Organizational Development in Cultural Organizations

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Abstract

This research mainly aims to design a model for administrative reform in cultural organizations in Iran. In this respect, the main question of the research is that which model can be designed for administrative reforms in cultural organizations. In the next step in answering the main research questions, hypotheses were set. Then after determining the indicators, the questionnaires were designed based on the research questions and objectives. After recollecting the questionnaires and data, the findings were analyzed using statistical techniques and the proposed model for administrative reform in cultural organizations in Islamic Republic of Iran was offered. Also, some suggestions are recommended for better performing the administrative reform in cultural organizations.

Keywords: development, administrative reform, cultural organizations, model

1. Introduction

After the implementation of Max Weber's ideal type bureaucracy and the merit system, public administrators separated themselves from the people by virtue of their qualifications and expertise. In this context, the people are seen largely as clients to be served by public administrators, or, even less than that, as a mere abstraction — a faceless public paired with a faceless bureaucracy. The Reinventing Government movement sought to change the perception of the people by public administrators in part by transforming the people from clients, to be served or processed, to customers to be handled. Finally, today, the people, while still treated as customers or clients in certain relationships, are being looked at as citizens that can have direct and meaningful input into the policy making and implementation processes.

Several classification schemes have been used to organize and describe these periods and types of administrative reform efforts. Larry Terry defined four approaches to public management: quantitative/analytical management, political management, liberation management, and market-driven management. He grouped the latter two together into a broad category of "neo-managerialism" (Terry 1998). In this article, the public choice and managerial paradigms outlined by Aucoin (1990) are shown to be necessary but not sufficient tools for understanding administrative reform. As Riggs points out, third world regimes are fragile and the breakdown of constitutional regimes by coups is a modern phenomenon (Riggs, 1993).

Power relationships between political executives and bureaucrats are at the heart of the bureaucratic power paradigm of administrative reform (Bowornwathana, 1989). The argument is that career officials should be under the control of politicians. Central agencies are mechanisms for imposing administrative control over the rest of the bureaucracy. They are the techno-structure of the governmental system. Bureaucrats in central agencies are increasingly vital political actors rather than mere technocrats (Guy, 1988). In periods of bureaucratic domination, central agencies will take the opportunity to consolidate their positions *vis-a-vis* the political executive.

One method is to introduce rules and regulations which provide legal justification for their administrative power in particular functional areas seen traditionally to be the territory of political executives (Bowor.wathana, 1994). One exception to the absence of the role of citizen in discussions of administrative reform comes from Janet and Robert Denhardt (Denhardt 2003). They proposed a "New Public Service, a set of ideas about the role of public administration in the governance system that places public service, democratic governance, and civic engagement at the centre" (ibid. p. 24). This New Public Service is contrasted with the Old Public Administration and the New Public Management. Within this paradigm the people are seen as citizens, and the public interest is realized through a dialogue about shared values (Bowornwathana, 1994). Considering that cultural development in each country could lead in all social, economic, political and industrial development, and regarding the importance of administrative development and reform in cultural organizations and maintaining it in global societies, this research seeks to provide a local model for administrative reform in cultural organizations in Iran.

2. *Managerial paradigm of administrative reform*

This paradigm views administrative reform as a process of structural change which seeks to debureaucratize public organizations. Bureaucratic structures have a tendency to centralize excessive power in the strategic apex and technostmcture at the expense of flexibility for line managers. The critical problem of the bureaucracy is perceived to be inefficiency. Devising central systems of control will not solve the problem. To make the bureaucracy work, one has to adopt a managerial and practitioner perspective.

First, the missions of organizations must be clearly defined. The strategic apex - the prime minister and cabinet members - must specify clearly the primary missions of line organizations in the bureaucracy.
The argument is that organizations with clear missions can perform more effectively in the interests of their clients.

Second, administrative authority and responsibilities have to be decentralized throughout the hierarchy. Line managers must be allowed to run their offices independently, but in accordance with the missions set forth by higher authorities. Line managers have to manage their offices professionally and are subject to close communication with line superiors. Limited levels of organizational hierarchy are advocated to avoid communication breakdowns.

Third, line managers should have greater autonomy to manage their agencies. Administrative deregulation must give way to strong line management. The techno-structure should minimize control over line agencies by not imposing excessive rules and orders which act to enslave line managers. These managers must be trusted to get the job done according to their professional skills and experience. They are not supposed to follow the code book of the techno-structure agencies.

Implementation problems should not be solved by central agencies such as planning offices and personnel agencies. Therefore, a key instrument of administrative reform is the managerial skill of line officials. Whereas the bureaucratic power paradigm sees administrative reform as a struggle between politicians and bureaucrats, the managerial paradigm views it as an organizational design problem. In stable regimes, political executives feel rather secure and thus are able to concentrate their energy on improving the performance of ministries and departments by applying a deceptively non-political and rational model such as managerial. In unstable regimes, by contrast, the upgrading of bureaucratic performance becomes a secondary goal. Weak political executives are more concerned with survival issues. To make the administrative system work, politicians must have a firm grip on bureaucrats (Bowornwathana, 1994).

3. *Modern development*

In recent years, serious questioning has emerged about the relevance of organization development to managing change in modern organizations. The need for "reinventing" the field has become a topic that even some of its "founding fathers" are discussing critically (Bradford, 2005). With this call for reinvention and change, scholars have begun to examine organizational development from an emotion-based standpoint. For example, deKlerk (2007) writes about how emotional trauma can negatively affect performance. Due to downsizing, outsourcing, mergers, restructuring, continual changes, invasions of privacy, harassment, and abuses of power, many employees experience the emotions of aggression, anxiety, apprehension, cynicism, and fear, which can lead to performance decreases.

deKlerk (2007) suggests that in order to heal the trauma and increase performance, organization development. practitioners must acknowledge the existence of the trauma, provide a safe place for employees to discuss their feelings, symbolize the trauma and put it into perspective, and then allow for and deal with the emotional responses. One method of achieving this is by having employees draw pictures of what they feel about the situation, and then having them explain their drawings with each other. Drawing pictures is beneficial because it allows employees to express emotions they normally would not be able to put into words. Also, drawings often prompt active participation in the activity, as everyone is required to draw a picture and then discuss its meaning.

The use of new technologies combined with globalization has also shifted the field of organization development. Roland Sullivan (2010) defined Organization Development with participants at the 1st Organization Development Conference for Asia in Dubai-2005 as "Organization Development is a transformative leap to a desired vision where strategies and systems align, in the light of local culture with an innovative and authentic leadership style using the support of high tech tools.

4. Cultural Organizations

Organizations which implement cultural affairs in the country are called cultural organizations. These systems are in connection with a majority of people, affect the public culture in a wide range and the type and wideness of their activities have made them adaptable with any kind of principles the cultural policy. Thus, the seven ministries and 30 cultural centers, systems and organizations in Islamic Republic of Iran can be called cultural organizations. One of the problems for development in cultural organizations is that the parallel measures of cultural organizations are of the complexities which have not yet been resolved by strategy makers of the system. So many Iranian cultural organizations interfere in each other's duties. These interferences results in the disqualification of the interfering organizations and leads them to no effectiveness (Salehi Amiri, 2007).

As efficiency of cultural organizations can lead in dynamics of any country, exploration and administrative reform in such organizations is of the basic necessities. Thus, the effect and efficiency or inefficiency of public cultural organizations could be of the main objectives of this research.

5. Research objectives

5. 1.   Ideal objectives
5. 1. 1. Trying to achieve cultural sustainable development in the country
5. 1. 2. To help improve the performance quality in cultural organizations in the country
5. 1. 3. Trying to develop and reform the culture in the country

5.2. Main objective
The main goal of this research is to design a model for administrative reform in cultural organizations in Iran

5.3. Subsidiary objectives
1. Identifying the concept, dimensions, components and indices of administrative reforms in cultural organizations in the country
 2. Identifying the importance of dimensions and components of administrative reforms in cultural organizations in the country

5.4. Practical objective
Implementing the model and working in line with the designed model in cultural organizations in the country

6. Research questions

6.1. Main question
 1. Which model can be designed for administrative reforms in cultural organizations?

6.2. Subsidiary questions
1. What are prerequisites, dimensions, components and indicators of administrative reform in cultural organizations?
2. What is the importance of the dimensions, components and indicators of administrative reform in cultural organizations?

7. Research method and data collecting tools

According to the method of data collection, the research has applied survey method and in terms of implementation, mathematical modeling is used.

In order to achieve a conceptual and theoretical model in the research, library and document review as well as fiche taking from written and electronic sources of information has been applied.

In experimental level, by face to face interview and surveying among experts, the data for designing the conceptual and theoretical model was collected and the distribution method and relationships between variables of the study were determined in the form of the statistical population.

9. Research domain

9. 1. Territory: The research territory includes managers and experts in administrative reform.
9. 2. Time: In terms of the realm of time, this research aims to design a model of administrative reform in cultural organizations of the country in the future.
9. 3. Theme: the thematic realm of this research is to design pattern a model of administrative reform in cultural organizations of the Islamic Republic of Iran.

10. Findings

1. Distinguishing the field of culture from policy and power as well as such related occasions as security of the atmosphere are of the priorities in providing the administrative reform in cultural organizations.
2. The current administrative system, cannot take advantage of the potential human forces and needs to be developed.
3. The administrative system in cultural organizations requires new systems and development to create positive conditions.
4. Participation of employees in managerial system requires a carefully developed system ensuring this participation.
5. The current administrative system is not capable enough despite the high potential to use this capacity.
6. The interests of policy makers and decision makers in the administrative system are not aligned with the goals of the organization.
7. Decision makers and policy makers in cultural affairs as well as cultural organizations do not have enough expertise in this field.
8. Cultural policy is consistent with the public policy in the society.
9. Inadequate staffing is of opponents to administrative reform.
10. Administrative reform in cultural organizations requires a research-driven approach in the concerned administrative system.
11. Administrative reform in cultural organizations needs professional, creative and efficient staffing.
12. Despite the confirmation of the centralized management in cultural policy making, implementation and planning based on local and regional models, improves the conditions of administrative reform and its efficiency.
13. Despite the confirmation of the centralized management in cultural policy making, non-centralized management in cultural affairs leads to cultural growth and new opportunities in managerial affairs which should be considered.
14. The financial autonomy of cultural organizations along with government financial support can be effective in increasing efficiency and productivity.
15. The most important weakness and inefficiency of the bureaucratic system in culture organizations go back to poor management.
16. Management of cultural organizations is now mostly based on personal taste of administrators.
17. Administrative reform in cultural organizations requires the identification and recognition of cultural differences in the society.

13. Suggestions

1. Creating seats of cultural theorizing in important universities with a memorandum of understanding signed between cultural organizations and universities in the country.
2. Supporting research projects related to cultural theories in the universities
3. Creating a database of research on cultural research in the country based on common and clear indicators, especially in applied areas.
4. Supporting applied researches in the field of administrative management in cultural organizations.
5. Supporting researches based on comparative studies in the field of management of cultural organizations.
6. Creating common portals for cultural organizations of the country with a single acceptable management by all organizations for awareness of shared work, constructing competitions, providing condition for comparison for managers of organizations, benefiting others' experiences and providing conditions for conducting common projects.
7. Establishing some independent center with cooperation of all cultural organizations to review and plan common social and cultural projects.
8. Providing strategic and annual plans, annual work balance and the budget transparency of cultural organizations through legal avenues (Parliament) and also creating incentives.
9. Establishing a center for monitoring the performance of cultural organizations and national reporting and analysis of the center position (in terms of functional, organizational and financial).
10. Establishing a federation of all the cultural private and public organizations with a fair structure for common planning and supporting cultural activities in the country in order to limit temporary political effects and personal tastes on cultural activities; as much as possible based on public participation and democratic principles.
11. Establishing a council of governmental discourse and cultural federations to talk about cultural issues and synergies to increase the impact of cultural activities.
12. Building legal requirements to employ academicians in cultural organizations by reforming organizational charts and guarantying employment of such forces in terms of consultant, planning, policy making and implementation.

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