recruitment including both the Internal and External Recruitment and the general and Special Qualification required to enter public services.

The Seventh chapter narrates Iran's Training System. The Training Policy and objectives have
been studied along with the training programmes provided for the employees to improve their skill and knowledge. The responsibility for training and development of public servants, rests with the Training Institutes set up for this purpose. The organisation and functions of the Institute and the variety of methods and types of training provided by it, have been studied in details.

The Eighth chapter studies the Retirement System of Iran and the financial security during old age and retirement covering the employees and their families. The retirement system in Iran is based on contribution of both the employees and the Government. The exact method of calculation of pension and individual contribution, the pension plan, the benefits of the pension plan, and also the cases of termination of retirement etc., have been discussed in this Chapter.

The Ninth Chapter is devoted to the study of the Promotion System in Iran. The eligibility for promotion, promotion within a group and promotion to higher groups are amongst the important types of promotions described. The service rating system to
indicate the efficiency and service performance as an important factor for employees promotion has also been examined.

The Tenth Chapter is devoted to the study of Discipline, disciplinary actions and administrative Tribunals, set up for the offences committed by the public employees. This chapter also attempts to explain the post-revolutionary changes in the context of offences and punishment to be given under "The Board of Investigation to Administrative Violation Act." Some important aspects of "Administrative Court of Justice" have also been discussed in this Chapter.

The last Chapter contains the Summary, Conclusions and Suggestions regarding various points raised in the earlier Chapters.

A Bibliography has been enclosed in the last part of the Thesis.