Pathology of Policy Making towards the Improvement of Public Sector Management: Case study: Public Service Management Law

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Abstract

Conducting studies on public policy making has been initiated by scholars since the 1970s. Despite the establishment of public policy making as an academic major in Iran from relatively long time ago, few studies have been carried out in this area about Iranian laws. This issue holds true about public service management law that was passed in Parliament in 2007 and its 5-year period of pilot implementation commenced. As well, this paucity of research is observed in the area of shortcomings of public service management law and the obstacles to the implementation of this law. Therefore, the present study investigated shortcomings of public service management law using a 12-expert panel, qualitative research methods, content analysis, and *Shannon Entropy technique. The results showed that the obstacles related to logic, coherence and realism, structure and resources, the environment of law implementation, concept and correct diction, control and amendment, employees and managers, and theoretical base are from the most problematic to the least problematic obstacles to the effective implementation of public service management law.*

Keywords: public service management law, public policy making, obstacles to the effective implementation of public policy making, Shannon entropy technique.

Introduction

Public policy making is one of the new branches of science that has emerged as an interdisciplinary field and is rooted in a variety of pre-existing majors such as economics, political science, sociology, public administration, social sciences, and so on. This science seeks to carry out an accurate, objective, and regular evaluation of public policy making and provide scientific understanding. In the past (up to the early 1970s), the general impression of policy makers was that the policy guidelines would be implemented after regulation and enactment and no problem would occur during the implementation of policies. However, there is the possibility of setting the right policies in many cases, but implementation might be wrong. Proper implementation of policies can lead to the proper utilization of limited resources, decrease of repetitions, modification of improper selected options, etc. It can also reduce the confusion and disharmony among the elements of the policy and the resultant conflicts. This issue led management scholars to scientifically evaluate the implementation of policies. Especially in the last three decades, extensive research has been done to investigate the obstacles ahead of policy implementation and reasons for the failure of governments in implementing various social, economic, and educational programs[1]. In the meantime, public service management law has been one of the public policies that have encountered numerous problems in development and implementation. Unfortunately, as much as the law, the government did not make sufficient endeavor to implement this law. Now that we are on the threshold of amending this law; five years has gone by from its pilot implementation, the pilot period has been extended one year, and many including provisions have not been implemented at all or have been implemented incompletely. Therefore, the present study is aimed at exploring barriers and obstacles to the implementation of public service management law as a public policy through the literature related to policy implementation and its obstacles.

Literature Review

Public policy and public service management law: Several attempts have been made to define the concept of public policy; however, this concept is still vague. According to Howlett and Ramesh[2], public policies result from decisions made by the governments. Governments' decisions about what not to do will be considered as policies as well as decisions about specific things to do. Public policy consists of decisions and policies made by various public sector bodies such as the parliament, the government and the judiciary that are representative of the general interests of society. In the general sense, government is a legal entity of public policy making and addresses the public policies in different ways such laws, rules, and regulations[3]. Majchrzak[4] refers to four types of methods with respect to social issues of public policies. These methods include fundamental research, technical research, policy analysis, and policy research. Here, policy analysis is the study of policy making process. According to Daneshfar (2010)[5], we are required to distinguish between two phases of the main process of policy making to define the role of policy analysis. The two phases are policy formulation and policy implementation. From another

perspective, the policy making process generally involves the following steps[6]: i. The recognition, understanding and statement of the issue or problem, ii. The reference and statement of the problem to and in public entities, iii. The formulation, preparation, and development of the policy, iv. Legalizing and legitimating the policy, v. The promulgation and implementation of the public policy, vi. The evaluation of implemented policy.

Meanwhile, public policy will be developed, the steps required by law will be taken, and it will get permission; thereafter, policy implementation will be announced to the relevant organization unit by competent authorities. In fact, implementation is to change an offer from a potential state to practice or to utilize a program or plan or even to put a project into practice. Acting based on a decision or order is viewed as implementation[5]. Implementation of policy is regarded as operations and actions taken by organizations and institutions and the way they will be met. The operations and actions lead to the implementation of programs and preset procedures in the formulation stage. However, implementation of policy encounters some obstacles and problems. What causes the failure of or delay in making a timely and appropriate decision is referred to as obstacle and problem. Many objective and subjective obstacle are at play in policy implementation. The success of public policies and governmental plans will not be possible in a vacuum state and regardless of its implementation dimensions. In terms of public service management law and its fundamentals, however, the selection of new management frameworks in a way that facilitates developmental actions and policies is not even a goal but also a pre-requisite, especially for developing countries. Big change of government's role, considering the reform of official system, attempts to correct the basic rules, and its compliance with the conditions of the day have been always followed as a main objective, In the process of this transformation. In recent decades, extensive research and ongoing debates have occurred about best practices and strategies for the revitalization of public administration in public organizations among public management experts. The selection of new management frameworks in line with culture and constitution of countries is not just a goal, but an unavoidable necessity. Of course, it should be facilitator of developmental actions and policies. The analysis of components, the role and function of government in Iran's 20-year vision plan reflects the fact that government, with a systematic and flexible structure and using committed and capable workforce, should play the role of a public goods provider, participant in the supply of preferred goods, rule-governed and justice-based actor, stabilizer, and a watchful navigator in the development of the country. Supreme Leader's policies and new human experiences have targeted the minimizing role of incumbency and the establishment of the competent state in a management-oriented framework, as one of the main strategies of transformation in the public sector. The evaluation of status quo indicates that the country's administrative system suffers some problems, among which the following can be named: inseparability of governance areas from incumbency; lack of innovative spirit; inappropriate determination of the role of policy making, planning and government control; lack of a comprehensive, continuous, and result-oriented performance evaluation system; injustice in payment system for employees and retirees; lack of comprehensive use of information technology; lack of attention to citizens' rights in the face of public institutions; ambiguity in the promotion system; lack of pervasive rules; and the mismatch between reward system and performance. In recent years, such a situation led the authorities to put the development of legislation on agenda to solve the problems of administrative system. legislation that will be able to consistently identify all the effective factors; and accordingly, can offer appropriate solutions with regard to cultural and religious concepts, national considerations, new theories of management, and useful experiences of other countries. To this end, public service management law including 15 chapters and 128 articles was passed and delivered to the President for a pilot 5-year period implementation. In different chapters of this Act, different issues have been referred to, such as role, strategies, and technologies of government performance; the organizational structure of agencies; human resource management framework of government agencies; a new model for employees' salaries and benefits; recruitment and appointment system; evaluation system and performance management; social security; and pension.

Research conducted on the implementation of policy: In general, reviewing the theoretical literature directs one to different models of public policy analysis. As mentioned in the introduction, we are required to distinguish between two phases of the main process of policy making to define the role of policy analysis. The two phases are policy formulation and policy implementation[5]. However, these two phases are interrelated and the related issues have also been object of desire in the formulation of policy implementation. Hence, a policy implementation will be referred to in this section that examines effective factors and obstacles to policy implementation. This issue is seriously reviewed with regard to this important matter that serious damage in the development of policy is itself one of the main approaches in the studies of policy implementation, that is, a "top-down" approach. Theory of policy implementation enjoys a rich literature that can be used in assessing barriers to implementing the public service law. The whole theoretical literature relating to this area can be divided into several categories, namely, policy implementation with "top-down" approach, policy implementation with bottom-up approach, and combined or integrative approach. Those researchers that have considered top down approach in their studies emphasize the clarity in defining policy. As the stated policy is more ambiguous, the policy will be less likely to succeed in the implementation phase[7-11]. In addition, policies should exert the lower rate of change, simplify the structure of implementation, reduce the decision making points (veto), minimize the number of actors, and consider potential problems and issues in implementation[12,13]. Further researches address the

following as key variables in policy implementation: access to adequate resources[14], the effectiveness of political communications, technology compatible with the policy, and the agreement on purpose among the performers[15].

In addition, active support from parties and organized elites, and the existence of intermediary or few coalitions have also been considered as significant factors[16]. Hjern and Porter[17] believe that the administrative structure is also important. This means that the matrix that is responsible for the implementation of various parts of policy and is composed of different parts of the organization is of critical importance. Finally, Elmore[11] expanded the importance of organizational-level analysis and suggested that four different models should be used in implementing the policy. Based on what Elmore[11] calls "backward mapping", other theories have collaborated in the development of bottom-up approach. This approach emphasizes the requirement for stakeholders and customers' participation and also the participation of those who are affected by policy in deciding upon the solution for the problem. It is commonly observed that employees' satisfaction and productivity will increase when the participation and involvement of employees in setting goals and policy making take place[18]. These findings can be applied in examining the obstacles to the implementation of public service management law. Several attempts have been made to integrate models of "bottom-up" and "top-down" policy implementation. For example, Laurence O'Toole[19] notes that there is a basic set of observations that confirms both top-down and bottom-up models and suggests investigating an integrated approach or an approach that is beyond either structural or situational subjects. For example, institutional analysis focuses on the quality of institutions that are used in policy implementation and that are in search for conditions under which there are effective organizations[20]. Although structure, culture or leadership might be appropriate for the tasks that are carried out in the current situation, the new policies may require a considerable organizational design. In order to formally model the effective structures, more economical approaches with regard to the role of procedure in implementation have emerged[21]. It also led to the formulation of another field of study, namely, network management[21]. Finally, studies of external influences on the implementation of policy of attorney, especially based on the original-attorney model[22], and political and intermediary institutions[23] are revived. In general, the recent development refers to the effectiveness of organization and management, the impact of public stakeholders, and political influences. Finally, O'Toole[24] suggests some public selections that are possibly worth analysis. In fact, his observations are completely interrelated, as he states, "How amazingly volume of research on the possible effects of policy on cooperative network solutions network is low. Public selections approaches clearly show that policy features is one of the key variables, and also reveal some clues in which the policy is important[24]. Table 1 shows a summary of studies in the field of policy implementation and the obstacles.

Research Methodology

Research method: The present study can be categorized into applied research in terms of purpose because it undergoes the application of science in practice[34]. As well, according to the classification of research type based on method, the method used here is a content analysis study. Members of the Panel of Experts will be used for analysis. In addition, as this study seeks to come to a description of the reality, it is placed in the category of descriptive research. The study is also a qualitative research.

Statistical population: A study population is the largest collection of creatures that is well desired in a given time. In another definition, the number of optimal elements that has at least one specific characteristic has been introduced as population. The statistical population of this study is two-faceted: i. The first part of population includes a bunch of experts and academics specialized in public policy making at the national level. They have played some part in developing and implementing public service management law. Also, they were qualified (accessibility, experience, the proportionate academic major, higher education, familiar with public service management law) for the study. It should be noted that their views are used for determining damages and difficulties of public service management law and also the importance of damages and difficulties in the sessions of experts' panel. ii. The other category includes the legal materials of public service management law, which contains 128 articles in 15 chapters.

Sampling: Purposive sampling or criterion sampling was used for the case of the above-mentioned experts of public service management law. This type of sampling, which includes a range of types and strategies has been used in a variety of qualitative research designs, and meets the paradigmatic aims of qualitative research[29]. Purposive sampling contains three different typologies, namely, sampling to achieve exponentiality and versatility, sampling of special or unique occasions, and sequential sampling[30]. The sample used in this study is of a homogeneous sampling which is categorized under the typology of sampling to achieve exponentiality and versatility. Homogeneous sampling strategy is aimed at selecting a small and homogeneous sample to describe some subparts in depth. Research with the group of centers is typically based on this type of sampling. In this type of sampling, an item or a set of relatively small and homogeneous items is considered for the study of intensity. Due to the above sampling procedure, the sample size of this study consists of 12 experts in public policy making at the national level who have had a part in the legislation and implementation of public service management law.

Sampling was not done in the case of laws and the census of the whole public service management law consisting of 128 articles and 15 chapters was used.

Table-1
Summarizing researchers' views about policy implementation, its obstacles, and effective factors

Areas of study and perspectives	Year	Scholar, researcher, and theoretician
Conditions that cause improper implementation of the policy: 1. Unexpected factors outside the organization 2. Insufficiency of time and inaccessibility of appropriate and necessary resources 3. Lack of a valid theory of cause and effect 4. The lack of a direct relationship between cause and effect 5. Excessive relationship between administrative units 6. Lack of understanding and agreement on objectives 7. lack of clear responsibilities and coordination 8. Lack of the authorities' demand to fully implement the policy	1984	Gunn and Hogwood[25]
A- Obstacles to implementation: 1. insufficient resources 2. Poor tools 3. Deviations from political intentions (political ties) 4. Inadequate initial design 5 - Lack of policy executives' commitment B- Factors or variables affecting implementation: 1. internal factors including power options, the combination of networks and sites run 2. outside factors including public opinion, interpreting institutions and individuals	1994	Calista[26]
Conditions of effective implementation of policy: 1- Clear objectives 2- Causal relationships and having a theoretical basis 3- A stabilizer and a leader with political and managerial skills. 4- Supporting policies by legislators, executive officials, judicial authorities, and target groups 5- Attention to the social, economic and international status	1996	Sabatier and Mazmanian[27]
A- Limitations of policy implementation : 1- Limitations related to the nature of the issue include technical difficulties , the number of objectives , target group size, behavioral changes resulting from the policy in target group 2- The circumstances prevailing in society, including the political, economic, social conditions and the emergence of new technologies 3- Limitations and problems associated with the executive organization and policy implementation B- Criteria required for the design and implementation of policy: 1- Policy makers should state objectives of the policy and their hierarchy as clearly as possible under clear instructions. 2- Preparation of a policy must be explicitly or implicitly based on a valid causal theory. 3- Policy should enjoy sufficient credit for successful implementation. 4- The policy should contain clear provisions to be implemented correctly by executive organization. 5- The responsibility of implementation should be assigned to organizations with sufficient experience and commitment.	2003	Howlett and Ramesh[2]
Conditions for increasing the likelihood of successful implementation of the policy: 1- Policy should be clearly stated and announced; 2- Political and organizational changes should be considered; 3- responsibility of implementing should be assigned to the agents and citizens who support the policy objectives; 4- The number of implementation parties should be minimized; 5- Sufficient resources, including effective organizations, networks, and executives at low levels should be considered; 7- Policy should be motivated by a good theory.	2002	Lemley and Russell [28]

Data Gathering tools: Data collection, in this study, has been done through the use of open-ended questionnaires that have been gathered in thinking sessions or panel of experts. The report as a result of the sessions of the integrated group about amending the public service management law contains the discussion about this key question: what are the damages to the whole public service management law and its materials? This report is based on content analysis in this study.

Validity and reliability of research: Johnson[31] refers to three types of validity for qualitative research. They include descriptive, interpretive, and theoretical validity. The present study enjoys descriptive validity because the report of the sessions of experts' panel has been verified by public management training center. In terms of reliability of qualitative studies, we can refer to Stenbacka[32]. He argues that the concept of reliability in qualitative studies can even be misleading. If the best qualitative research is evaluated by reliability criterion, the result might be as follows: it is not acceptable! Full description of the whole process, conditional shared-mindedness, empowerment, justifiability, and better ability to advocate can be reprehensive of high quality in the qualitative method.

Data analysis tools: In this study, content analysis techniques and Shannon Entropy have been used to generate preliminary data and to provide analysis, respectively. Excel software version 2010 was used for Shannon entropy technique.

Results and Discussion

Evaluation of the question through content analysis method: What are the damages to public service management law in the developmental stage from the perspective of experts and how is the importance of their coefficients?

To answer this question, the content analysis of the report as a result of the sessions about amending the public service management law has been used.

Content analysis is a well-known method in social sciences that is particularly useful in the study of communications. Content analysis is a method for systematic and objective evaluation of specific aspects of messages[33]. To do content analysis, we are required to: i. determine a set of messages; ii. take a sample from them; iii. determine a scheme for encoding messages into meaningful categories and to the interest of researcher; iv. train some people (or machines) for a detailed evaluation of messages (for example, in agreement with communication tools for reading, seeing or hearing) and also teach them to identify and assess things might happen in messages that need classification; v. And finally, ask some capable people at disposal to interpret and analyze the data and present them in the form of report.

Determine a set of messages: In order to evaluate the pathology of public service management law, the detailed report of the working group sessions about amending public service management law was chosen as the set of messages for content analysis.

Sampling: in this research, the report of all the sessions has been analyzed which included 18 one-and-a-half-hour sessions with the presence of 12 experts.

A scheme for encoding messages into meaningful categories: To encode the detailed report of the sessions, the literature about obstacles to and factors affecting the effective implementation of the policy was reviewed so that the researcher can gain a picture of the concepts of barriers. Thereafter, indicators, primary model, and factors were implicitly taken into consideration.

Training some people for a detailed evaluation of messages and also teaching them how to identify and assess things should be categorized if they occur in messages; the whole analysis and evaluations have been done just by the researcher. Table 2 shows the messages and their categories. In fact, the message has been recognized. Then the messages have been classified according to the literature about the obstacles to effective policy. In fact, the messages have been recognized. Then, the messages have been categorized with regard to the obstacles to the effective implementation of policy.

Data analysis through Shannon entropy technique: In this study Shannon entropy technique is used for data analysis. This technique uses mathematical formulas and techniques to ratings data. In this technique, at first, the frequency of each of the factors recognized by the experts' panel to be counted. Table 3 shows the result of this calculation.

Entropy represents the amount of uncertainty arising from the content of a message. In other words, entropy in information theory is an index to measure the uncertainty that is represented by a probability distribution. This uncertainty is written in the form of equation (1):

$$E \approx S\{P_1, P_2, \ldots, P_n\} = -K \sum_{i=1}^{m} [p_{ij} L_n p_{ij}] \quad (1)$$

So that K is a fixed positive value and the amount of K in the present study is 0.48 according to the formula.

And p_{ij} is the normalized data that is calculated via equation (2) and shown in table 4.

$$p_{ij} = \frac{F_{ij}}{\sum_{i=1}^{m} F_{ij}} \quad (i = 1, 2, \ldots, m \,; j = 1, 2, \ldots, n) \quad (2)$$

Then, the loading information of the category of j will be calculated via equation (3). The result is shown in table 5.

$$E_j = -K \sum_{i=1}^{m} [p_{ij} L_n p_{ij}] \, (j = 1, 2, \ldots, n)$$

Table-2
Messages and their classification based on damages to public service management law

Factor	Messages
Conceptual and correct diction	vague words and concepts, imprecise and improper definition of concepts, words incongruent with the subject matter, non-technical expressions, ambiguity in the instances of definition, complex correct diction (some subjects in one article), incorrect literature
Logic, coherence and realism	Conflict between the terms in the text of law, extreme interpretability, conflict between materials of this law with other laws, lack of realism, lack of comprehensiveness (the requirement of Note), development of legislative materials beyond the scope of their influence (targeting government rather than bureaucracy), the lack of relationship between concepts and purpose of law, improper orientation, existence of an opportunity to find a loophole, generalization, not designing backup systems, injustice
Theoretical base	Ambiguity in theoretical bases and interference of different theoretical bases, lack of scientific support for certain phrases, incorrect theoretical assumptions
Structure and resources	Lack of appropriate and accurate mechanisms , lack of necessary instructions, the plurality of liable agencies, discrimination between agencies in law implementation, lack of meritocracy, lack necessary means for implementation, no timing or inappropriate timing, lack of interaction between the developer and other organizations, inflexibility of structures, not developing strategies for the implementation of policies in organizations, non-integrated management, non-existence of freedom of agencies, lack of clear definition of the relationship among agencies, not providing the necessary human resources, lack of clear implementation plan, not using new technologies, lack of appropriate information and statistical system, ambiguity in determining liable organizations, non-existence of a specific trustee
Employees and managers	Lack of executives' commitment to strict enforcement of the law, interest-seeking of employees, lack of discipline-maintenance between executives, lack of motivation, disregard for the law in practice, inattention to the spirit of law in implementation, lack of education and awareness, not determining qualifications of the executives
environment	Domination of the State outlook on managing the society, poor economic conditions, the existence of relationship-oriented rather than rule-oriented culture, poor culture of managers, the lack of prerequisite legal context of the Act, economic problems of employees, inattention to the rights of the target population
Amendment and control	Prevention of fundamental amendment of the law, loss of a clear supervisory system, not determining evaluation indicators at the level of law implementation, not determining supervisory authorities

Table-3
Factors and the extent of their use recognized by the experts' panel

obstacles to the implementation of the law respondent	Control and Amendment	environment	Employees and managers	Structure and resources	Theoretical base	Logic, coherence and realism	Conceptual and correct diction
1	0.005	1	1	9	0.005	6	2
2	2	7	6	16	6	21	16
3	2	6	11	20	9	27	17
4	1	1	2	12	4	24	19
5	0.005	1	1	3	0.005	5	4
6	1	2	3	4	3	10	5
7	1	1	0.005	1	0.005	4	1
8	0.005	2	1	4	0.005	5	1

Through loading information of factors (j=1, 2, …, n), we can calculate important factor of each category.

Each category which contains higher loading information should hold a greater important factor (wj). Important factor of j-th category is calculated according to equation (4). Table 6 shows the result of these calculations.

$$W_j = \frac{E_j}{\sum_{j=1}^{n} E_j} \qquad (j = 1, 2, \dots, n)(4)$$

Wj is an index which determines important factor of each j-th category in a message with regard to the whole responses. The j-th category from the respondents' point of view is placed on the highest, lowest, and/ or i-th priority while describing Shannon algorithm.

The result of calculations in Excel software shows the importance and priority of each category through the lens of participants. In response to the question of importance of variables based on the results of Shannon's entropy technique, as can be seen in table 6, "logic, coherence and realism" has been recognized obstacle with the highest priority and importance. Subsequently, problems in the categories of "structure and resources, environment, concept and correct diction, control and amendment, employees and managers, and theoretical base", respectively, have been identified as the damages to public service management law. Figure 1 displays different priorities of these factors.

According to the importance of identified factors as damages to public service management law, the following model cab be drawn (figure 2).
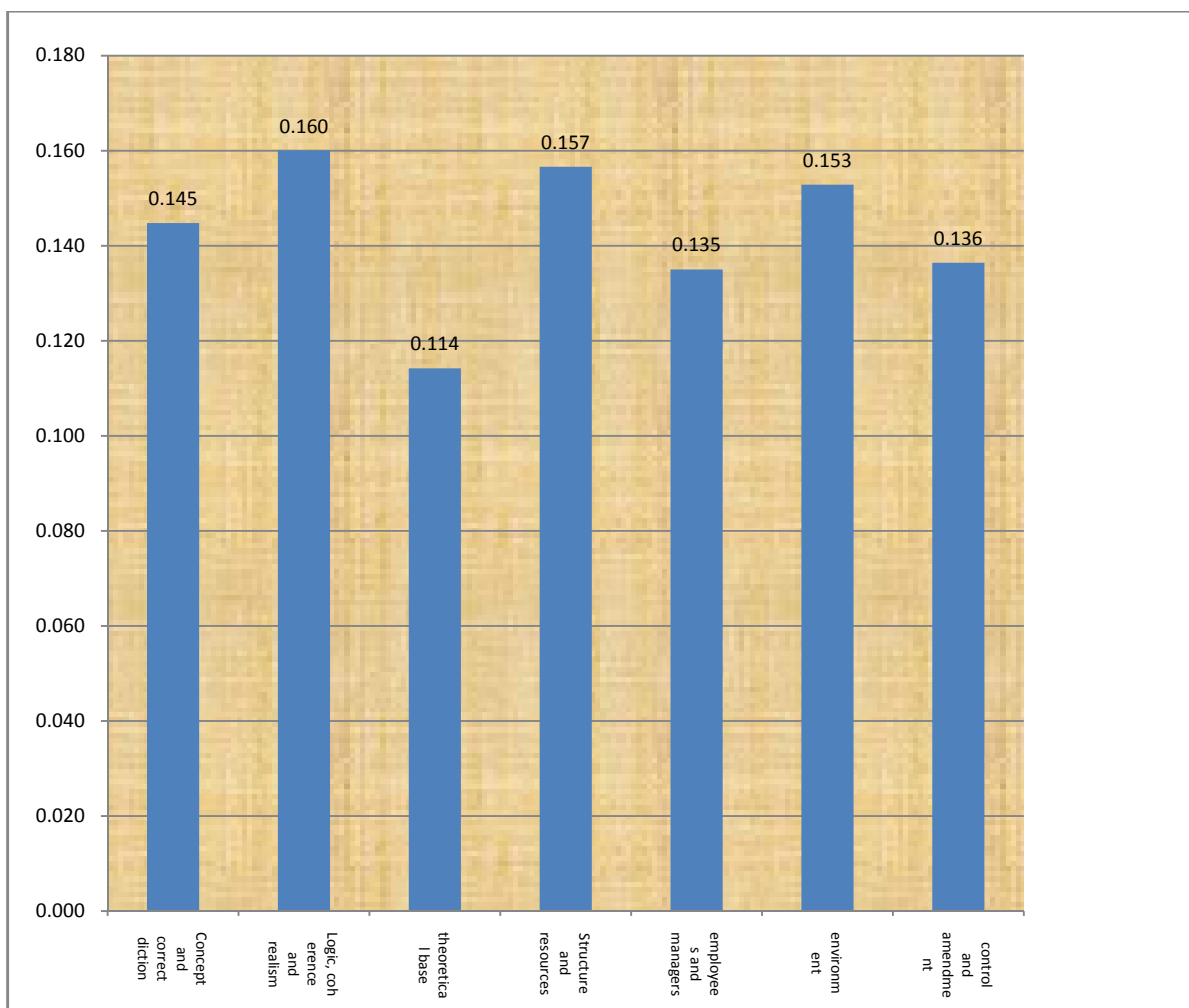
Table-4
Normalized data

Control and amendment	environ ment	Employees and managers	Structure and resources	Theoretica l base	Logic, coherence, and realism	Conceptual and correct diction
0.00	0.05	0.04	0.13	0.00	0.06	0.03
0.29	0.33	0.24	0.23	0.27	0.21	0.25
0.29	0.29	0.44	0.29	0.41	0.26	0.26
0.14	0.05	0.08	0.17	0.18	0.24	0.29
0.00	0.05	0.04	0.04	0.00	0.05	0.06
0.14	0.10	0.12	0.06	0.14	0.10	0.08
0.14	0.05	0.00	0.01	0.00	0.04	0.02
0.00	0.10	0.04	0.06	0.00	0.05	0.02

Table-5
Loading information of factors (categories)

Control and amendment	environment	Employees and managers	Structure and resources	Theoretical base	Logic, coherence, and realism	Conceptual and correct diction
0.752	0.843	0.744	0.864	0.629	0.882	0.798

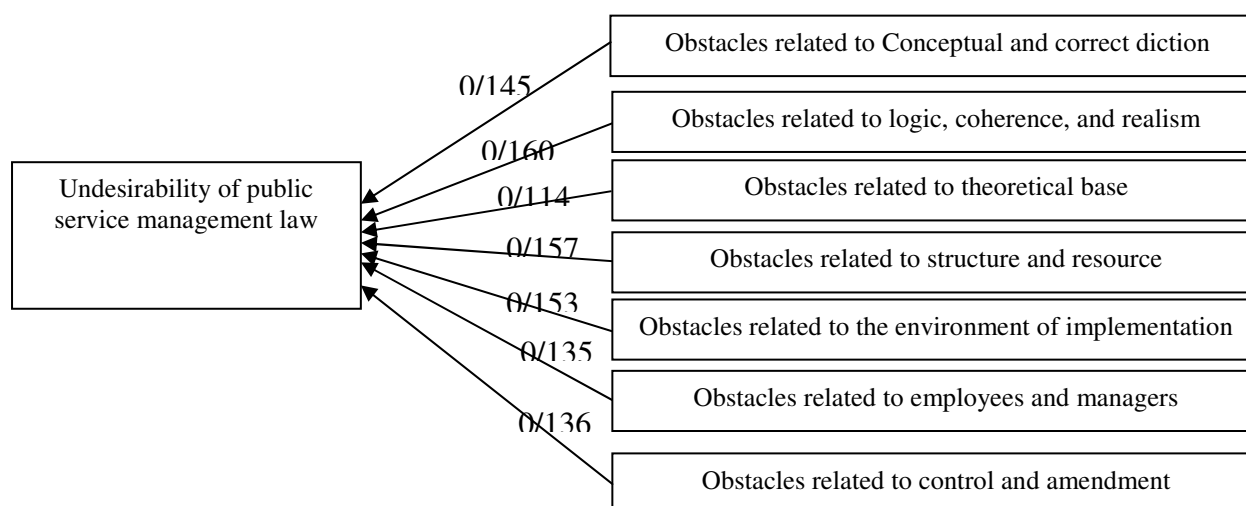**Table-6**
Important factor of each factor

Control and amendment	environment	Employees and managers	Structure and resources	Theoretical base	Logic, coherence, and realism	Conceptual and correct diction
0.136	0.153	0.135	0.157	0.114	0.160	0.145

Figure-1
The importance of identified factors as damages to public service management law

Figure-2
Identified model as damages to public service management law

Conclusion

Based on the results of the research, factors identified in the pathology of public service management law, respectively, include: 1- Logic, coherence and realism, 2- Structure and resources, 3- environment, 4- Conceptual and correct diction, 5- control and amendment, 6- employees and managers 7- theoretical base, Because the obstacles related to "logic, coherence and realism" hold higher important factor than other factors in content analysis of the experts' panel, it seems necessary pay attention to the correct way of codification process in amending this law and also in developing any other legal process. It is possible to contribute to the development of law by promoting educational programs such as rule making and preparing legislative drafts that is often neglected in the government and Parliament. The necessity of replacing bill with act, while training rule making specialists, is strongly felt in the country. Formulation of law from technical levels, followed by the consideration of a systemic and holistic approach, along with in-depth studies on the logic of the law and its relation to other laws is of great importance. The second factor related to obstacles, in terms of priorities, is structure and resources. In amending this law, it is required to take some strategies into account at the parliament or government level to have "appropriate and accurate implementation mechanisms in the form of the preparation and enforcement of regulations, circulars, and necessary instructions". This issue is inevitably related with the legislation method, that is, the participation of target community in the preparation of law. "Plurality of liable agencies" is also considered as the problems of this law. In general, it can be said that placing all executive agencies under one law emanates from an inadvisable view. However, it makes the liability of this law so widespread that a strong organizational and management agency could effectively implement the law. That is, a formidable bureaucracy can effectively implement an extensive law, which has not been formed in the country, unfortunately. The third category of barriers is related to the environment of law. This category includes much broader dimensions than other factors because it is actually an expression of the relationship between the sub-system and other environmental systems. Modification of these systems requires complex studies and measures appropriate for it. For example, "domination of the State outlook on managing the society" is one of these obstacles. Certainly, the change of perspective from the centrality of government to the development of private sector and civil society means a comprehensive transformation in the social system. Correct economic policies, development of various systems to develop rule-orientation, management of culture especially to improve the culture of senior managers, and providing the necessary legal framework are all among general solutions in this area. The next category of obstacles is related to concept and correct diction. Teaching the correct way of correct diction the law can make some improvements in this area. Attention to the clarity of words and concepts in a professional way, accurate and appropriate definition of the concepts are some issues that should be taken in the process of legislation. Opportunity for "fundamental revision" should be possible with regard to the obstacles related to control and amendment because double-loop learning is followed by some benefits to the system from time to time that are never achieved by single-loop learning. Among the solutions for improvement in this field, we can refer to the following solutions: the development and implementation of a specific supervisory system for implementing the law, determination of evaluative indexes in the implementation phase, determination of supervisory authorities for the chapters and materials of the law along with the obligation of parliament, judiciary power, and senior managers of government to follow the implementation of the law. With regard to the obstacles related to employees and managers who are one the most valuable asset[35] that play fairly significant role in the success and achieving goals[36] of any organization in both public and private sector[37] and Three of the Four sources of power are in essence of human resource management[38], we should pay attention to the following items to take into account: the creation of motivation and commitment in executors to strict enforcement of the law through attracting their participation in various stages of legislation, taking into account the interests of executives in the formulation and implementation of law, bringing a disciplinary sense in executives through training and information, development of civil society to create a rule-governed atmosphere, and training about and awareness of the principles and spirit of the law. Since no appropriate and consistent theorizing has not been still done in management of the public sector, this deficiency is evident in most of the relevant legislation of this area. This matter is observable in public service management law. The absence or lack of a clear theoretical base and the conflict of different theoretical principles, lack of scientific support for some propositions, and incorrect theoretical assumptions can be extricated from by designing one or a few coherent theoretical models for public sector governance through the collaboration of universities with public executive organizations. Undoubtedly, enjoying talent outside the country can also be effective in improving the outcomes.

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