

Assess the Amount of Managers' Tendency to Bureaucracy in Lorestan Province Governor Based on Eisenstadt Model and Its Relationship to Organizational Effectiveness (Iran)

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ABSTRACT

The objective of this study was to evaluate the relationship between tendency of managers to bureaucracy and organizational effectiveness, and find the correlation between principles of bureaucracy and organizational effectiveness. This study is important because one of the most popular development tools in developing countries such as Iran is bureaucracy. The study was descriptive–correlation type. Investigated subjects were included 69 managers of governor in Lorestan province, Iran. Sampling in this study was by simple randomized method. Data were collected with questionnaire and were analyzed by using Spearman correlation coefficient. Result showed that there is no significant relationship between organizational effectiveness and managers' tendency to respect for hierarchy, existence exact and clear rules, establishing an archive system for doing things, and employing competent individuals in the organization. And there is significant relationship between organizational effectiveness and managers' tendency to division of labor, and existence non-personal relationships between individuals. Although the tendency to principles of bureaucracy in some places are associated with organizational effectiveness and increases the organizational effectiveness, but tendency to bureaucracy principles had no relationship with organizational effectiveness in the Lorestan province governor.

KEY WORDS: Bureaucracy, effectiveness, Lorestan, manager, organizational, principles.

INTRODUCTION

With increasing organizations development in the multiple and diverse field, their management method has been also more difficult and more complex, also continuous scientific research is inevitable to understand the relations and principles governing on the organization. Nowadays all different aspects of human life are organized, and from birth to death organization is inalienable part of human life [1]. Emphasis on the importance of organizations in modern societies has been a public issue. This focus is necessary because Amitai Etzioni said: we are born in organizations, we education in organization and we work in organizations in most often of life. Therefore our society is called bureaucratic or community organization [1]. Without doubt, today organizations have an important role in human life and if moment we consider the universe without the organizations, unrest and chaotic world will be visible in our view in terms of human societies. In fact, organizations are formed for specific purposes, that in management science this concept is evaluated with the effectiveness of organizations. But to achieve organizational purposes, organization requires to special tools, such as industry and processes for convert data to output. People in organizations are always looking to improve operations and reduce costs; and are trying to innovation, exploration, or adapted models, methods, principles and structures for manage organization better. Bureaucracy is one of this structures and models, which is presented by Weber with a deep-thinking and communication between the components and principles of bureaucracy. Perhaps this structure is the most efficient for managing large and public organizations.

What is bureaucracy?

Bureaucracy may be is one of the most ambiguous words, which used in all human societies. This ambiguity is rooted in diverse and even contradictory features of word. Bureaucracy word is used in the various concepts. Generally this various concepts have one root. Like a family with various names that, have a common surname. In general, bureaucracy is means large organizations; also characteristics of large organizations have called bureaucracy [2]. Bureaucracy is not synonymous with lack of efficacy. If we say: office tax collection is one bureaucracy, may lack of efficacy come to mind of most people immediately. This may be the following reasons: stringent application of rules, escape from responsibility, being non-personal, paperwork, excess running for doing something, unwillingness to change, and develop the wide and long office. Prejudice should be forgotten if you have this judge when hear the term of bureaucracy. Bureaucracy merely is a kind of organizational structure and not in itself good or bad. Bureaucracy is not effective in some situations and in some situations, has a high efficiency. The classical theory of bureaucracy, by a German sociologist, (Max Weber) was introduced at the beginning of this century. He's trying to describe an ideal organization. The

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organizations that are completely rational and be able obtain most efficiency of its operations [3]. The term bureaucracy in various countries and cultures has different definitions [2].

The concept of bureaucracy

The concept of bureaucracy invented centuries before the word of bureaucracy. Martin Albrow book is contains widest and deepest studies of bureaucracy. He achieved a kind of classification of the bureaucracy according to the general profile of bureaucracy and their interaction with society, which was expressed in seven concepts: 1- Bureaucracy as rational organization; 2- Bureaucracy as lack organization efficiency; 3- Bureaucracy as government administrative officers; 4- Bureaucracy as managing of public affairs; 5- Bureaucracy as managed by the administrative officers; 6- Bureaucracy as organization; 7- Bureaucracy as the new society [2].

Aspects of bureaucracy

Features of bureaucracy based on opinion a group of social scientists is present in table 1. Of total author's opinion, the following are the most important aspects of bureaucracy: the exact hierarchy, division of labor based on expertise, existence a system of law that encompasses on the powers and tasks of the operators, existence a series of methods for doing something, non-personal relationships between individuals, selection and promotion based on merit [4]. There is different classification in book of Hughes as follows:

- 1- The principle of fixed and official scope of legal powers that are prescribed by the laws or administrative guidelines.
- 2- Principles of administrative hierarchy and classify authorization levels. Ie, create an upstream-downstream system, which the lower offices are supervised by higher offices have.
- 3- Modern office management is based on written records (File) that is archives as a record. Series of administrative officials that are actively in the office establish a office with office equipment and files. In general, bureaucracy is separated official activities as a leading and indicators actions of the realm of private life.
- 4- Administrative management of highly specialized requires to full training and professional.
- 5- After office full development, it is necessary to utilize the full capacity of the administrative authorities for administrative activities.
- 6- Administrative management uses of public law that more or less is stable, inclusive and can be learned. Knowing these rules means that the administrative officials have the special technical knowledge such as: interpretation of rules, affairs or business management [5].

Table 1- Features of bureaucracy based on opinion a group of social scientists [6]

Feature type	Scholars and scientists					
	Max Weber	Merton	Heady	Parsons	Bergez	Michels
Hierarchy	+	+	+	+	+	+
Division of labor	+	+	+	+	-	+
Employment based on expertise	+	+	-	+	+	-
Series of rules and regulations for doing business	+	+	+	-	+	-
Law related single-minded people	+	+	-	-	+	+
Being determined range of duties	+	+	+	+	-	-
Not entered personal love and hatred in the organization works	+	+	-	-	-	-
Separation of ownership from management	+	-	-	-	-	-
The importance of official correspondence and administrative and archives records	+	-	-	-	-	-
Rational and reasonable discipline	+	-	-	-	-	-

Definition of organizational effectiveness

For understanding the effectiveness of organization, the first step is to understand the purpose of organization. The purpose of organization must indicate the reasons of its existence [7]. The first proposed view about the effectiveness was simple. Effectiveness was defined as a degree or extent that an organization can achieve its goals. Of course there were several ambiguities in this definition, which use of researchers and managers of it was limited. Examples of uncertainties were: who is owned the Objectives outlined in the definition of effectiveness? The long-term goals are considered or short term? The official goals of organization are considered or actual goals? In fact, most organizations do not die and they are restructuring. Sometimes they merge with other organizations or are re-organizing, or sell part of its equipment and machinery, or entirely, entering into the new field of activity. In the real world over time, a number of organizations out of the activity or formed in another organization. And this makes difficult to determine the organization's survival [3]. There is no a universally defined and accepted model for organizational effectiveness yet. So the best criteria are deceptive because objectives of organization are multi-dimensional and identifying them is difficult [8, 9, 10,

11]. Yuchtman and Seashore, (1967) are defined organizational effectiveness as: process or the status of trade, that organization seeks in their environment for acquire rare and valuable resources [12].

Criteria and indicators of effectiveness

Review of existing literature on organizational effectiveness shows that there is little consensus on the meaning of this sentence; for example, a review of organizational effectiveness studies indicate that 19 variables were used for it assessing [13]. In the 1960s and early 1970s, extensive research was conducted on the effectiveness of the organization. We achieved to thirty-fold different criteria with a review on this research, which are as follows: 1- The overall effectiveness; 2- Productivity; 3- Performance; 4- benefits; 5- Quality; 6- events; 7- Growth; 8- The rate of absenteeism at work; 9- displacement in the work (desertion); 10- Job satisfaction; 11- Motivation; 12- Morale; 13- Control; 14- - Cohesion/Conflict; 15- Flexibility/Conformity; 16- Planning and setting goals; 17- Consensus in the goals; 18- Institutionalization the organizational goals; 19- Compatibility role and norm; 20- Managerial communication skills; 21- Task management skills; 22- Information management and communication; 23- Readiness; 24- Exploitation of the environment; 25- Evaluation by external phenomena; 26- Stability; 27- The value of human resources; 28- Participation and shared influence; 29- Emphasis on training and development; 30- Emphasis on success [3].

Approaches of effectiveness

Approach to achieve goals: Approach to achieve goal asserts that organizational effectiveness should be measured in terms of its achieving the goals, not based on equipment or facilities (processes) used to achieve goals. Criteria achieve the goal is included: making maximum benefit, forcing the enemy to surrender, winning the game of basketball, improve disease and return physical health, etc. In all cases the final results is common and is based on organization goals [3].

System approach: System approach argues that definition of effective in achieving the goal, just measures one aspect of the effectiveness. Organization should be judged and evaluated based on its ability to capture and data processing, and also number of channels of data acquisition and maintenance of stability and balance. In system approach the final goals will not be neglected, but goals are considered in a very complex collection of criteria, as a component. Systemic models, emphasize on criteria that increase conservation of organization in long-term (such as the organization ability to receive resources, maintaining itself as a social phenomenon and successfully interact with their external environment) [3]. General systems approach is an internal approach based on organizational processes that is focused on productivity and employee satisfaction [11].

Approach of strategic stakeholder: The new presentations perspective on organizational effectiveness is approach of strategic stakeholder. According to this perspective, an organization is effective that meet their environmental factors demands. Because the organization continued existence is requires to environmental factors support. This approach is similar to systemic theory, but has a different emphasis. In both approaches, the mutual dependence (between the activities of the organization) will consider. But strategic stakeholder theory has not emphasis on all organization. This view would only meet the demands of those who are in the organization environment [3].

Approach of competing values: Approach of competing values provides a coherent framework of all key variables in the domains of effectiveness. The main subject in approach of competing values is that criteria used in evaluating the organization effectiveness (such as rate of return on investment, market share, innovation in products and job security) rely on that who are you? And what benefits do you consider? Shareholders, unions, suppliers of raw materials, management, marketing experts, sector of human resources supply, manufacturing and accounting, each are assessed the organization, but their assessment of the effectiveness of this organization is quite different [3].

Eisenstadt's theory

There are two views in the study of bureaucracy. According to first view, bureaucracy is primarily effective as a tool or mechanism for achieving organizational goals. According to second view, basically, bureaucracy is benefit for itself and landlords and employers, as a power tool, tool to control people and the different domains of life and powerful development tools. The second view is regard to process of bureaucratization [14]. Eisenstadt's theory suggests that bureaucracy have not a functioning and result everywhere. But also, has a different functioning and result, depending on the circumstances at each location. And this issue checks that: Does bureaucracy makes effectiveness or not? Model of Eisenstadt is present in figure 2.

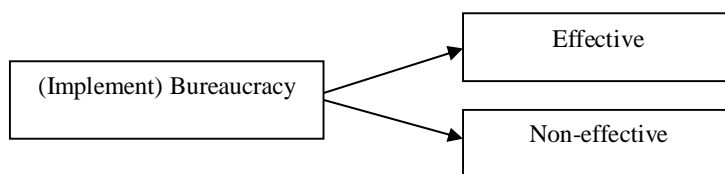


Figure 1- Model of Eisenstadt

In this study six principles were selected among the principles of bureaucracy and Approach to achieve goals were selected among the approaches of measuring organizational effectiveness.

METHODS

This study was descriptive-correlation type. Relation six variables as the dimensions of the bureaucracy with organizational effectiveness were evaluated include: 1- Managers tendency to respect for hierarchy; 2- Managers tendency to division of labor; 3- Managers tendency to existence precise and clear rules; 4- Managers tendency to establish a archive system for doing things; 5- Managers tendency to existence non-personal relationships between individuals; 6- Managers tendency to employ competent individuals in the organization. Investigated subjects were included 69 managers of governor in Lorestan province, Iran. Sampling in this study was by simple randomized method.

Data were collected with two questionnaires include: questionnaire of managers' tendency to the principles of bureaucracy and questionnaire of organizational effectiveness. Questionnaire of managers' tendency to the principles of bureaucracy was containing 18 questions: 1- Managers tendency to respect for hierarchy (3 questions); 2- Managers tendency to division of labor (4 questions); 3- Managers tendency to existence precise and clear rules (2 questions); 4- Managers tendency to establish a archive system for doing things (3 questions); 5- Managers tendency to existence non-personal relationships between individuals (2 questions); 6- Managers tendency to employ competent individuals in the organization (4 questions). Organizational effectiveness questionnaire was containing 8 questions. Validity and reliability of the questionnaire was evaluated by using the method of content validity and Cronbach's alpha method respectively. Cronbach's alpha of questionnaire of managers' tendency to the principles of bureaucracy was 0.711 and Cronbach's alpha of questionnaire of organizational effectiveness was 0.981. Reliability of both questionnaires was acceptable, because Cronbach's alpha was more than 0.7. Data collected were analyzed by using SPSS software and Spearman correlation coefficient.

RESULTS

According to table 2, 28% of the subjects were director general, 22% were deputy director general and governor, 13% were lieutenant governor and 37% were prefect. Educational level frequency of subjects is shown in table 3. 14.4% of the subjects had education associate degree, 57% of the subjects had bachelor and 29% had masters. Research findings showed that there is no significant relationship between organizational effectiveness and managers' tendency to respect for hierarchy, existence exact and clear rules, establishing an archive system for doing things, and employing competent individuals in the organization. And there is significant relationship between organizational effectiveness and managers' tendency to division of labor, and existence non-personal relationships between individuals (Table 4).

Table 2- Distribution organizational position of managers

organizational position	Director general	deputy director general	Governor	Lieutenant governor	Prefect
Frequency	20	8	8	9	24
Frequency (%)	37	13	11	11	28

Table 3- Education frequency of subjects

Education	Associate Degree	Bachelor	Masters
Frequency	10	40	19
Frequency (%)	14	57	29

Table 4- Correlation test between managers' tendency to the principles of bureaucracy and organizational effectiveness in Lorestan province governor

Principles of bureaucracy	Organizational effectiveness	The correlation coefficient	Significant level
Managers tendency to respect for hierarchy		r = -0.146	ns ¹
Managers tendency to division of labor		r = 0.297	*
Managers tendency to existence precise and clear rules		r = -0.151	ns
Managers tendency to establish an archive system for doing things		r = 0.040	ns
Managers tendency to existence non-personal relationships between individuals		r = 0.417	**
Managers tendency to employ competent individuals in the organization		r = -0.109	ns

1- ns = Non significant, ** = P<0.01 and * = P<0.05

Conclusion

In this study the researcher has tried to measure tendency of governor managers to the principles of bureaucracy in Lorestan province, based on Eisenstadt model. Also find relationship between bureaucracy and organizational effectiveness. Accordingly, six principles were chosen as the principles of bureaucracy, Include: clear and precise rules, hierarchy, archive, non-personal affairs, division of labor and proper democracy. And then tendency of managers to these principles was evaluated with questionnaire. To assess organizational effectiveness, goal-based approach was chosen from among the various approaches, which was evaluated with questionnaire. Finally, the researcher wanted to take up this matter that whether bureaucracy in governor of the Lorestan province leads to improve the organizational effectiveness based on model of Eisenstadt? Results showed that there is no relationship between the managers' tendency to existence precise and clear rules, respect for hierarchy, establishes an archive system for doing things, and employ competent individuals in the organization with organizational effectiveness. This result was not consistent with the research literature. According to the results relationship between managers' tendency to division of labor and existence non-personal relationships between individuals was confirmed with organizational effectiveness. These results were consistent with the research literature. So for increasing organizational effectiveness, preparation of detailed job descriptions and removed similar cases and interferes in the job description is recommended to the organization. Also, to increase the organizational effectiveness, must rely instead on the relationships, emphasize more on the criteria. This means that criteria should be substituted to relations in organizational. According to researcher, having skills commensurate with job is competence.

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