

## Identifying, Quantifying, and Prioritizing the Components of Reducing the Resistance of Managers of Government Organizations in the Administrative Transformation Plan

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**Purpose:** The purpose of the current study was to identify, quantify, and prioritize the components of reducing the resistance of managers of government organizations in the administrative transformation plan.

**Methodology:** The mixed study method is based on exploratory mixed study. The statistical population in the qualitative section was university professors, managers, and experts of executive systems, in the quantitative section, managers and experts of government agencies, and in the prioritization section, high and middle managers of executive systems of selected organizations. In-depth interviews were used in the qualitative part, while questionnaires were used in the quantitative part, and matrix questionnaires were used in the prioritization one. Acceptability (expert review) and confirmability (expert review) were used to determine the validity and reliability in the qualitative stage, while in the quantitative stage, the validity of the questionnaires was confirmed by three methods: form, content, and structure. Reliability was estimated and confirmed by three methods of determining factor loadings of items, Cronbach's alpha of components (between 0.760 and 0.888) and combined reliability (between 0.842 and 0.923). In the prioritization section, the content of the matrix questionnaire was approved by five academic and organizational experts in terms of comprehensibility and expressiveness, and the rate of inconsistency of the criteria was calculated and confirmed as 0.05 to 0.07. Qualitative data were analyzed with the ground theory technique, while quantitative data with structural equation modeling technique, exploratory and confirmatory factor analysis tests in SPSS and Smart PLS software, and the prioritization section, data were analyzed through hierarchical analysis (AHP) in EXPERT CHOICE software.

**Findings:** The results of the qualitative part indicated that the paradigm model includes 10 dimensions (categories) and 22 components (concepts) in the form of causal, contextual, interventional, strategy, and consequence conditions.

**Conclusion:** The results of the quantitative part showed that all the components of the study model were confirmed. The results of the prioritization section show the greater importance of the outcome and organizational productivity component.

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## 1. Introduction

The fourth development plan coincided with the implementation of the Civil Service Management Act. Also, in this program was the modernization of the government and the promotion of the effectiveness of the government. In the fifth plan, various decrees were approved about the law on the management of civil services, and in the sixth plan, two elements of transparency and anti-corruption in the administrative system were considered. At the same time as the implementation of the fifth plan, the High Administrative Council approved "Road map of reforming administrative system" including 8 programs. However, with the approval of the High Administrative Council on 21/12/2018 in line with the roadmap of the administrative system reform and to continue reforms in the administrative system, the Comprehensive Administrative System Reform Plan - the second term, consisting of 10 programs was approved: role engineering and structure of government, development of e-government and administrative intelligence, public services in a competitive environment, Human capital management, improvement in management systems and technologies, protecting the rights of citizens (people) in the administrative system, promoting accountability, transparency, and anti-corruption in the administrative system, managing the efficiency of the administrative and executive system of the country and monitoring and evaluation (Comprehensive Plan of Administrative System Reform, 2018). In the present era, organizations are increasingly faced with dynamic and changing environments. Therefore, to survive achieve better performance, and gain competitive advantage, they have to adapt to environmental changes (Haffar et al., 2017). In other words, the rapid growth of information technology and its infrastructures have made many organizational processes obsolete and forced organizations to change and innovate (Dihim, Ghorbani Zendedel and Akbari, 1400, 13). The desired point of the Islamic Republic's administrative system is outlined in the upstream documents including the Constitution, the vision document, the policies of the Supreme Leader, the five-year development plans of the Islamic Republic of Iran, and the law on the management of national services. In these documents, it is stated that the administrative system of the Islamic Republic should become a human, Islamic, efficient, justice-based, agile, innovative, serviceable, and responsible organization. Although the administrative system has gone through its evolutionary process, since the 1970s, "reforming the administrative system and improving management" has been considered a goal and a prerequisite for development, and during the 1990s, the emphasis was on getting out of the traditional form of public administration and moving towards new public administration and a great global event in public sector management and that move away from the traditional management paradigm of management. The government has been a new paradigm of management (Vakilpour, Sharifzadeh, Salehi Sedghiani, and Golafshani, 2019, 91). The study of development programs in developed countries shows that one of their first steps towards development has been the development of these countries' governance systems. The administrative system is one of the driving wheels for the comprehensive development of these countries including political, social, cultural and economic systems. Without a change in the administrative system, it is impossible to change other systems. Iran's administrative system faces numerous challenges and problems. Over-reliance on the political sector to achieve the goals, poor efficiency of employees and managers, bias of government organizations and the task-oriented organizational structures in the government organization, little attention to meritocracy, the displacement of government managers, politicization of public organizations, etc are the main problems of the Iranian public administration and administrative system (Barani, Faghihi, and Najaf Beigi, 2017, 36). Today, organizations need transformation more than ever. Administrative transformation is necessary for both developed and developing countries as well (Barani, Faghihi, and Najaf Beigi, 2017, 36). If there was no change, the job of managers would be relatively simple and planning would be easy. Change is an organizational reality and addressing change is one of the responsibilities of managers. Experts assess the current management environment as turbulent and believe that employees should be able to easily adapt to the continuous developments and turbulence of the new work environment. Despite the efforts of managers to bring change to organizations, recent surveys show that more than 75 percent of organizational change efforts have failed or failed (Stanley,

2019). But the paradox is that organizations have no choice but to change and must change in order to compete with each other (Hakman, Stagger & Devolving, 2016). The implementation of any change plan in the organization usually has opponents. Even changes that seem "positive" or "rational" are also questionable. However, for a variety of reasons, individuals or groups can react very differently to change – from passive resistance to it, too aggressive attempts to undermine it, or to fully support it. Although there are many potential factors that fail to implement change plans ‘resistance to change is widely recognized as an important factor in this issue (Safuwan ‘2015). Although the main factor in the failure of change projects is resistance to change, as Lawrence (1969) suggested, the key to problem solving is to understand resistance. (Found, 2015). In this era, organizations are considered successful and efficient that, in addition to being in harmony with the developments of today's society, can anticipate the path of change and change in the future and be able to lead these changes to create desired changes to build a better future, which is why the fundamental transformation of the organizations of the 21st century is nothing less than a modern industrial revolution (Kramer et al., 2019). If resistance to change (whether individual resistance from employees, managers, or organizational resistance) is understood, then it is not impossible to reduce or overcome this resistance using logical solutions. One of the most important reasons for the failure of the implementation of reform plans in the administrative system of Iran is related to individual factors of resistance to change, i.e. the unwillingness to successfully implement these plans by its executors in government organizations. Many debates have been raised about the reasons for the lack of change in Iran's administrative system by thinkers and experts, but what has been less attention has been "resistance of the managers of governmental organizations in implementing administrative transformation plans". This study aims to identify, quantify and prioritize the components of reducing the resistance of managers of governmental organizations in the administrative transformation plan by examining the reasons for the failure of administrative transformation plans in these organizations.

Despite the efforts of managers to bring change to organizations, recent surveys show that more than 75 percent of organizational change efforts have failed (Stanley, 2019). But the paradox is that organizations have no choice but to change and must change in order to compete with each other (Hakman, Stagger & Devolving, 2016). The implementation of any change plan in the organization usually has opponents. Even changes that seem "positive" or "rational" are also questionable. However, for a variety of reasons, individuals or groups can react very differently to change – from passive resistance to it, too aggressive attempts to undermine it, or to fully support it. Although there are many potential factors that fail to implement change plans, resistance to change is widely recognized as an important factor in this issue (Safwan, 2015). Although the main factor in the failure of change projects is resistance to change, as Lawrence (1969) suggested, the key to problem solving is to understand resistance. (Pfizer, 2015). In this era, organizations are considered successful and efficient that, in addition to being in harmony with the developments of today's society, can anticipate the path of change and change in the future and be able to lead these changes to create desired changes to build a better future, which is why the fundamental transformation of the organizations of the 21st century is nothing less than a modern industrial revolution (Kramer et al., 2019).

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administrative transformation plan by examining the reasons for the failure of administrative transformation plans in these organizations.

### Review of Literature

Sana and Habibi (1400) emphasized attracting employees' support for change, the type of emotions, and strategies of employee adaptation in their study on the changing fashion and strategies affecting the growth of the organization and reducing resistance to change in the organization. Findings of the study (1400) in a study entitled "The Relationship between Resistance to Change with Job Satisfaction and Organizational Performance of Khaf Education Staff During the Epidemic of COVID-19 " showed that during the pandemic of the COVID-19 epidemic, there was a significant negative relationship between resistance to change and job satisfaction and also between resistance to change and organizational performance of Khaf city education staff. The results of Deyhim, Ghorbani, Zendehtdel, and Akbari (1400) in a study entitled "Designing and Explaining the Model of Organizational Change in Public Service Organizations with a Mixed Approach (Case Study: Iranian Education Administrations)" showed that the organizational transformation model includes seven dimensions of mission such as leadership style, human capital, organizational communication, organizational structure, information technology, and reward system along with 17 components. Also, the dimensions of leadership style, transformational leadership components, and internal reward were identified as the most important dimensions and components. The results of the study of Aslani, Koochi, and Omoomi Khozani (1400) in a study entitled "The Role of Mental Models in the Process of Organizational Change (Case Study of Isfahan Medical Records Office)" showed that the mental model of goal-orientation, the mental models of unity, equilibrium, functionalism and the programmatical mental model have a significant and positive effect on organizational change. While the mental model of stabilization has no significant effect in the process of organization change. The results of Madadi Mahani (1399) in a study entitled "The Relationship between Executive Functions and Resistance to Change among the Employees of the Welfare Organization" showed that among the components of executive functions of organization, working memory and purposeful longevity had a relationship with resistance to change. However, other components of executive functions did not play a role in the regression model. Weber, Botgen, and Bartsch (2022) in a study entitled "How to Take Employees on a Digital Transformation Journey: An Empirical Study on Complementary Leadership Behaviors in Managing Organizational Change," an empirical study with 815 participants analyzed the effectiveness of complementary leadership behaviors that are relevant in the digital age. The results showed that combining complementary leadership behaviors doesn't lead to the highest (lowest) levels of emotional desirable (undesirable), cognitive, and behavioral change responses in employees. According to the results, managers don't overlook people's orientation when digitized, because this leadership behavior protects the potential negative aspects of digital transformation-based leadership behavior that is essential to staying competitive in the digital age. Alkoda, Carballo-Panella, and Roseau-Sanmartin (2022) in a study entitled "Efficient Human Resource Management Practices and Readiness for Change and Transformation: An Integrated Model of Emotional Commitment, Employee Performance, and the Moderating Role of Hierarchical Culture," using a sample of 510 bank employees in Jordan showed that there is a positive relationship between emotional commitment and readiness to change. The final results indicated that readiness for change has a positive relationship with the individual performance of employees. Finally, according to the results, hierarchical culture positively moderates the relationship between efficient HRM practices and emotional commitment. Li, Sun, Tao, and Li (2021) in a study titled "Employee Coping with Organizational Change in the Face of an Epidemic: To Understand the Role of Internal Communication and its Effects on Managing Organizational Change", the study conducted an online survey with 490 full-time employees in the United States, and the findings of this study suggest that transparent internal communication can help encourage problem-oriented control, reduce uncertainty, and strengthen employee and organizational relationships during organizational change. Weddell and Kokshagina (2021), in their study, "How Companies Conduct Organizational Change to

Achieve More Exploratory Strategies: A Process Approach," explores organizational change through a longitudinal and comparative case study of a Danish pharmaceutical company and a Franco-Italian semiconductor manufacturing company. The results showed how companies adjust their organizational structures to enhance exploration, a process that constantly investigates the efficiency of organizational and inter-organizational processes through the expansion, combination, and change of adjustment mechanisms at the organizational and managerial levels. The final results also showed that different organizational structures of companies affect their adaptability to exploratory results. These findings lead to the development of theory.

## 2. Methodology

The study method and design are mixed exploratory (qualitative-quantitative) study. For qualitative analysis of the data, the grounded theory technique or grounded data has been used to determine the study pattern. The choice of this technique has been based on study er's studies in internal and external study , models have been made about resistance to change in government, quasi-government, and private organizations, but the present study focused on "resistance of managers in implementing administrative transformation plans", which is a new topic that has not been addressed qualitatively. The grounded method can be used when the previous study has been created and tested based on samples and populations other than the sample and population of the qualitative study (Cresswell, 1400). In addition to being a new subject of study, it is also used where there is a need for study and "in-depth description" (Strauss and Corbin, 1400). Therefore, the newness of the study subject and the need for deep description and in-depth observation led the study to use the grounded technique to identify the pattern. Also, the statistical population of the study is included in the qualitative section 1. Managers of the Executive Board, 2. Administrative Consultants and 3. researchers and academic professors of public administration of higher education centers, and generally people outside of the above-mentioned cases whose areas of education, study, and implementation are related to the study topic. Therefore, all academic professors and researchers active in the field of organizational change and managers and consultants of governmental organizations whose executive area of activity and responsibility are related to the study subject were participants in the qualitative section. This selection and interview continued until theoretical saturation was reached, and then stopped. The desired characteristics for being experts included the following: Familiarity with the mechanisms of the executive agencies, the management in government organizations, the subject of change and resistance to change, and full knowledge of administrative transformation plans. Finally, sixteen experts were selected using this sampling technique.

The statistical population in the quantitative section consisted of managerial staff, consultants, and experts of governmental organizations as follows:

A) administrative and employment organization of the country (200 people), B) Mazandaran province Samt(ministry of industry, mining, and trade) Organization (100 people), c) management and planning organization in Ilam province (55 people), D) Ilam provincial government- 90 people, e) Keshavarzi Bank in Tehran (164 persons), and Mazandaran education office (226 people), g) Mazandaran social security organization (110 people), H) Golestan gas company (106 people), F) planning and budget organization golestan (75 persons).

Considering these nine organizations, 1126 members of the statistical population were considered.

The sampling method was proportionate stratified so that each of the nine organizations played the role of a class. The number of samples was determined using Cochran's formula of 286 people. In each category, the distribution of the questionnaire was random and the number of questionnaires was relative to the population of that class.

The statistical population in the priority setting section was the high and middle managers of the executive bodies of nine selected organizations and 35 experts and experts were selected by targeted non-random sampling method.

In the qualitative part, semi-structured interviews were used as a data collection tool, and in the quantitative section, a questionnaire of 127 items was derived from the qualitative part, and finally, in the prioritization section, a matrix questionnaire was used. To determine the validity and reliability in the qualitative stage, necessary studies were used including acceptability (revision of experts) and verification (re-review of experts). In the quantitative stage, the validity of the questionnaires was used to determine the validity and reliability of the questionnaires in the qualitative stage through three forms of content (CVR and CVI range for items between 0.6 and 1.0 and 0.85 to 1.0), construct (convergent validity ranges between 0.552 and 0.751), and divergent validity more than construct correlation with other constructs, were confirmed. Reliability was confirmed by determining factor load coefficient of items (greater than 0.4), Cronbach's alpha of components (between 0.760 and 0.888), and combined reliability (between 0.842 and 0.923) was confirmed. In the priority section, the content of the matrix questionnaire was confirmed by five academic and organizational experts in terms of comprehensibility and rationality, and the incompatibility rate of the criteria was calculated and confirmed from 0.05 to 0.07. The data analysis method has been in three steps:

A- Qualitative part: identifying the study model, semi-structured interviews of experts and applying the Grand Theory Technique (GT).

B- Quantitative part: testing the identified model, surveying statistical samples applying structural equation modeling (SEM), and exploratory and confirmatory factor analysis in the SPSS and Smart PLS software environment.

C- Prioritization section: determining the importance and priority of the components of the final model by using the Analytical Hierarchy Process Technique (AHP) and calculations in EXPERT CHOICE software.

### 3. Findings

A. Qualitative findings: In the qualitative part of the study, the main focus of the study was the exploration of factors affecting the dimension (factor), component (criterion) and indicators (indices) related to the pattern of reducing managers' resistance in the implementation of administrative transformation plans as the main concept. To achieve this, the component (criterion) and indicators (indicators) were presented based on open and axial coding, data from content analysis and in-depth and exploratory interviews with key experts and refining conceptual codes. Accordingly, in order to perform open and axial coding in the first step, data were analyzed at sentence and phrase level for each of the interviews and texts and conceptual codes were extracted from transcripts of interviews and texts. In the next step, by refining and reducing action, these components (criteria) and indicators (indices) were organized in the form of later (factors) and named by constant review. In order to ensure proper organization of each dimension (factor) and components (criteria), transcripts of interviews were reviewed by reviewing indicators (indices) in order to reach logical saturation for dimension (factor) and components (criterion). Open and axial coding was stopped when a significant classification was obtained after several studies on transcripts of the interviews. In general, 392 initial conceptual codes were obtained from the analysis of qualitative data of the study at the coding stage. After reviewing and matching these codes and removing duplicate codes (265 codes), 127 codes were found.

Open coding: The findings of the qualitative section are in the form of findings from the coding results with the approach of analyzing the content and concepts of the data. The most basic work at this stage is open coding. Accordingly, common concepts were found from the recording units and the common codes were counted.

Axial coding: in Table 1, the results of the axial coding are presented. It should be noted that in the axial coding stage 265 codes were removed out of 392 primary codes after reviewing these codes and removing duplicates, and finally, axial coding with common codes (127 codes) was done.

**Table 1.** Axial Coding Results

Row	Component, criterion, or concept (Axial Coding)	Examples of indicators or criteria (open coding)
1	Understanding the need for the transformation of the administrative system	[N2-3] The impact of a strong administrative system on the economic, cultural, and other systems in the country [N 10-1] Necessity of administrative change program due to numerous problems in the administrative system
2	How to choose the transformation team members	[N1-8] Election of members of the administrative transformation council by the general director or higher authority [N2-7] Selecting members of leadership teams based on organizational position rather than expertise and capabilities
3	Competence of transformation team members	[N3-15] Selecting people based on their ability and expertise to join transformation teams [N 9-3] Irresponsibility of the team members of administrative transformation plans to implement it
4	Lack of political work and independence of the transformation team	[N3-16] Political view of the management development committee in making decisions related to transformation plans [N3-17] Lack of independence of the management development committee in selecting members of the administrative transformation teams
5	Pragmatic Administrative Transformation Team	[N1-23] Regular tracking of how to implement change plans [N1-27] Presence of strong and operational will by upstream institutions to implement the transformation plan
6	How to implement the administrative transformation plan	[N1-10] Lack of overarching and detailing how the transformation plan is implemented [N3-18] Attention to the priorities set by the committee for the transformation of the organization in the selection of members
7	General and organizational culture making	[N1-29] Culture making and creating value to carry out changes and transformations of the organization [N4-2] Lack of teamwork due to individualistic culture [N6-21] The positive results of the development of culture among the people
8	Hardware and software features	[N2-28] Moving toward e-government in order to revolutionize the administrative system [N5-16] Capable professionals to advise executive committees [N5-17] Increasing the knowledge and expertise of the organization
9	Organizational rules and regulations	[N3-41] Failure to implement extraordinary efficient instructions and decreasing employee motivation [N9-6] Lack of a proper implementation plan and work guidelines in line with the overall outlook
10	Spiritual and material support	[N3-30] Encouraging successful organizations to implement the administrative transformation plan in the ministry [N5-13] Lack of funds needed to implement some administrative transformation plans [N7-5] Supporting knowledge workers and allowing them to take initiative and creativity
11	Information and interaction between managers and devices	[N5-28] Considering the provincial views on developing transformation plans and merely ignoring the events of the center

		[N7-10] The need to share information in subsystems to advance goals and programs
12	Performance management categories	[N12-10] Lack of attention to administrative reform programs [N3-24] Managers model for employees to believe in the implementation of the objectives of the administrative transformation system
13	Stability of managers and administrative transformation plan	[N9-11] Involvement of personal tendencies by managers in the implementation of transformation-related programs [N2-32] Separating the life-span of middle managers from the period of execution and follow-up of transformation programs
14	Motivating managers and employees	[N15-8] Managerial instability, constant relocation and replacement of managers and employees [N1-24] Describing the success rate of the implementation of the transformation plan to encourage managers and employees [N4-15] Appropriate reflection of successes in implementing transformational plans to motivate [N9-17] Formalistic festival of Martyr Rajae and devoting unrealistic exclusive privileges to organizations
15	Structural Reforms	[N5-23] Not modifying processes and just converting them from paper to electronic mode [N12-18] No easy way to correct mistakes and changes in schedules in the system of government [N16-12] Reduction of government tenure by handing over non-sovereign affairs
16	Transformation program in organizational strategies	[N4-7] Lack of flexibility in the perspective drawn up for the administrative transformation plan [N4-8] inflexibility to fully access Outlook, even if executed [N8-6] No adaptation or parallel in transformation plans with everyday realities in civil service
17	Benchmarking and collaborative management	[N5-30] Lack of collaborative management in formulating objectives of the administrative transformation plans [N7-14] Developing administrative transformation plans according to the circumstances of that region [N7-15] Laying the groundwork for expressing the opinion of powerful and knowledgeable forces in provinces while formulating transformation plans
18	Continuous performance evaluation	[N1-28] Seasonal monitoring of the implementation of the administrative transformation plan and receiving feedback [N2-29] Follow-up by upstream organs and demand reporting from underlying colleagues to require them to implement administrative transformation plans [N12-17] The disproportion between the promotion of managers to higher positions and their performance in the implementation of the transformation
19	Organizational health	[N5-37] Corruption in government organizations [N5-38] Dealing with corrupt people in the administrative system with higher authorities and difficulty in dealing with them [N5-39] Lack of transparency in information on actions
20	Organizational development	[N2-5] The need for a strong and efficient system for progress and development of the country [N16-14] Hiring competent managers according to their expertise, experience and background. [N16-19] Implementation of administrative transformation plans for organizational values
21	Organizational Productivity	[N13-16] Improving accuracy and speed in the process of implementing organizational affairs [N14-24] Improving the quality of the headquarters units and efficiency of the



		administrative system [N15-17] Improving the effectiveness and individual efficiency of employees of different units
22	Public Satisfaction	[N12-6] The social acceptance of government among organizations and people [N13-17] Satisfaction of clients with the precise implementation of administrative transformation plans [N14-14] Raising awareness of the public about the development of the administrative system
23	Axial phenomenon - reducing managers' resistance in executing administrative transformation	[N16-18] Participation of directors in transformation programs [N1-22] Lack of leadership in organizational change and transformation [N11-7] Lack of seriousness of managers in moving the vision and goals of the transformation plans to the subset [N3-12] Lack of participation of managers in meetings on implementation of transformation programs

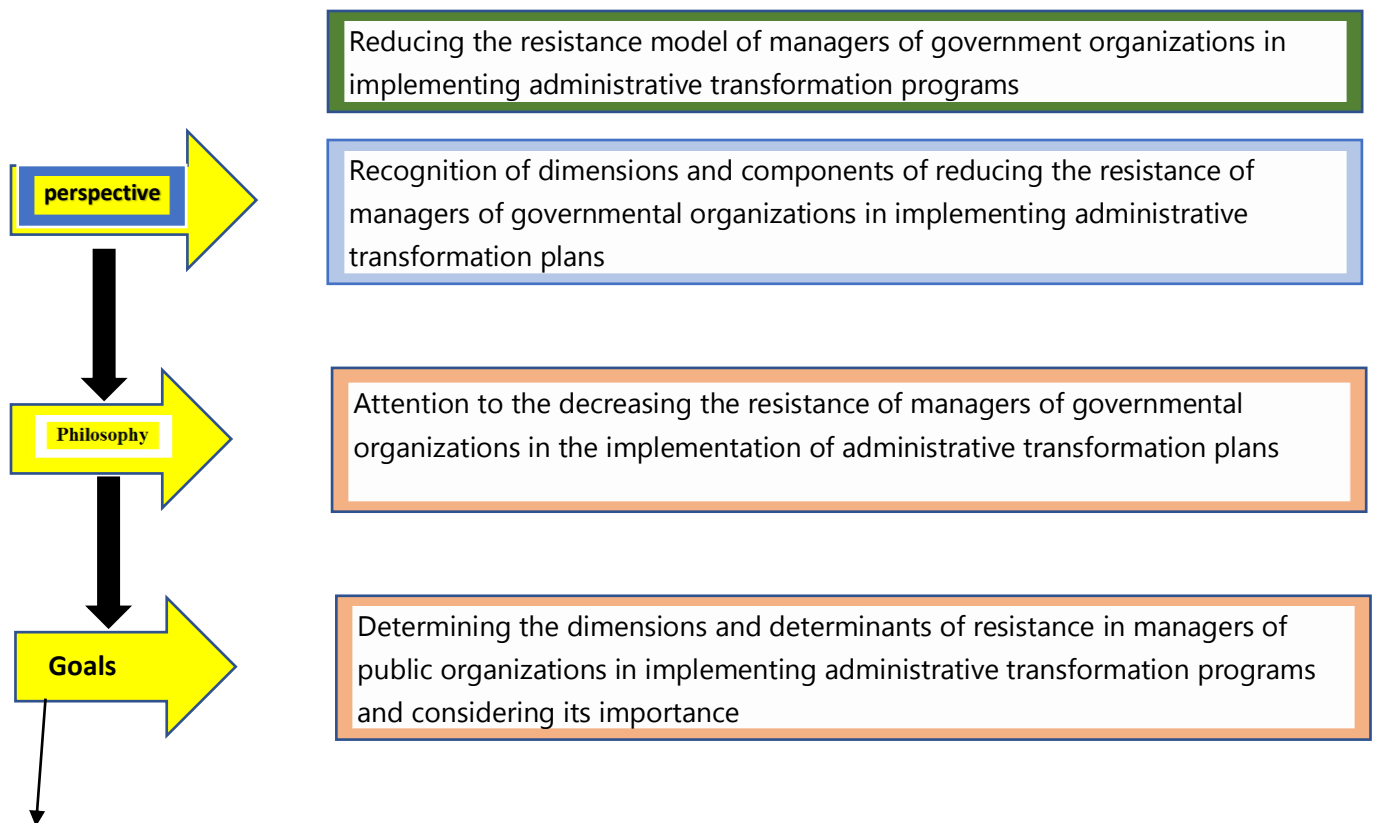
Selective coding: In Table 2 the results of selective coding are shown that at this stage of coding, 127 common codes which were classified in the form of 22 criteria or components or categories (not including the axial phenomenon), were placed in the subset of 10 dimensions or categories or factors.

**Table 2.** Selective Encoding Results

Row	Dimension or category (selective coding)	Component, criterion or concept (axial coding)
1	Necessity of transformation	Understanding the need for the transformation of the administrative system
2	Transformation team	How to choose the transformation team members
3		Competence of transformation team members
4		Lack of political work and independence of the transformation team
5	Transformation execution culture	Pragmatic administrative transformation team
6		How to implement the administrative transformation plan
7		General and organizational culture making
8	Facilities and rules	Hardware and Software Features
9		Organizational Rules and Regulations
10	Support and interaction	Spiritual and material support
11		Notification and interaction between managers and organs
12	Management System	Performance of management categories
13		Stability of managers and administrative transformation plan
14		Motivating managers and employees
15	Structure and Strategy	Structural Reforms
16		Transformation program in organizational strategies

17	Participation and assessment	Benchmarking and collaborative management
18		Evaluating Continuous Performance
19	Internal consequences	Organizational Health
20		Organizational development and progress
21		Organizational productivity
22	External Outcome	Public Satisfaction
23	phenomenon-centered reducing the resistance of managers in executing the administrative transformation	-

After the completion of the qualitative phase and identifying the dimensions, components and indicators of the model of reducing the resistance of the managers of governmental organizations in the administrative transformation plan, the paradigmatic model of the study is presented as following:



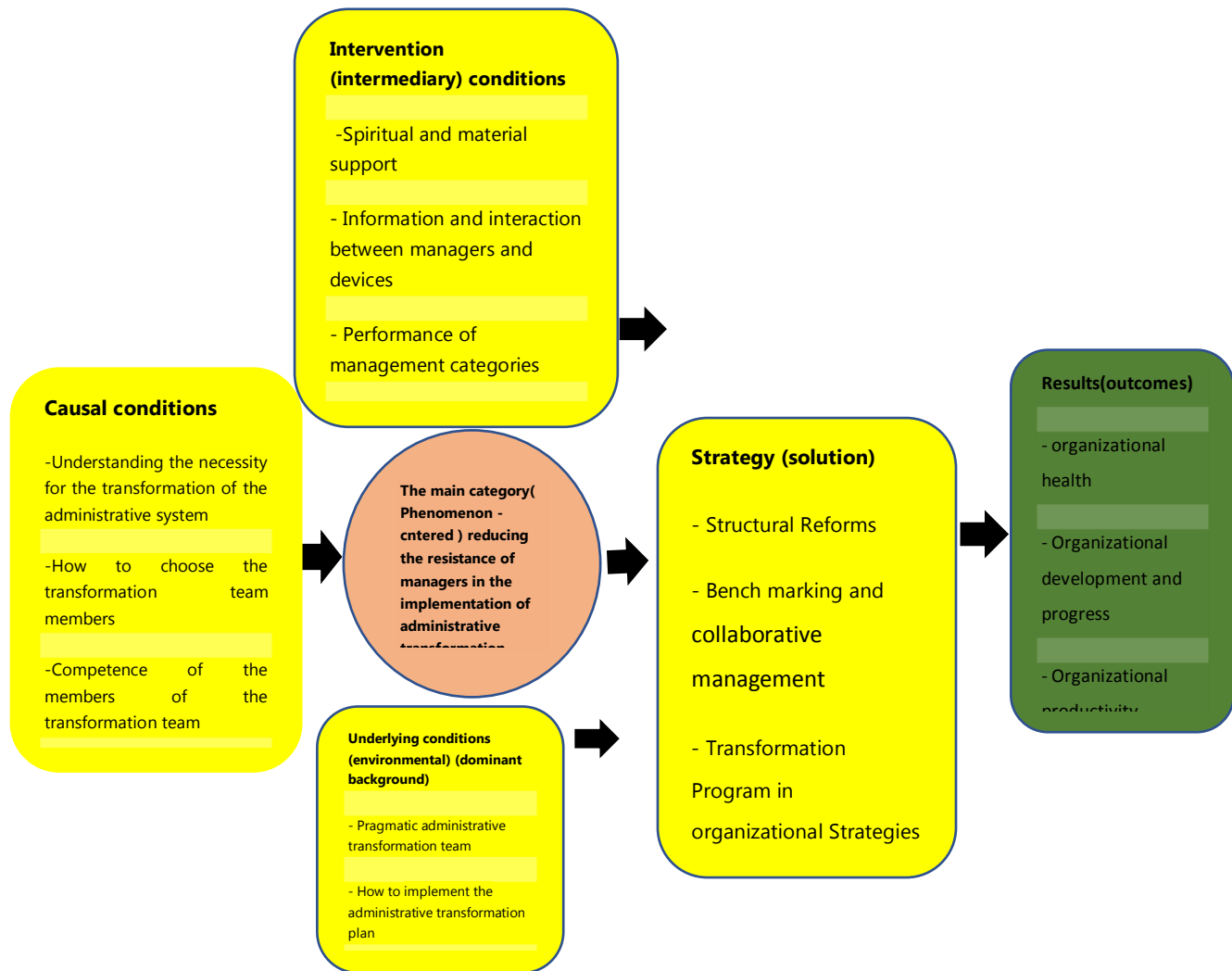


Figure 1. Paradigmatic Model of Study

## B. Quantitative Findings

Descriptive statistics: In descriptive study, 223 were male (77.97%) and 63 were female (22.03%) and 49 single (17.13%) and 237 were married (82.87%). In different age groups, 26 subjects were 30 years old and less than 30 (9.09%), 73 were 31 to 40 years old (25.52%), 126 were 41 to 50 years old (44.06%) and 61 (21.33%) were more than 50 years old. In the case of the education, 60 students were associate degree and less (20.98%), 135 were bachelors (47.20%) and 91 (31.82%) were masters and above. In the experience years, 21 people were 5 years of service and less (7.34%), 49 (17.13%), 69 (11-15 years) (24.13%) 83 persons between 16 and 20 years (29.02%) and 64 (22.38%) had more than 20 years of experience.

In order to measure the model, the study er-made questionnaire was distributed among 286 subjects after confirming the reliability and the data were analyzed by exploratory factor analysis and confirmatory method using SPSS and Smart PLS software.

To determine whether the number of data considered (sample size and relationship between variables) is appropriate for factor analysis. The Kaiser–Meier Fit Test and Bartlett test were used. The Kaiser–Meier Fit

test<sup>12</sup> is an indicator of sampling adequacy that checks the small correlation between the variables. The amount of KMO (sampling adequacy) for causal, contextual, interventional conditions, strategy and results was 0.840, 0.841, 0.839, 0.829 and 0.905, respectively, and the significance level of Bartlett coherence test was 0.0009. Therefore, in addition to sampling, the implementation of factor analysis based on the correlational matrix under study can be justified. According to the results of the extracted factors and the percentage of variance explained by the components of causal conditions, the special values of the four factors of the study were greater than 7 which collectively account for almost 55% of total variation, from which the special value of the first factor was 14.31, the second was equal to 13.60, the third was equal to 13.43 and the fourth factor was 13.43. For the components of the underlying conditions, the special values of five factors larger than 5 which collectively account for 54% of total variation, from which the special value of the first factor is 12.37, the second is equal to 11.56, the third has 10.49, the fourth is 10.17 and the fifth factor is 9.70. For the components of the interventional conditions, the special values of the five factors larger than 5 that collectively account for 54% of total variation, from which the special value of the first factor was 12.18, the second was 11.53, the third was equal to 11.36, the fourth was 10.52 and the fifth factor was 8.76. For leadership components, the special values of four factors larger than 8 that collectively account for 51% of total variations, from which the first factor was 14.17, the second was equal to 13.61, the third was equal to 12.23 and the fourth factor was 11.12. For the components of the results, the special values of four factors is larger than 5 that collectively accounts for 53% of total variations, from which the first factor's equity value was 14.17, the second was 13.61, the third was 12.85 and the fourth factor was 12.81. To investigate the study model, second-order confirmatory factor analysis is used and the results are presented in Table 3.

**Table 3.** The coefficient of main paths and the significant coefficient of the study model

The path between variables	Path coefficients	Statistic t	p-value	Result
<b>Causal conditions &gt; understanding the necessity of the transformation of the administrative system</b>	0.559	8.610	0.0009	Significant
<b>Causal Conditions &gt; competence of members of the transformation team</b>	0.742	20.889	0.0009	Significant
<b>Causal conditions &gt; lack of political work and independence of the transformation team</b>	0.745	20.583	0.0009	Significant
<b>Causal conditions &gt; how to choose members of the transformation team</b>	0.741	23.938	0.0009	Significant
<b>Underlying conditions &gt; hardware and software facilities</b>	0.398	3.965	0.0009	Significant
<b>Conditions &gt; organizational regulations</b>	0.258	2.769	0.0009	Significant
<b>Contextual conditions &gt; pragmatic administrative transformation team</b>	0.597	9.031	0.0009	Significant
<b>Contextual conditions &gt; general and organizational culture building</b>	0.837	42.608	0.0009	Significant
<b>Contextual Conditions &gt; how to implement the administrative transformation plan</b>	0.766	19.584	0.0009	Significant
<b>Interventional Conditions &gt; information and interaction between managers and devices</b>	0.655	11.775	0.0009	Significant
<b>Intervention Conditions &gt; motivation of managers and employees</b>	0.600	11.212	0.0009	Significant
<b>Interventional Conditions &gt; managers' stability and administrative transformation plan</b>	0.664	13.143	0.0009	Significant

<sup>12</sup>. KMO( Kaiser-Meyer-Olkin Measure of sampling Adequacy)

<sup>†</sup>Bartlets Test of sphericity

Intervention Conditions > material and spiritual support	550/0	321/8	0.0009	Significant
Intervention Conditions > management classes	0.712	15.661	0.0009	Significant
Strategy > continuous performance evaluation	0.699	17.704	0.0009	Significant
Strategy > structural reforms	0.540	6.851	0.0009	Significant
Strategy > organizational strategies transformation program	0.661	14.625	0.0009	Significant
Optimal > mining strategy and collaborative management	0.720	13.838	0.0009	Significant
Results > Organizational Productivity	0.855	48.243	0.0009	Significant
Results > organizational development and progress	0.813	38.344	0.0009	Significant
Results > public satisfaction	0.806	31.548	0.0009	Significant
Organizational health > results	0.550	9.490	0.0009	Significant

From the perspective of the samples, the results indicate that the paradigmatic model of reducing the resistance of the managers of governmental organizations in the administrative transformation plan has 22 components (concepts). Figures (2) and (3) show the study model in the state of standard and significant coefficients.

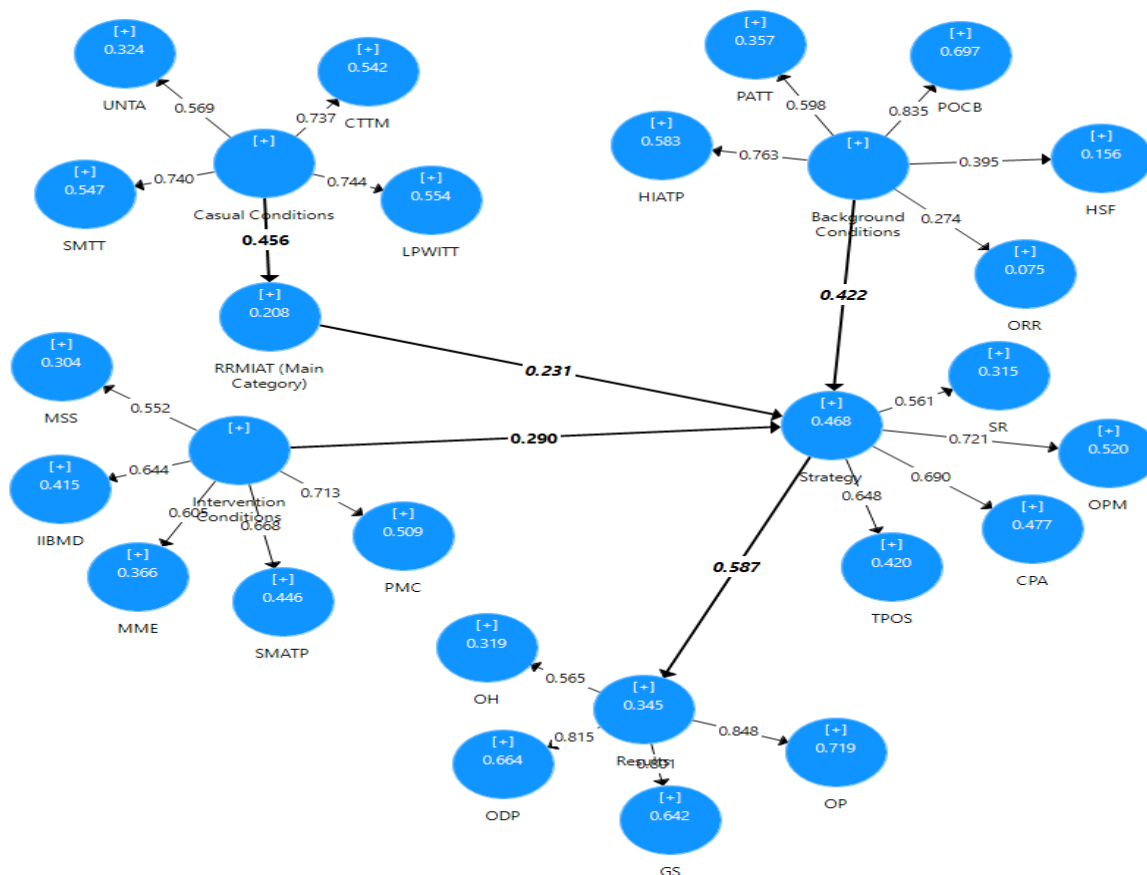


Figure 2. Main model in standard coefficient mode

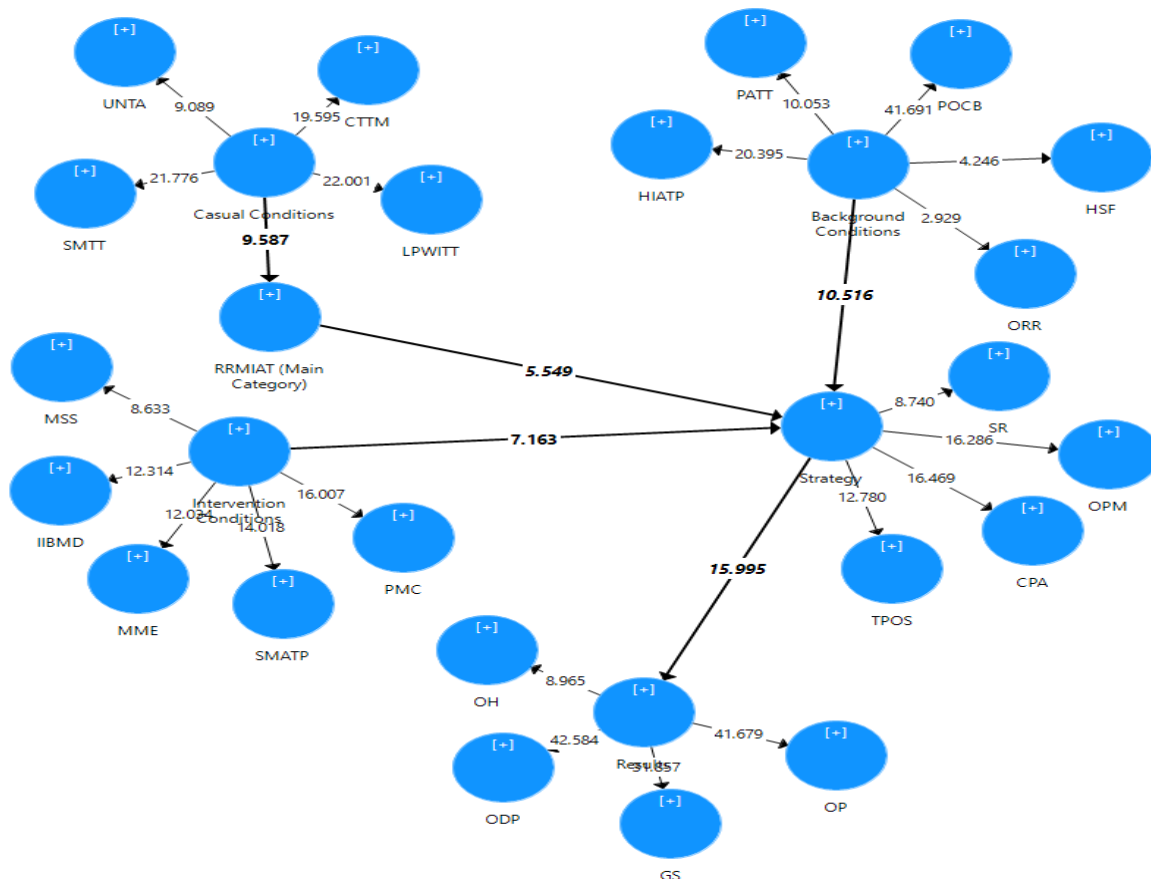


Figure 3. The main model in the case of significant coefficients

Data obtained from field study were implemented in SMART-PLS software and the following results were obtained.

Table 4. Path coefficient and significant coefficient of study model paths

Paths	Standard coefficients	T values	P-Value	Results
Causal conditions > reduction of managers' resistance in administrative transformation (main category)	456.0	587.9	0009.0	Significant
Reducing managers' resistance in administrative transformation (main category) > strategy	231.0	549.5	0009.0	Significant
underlying conditions > strategy	422.0	516.10	0009.0	Significant
intervention conditions > strategy	290.0	163.7	0009.0	Significant
Strategy > results	587.0	995.15	0009.0	Significant

Functional prioritization of model components using the mean scores obtained in Friedman test is as follows:

In the paradigmatic model, the highest priority in terms of performance was related to the main category variable with an average rank of 3.87, the second was related to the results with an average rank of 3.78, the third was related to causal conditions with an average rank of 3.49, the fourth priority related to strategy with an average rank of 3.39, the fifth was related to intervention conditions with an average rank

of 3.28 and the lowest in terms of performance was related to contextual conditions with an average rank of 3.18.

In the causal conditions, in terms of performance the highest priority was related to the competency of the members of the transformation team with the mean rank of 71.2 and the lowest priority was related to the lack of political work and the independence of the transformation team with an average rank of 1.98. In contextual conditions, the highest priority in terms of performance was related to the implementation of the administrative transformation plan with the mean rank of 3.23 and the lowest priority in terms of performance was related to the pragmatic of administrative transformation with an average rank of 2.30. In the components of the interventional conditions, the highest priority in terms of performance was related to the stability of managers and the administrative transformation plan with the mean rank of 3.31 and the lowest priority in terms of performance was related to the motivation of managers and employees with an average rank of 2.75. In the strategic components, the highest priority in terms of performance was related to mining and collaborative management with an average rank of 2.61 and the lowest priority in terms of performance was related to structural reforms with an average rank of 2.39. In the components of the results, the highest functional priority was related to organizational health with an average rank of 69.2 and the lowest priority in terms of performance was related to organizational productivity with an average rank of 2.35.

### Step 3 - Findings in the prioritization section

In the priority section, based on matrix questionnaire and responses of 35 experts, components of the model of reducing resistance of government organizations managers in the administrative transformation plan were ranked.

**Table 5.** Components of the model of reducing resistance of managers of public organizations in the administrative transformation plan

Main components	The final weight	Priority
<b>Causal conditions</b>	160.0	Third
<b>Background conditions</b>	074.0	fourth
<b>Intervention conditions</b>	065.0	Fifth
<b>Strategy (solution)</b>	255.0	Second
<b>Results (consequences)</b>	445.0	First

According to table 9, from the experts' point of view: results (outcome) with final weight vector "0.445", strategy with final weight vector "0.255", causal conditions with final weight vector "0.160", context conditions with final weight vector "0.074" and intervention conditions with final weight vector "0.065", respectively were prioritized components of reducing resistance of government organizations managers in the administrative transformation plan. Since the incompatibility rate of the total model is 0.05, these components are compatible and reliable.

Prioritizing the components of each dimension separately: its ranking based on the average of experts' answers in the following table is calculated separately as follows:

**Table 6.** Prioritizing the components of the model, separately

Sign	Parameters of causal conditions	Weight	Priority	Sign	Parameters of intervention conditions	Weight	Priority
CC1	Understanding the need for the transformation of the administrative system	0/349	First	IC1	Spiritual and material support	184.0	Third
CC2	How to choose the transformation team members	0/264	Second	IC2	Information and interaction between	206.0	Second

CC3	Competence of Transformation Team Members	0/238	Third	IC3	Performance management categories	411.0	First	managers and devices
CC4	Lack of political work and independence of the transformation team	149.0	Fourth	IC4	Stability of managers and administrative transformation plan	104.0	Fourth	
Sign	Parameters of the underlying conditions	Weight	Priority	IC5	Motivational managers and employees	095.0	Fifth	
BC1	Pragmatic administrative transformation team	114.0	Fourth	Sign	Component strategies	weight	Priority	
BC2	How to implement the administrative transformation plan	146.0	Third	Strategy1	Structural reforms	168.0	Third	
BC3	General and organizational culture making	084.0	Fifth	Strategy2	Transformation program in organizational strategies	523.0	First	
BC4	Hardware and software facilities	327.0	Second	Strategy3	Bench marking and collaborative management	178.0	Second	
BC5	Organizational rules and regulations	330.0	First	Strategy4	Evaluating continuous performance	131.0	Fourth	
				Sign	Components of consequences	Weight	Priority	
				Results1	Organizational health	155.0	Third	
				Results2	Organizational development	148.0	Fourth	
				Results3	Organizational productivity	375.0	First	
				Results4	Public satisfaction	323.0	Second	

#### 4. Discussion

The present study seeks to identify, quantify, and prioritize the components of reducing resistance of government agencies managers in the administrative transformation plan and the study questions were answered using qualitative and quantitative methods. According to the results of the qualitative section, the paradigmatic model of the study includes sixteen dimensions and according to the results of the quantitative section, the components of causal conditions (understanding the necessity of the administrative system transformation) (path coefficient 0.559, t-values 8.610 and p-value 0.0009). Method of selection of transition team members (0.741, 23.938 and 0.0009), competence of transformation team members (0.742, 20.899 and 0.0009) and lack of political work and independence of the transformation team (0.745, 20.583 and 0.0009), contextual conditions (pragmatic administrative transformation team)(0.597), 9.031 and 0.0009), how to implement the administrative transformation plan (0.766, 19.584 and 0.0009), general and organizational culture making (0.837, 42.608 and 0.0009), hardware and software facilities



(0.398, 3.965 and 0.0009) and regulations and organizational factors (0.258, 2.769, and 0.0009), interventional conditions (material and spiritual supports)(0.550, 8.321, and 0.0009), information and interaction between managers and organizations (0.655, 11.775, and 0.0009), performance of management categories (0.712, 15.661, etc.) 0.0009), managers' stability and administrative transformation plan (0.664, 13.143, and 0.0009) and motivation of managers and employees (0.60, 11.212 and 0.0009), strategy (structural reforms)(0.54, 6.851 and 0.0009), program changes in organizational strategies (0.661, 14.625, and 0.0009), optimizing and collaborative management (0.72, 13.838, and 0.0009) and evaluating continuous performance (0.699, 17.704, and 0.0009) and outcomes (organizational health) organizational development and progress (0.813, 38.344, and 0.0009), organizational productivity (0.855, 48.243, and 0.0009) and general satisfaction (0.806, 31.548, and 0.0009)(a) explain the model of reducing the resistance of the managers of governmental organizations in implementing administrative transformation plans.

According to the results of study by Salari (1400) and about the relationship between resistance to change and organizational performance of employees, there is a significant negative relationship between resistance to change and organizational performance of employees. The "organizational productivity" component explained the components of the "outcome" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the component mentioned in the model are consistent with the results of the study by Salari (1400). The results of Yazdipour and Sabooni (1400) and the relationship between organizational change with organizational communication and staff changeability showed that the components of intra-unit communication (communication, coordination, participation) were effective in improving employees' reaction. The components of "information and interaction between managers and devices" explain the components of "intervention conditions" in the paradigmatic model of the present study. Therefore, the results obtained from the explanation of the mentioned component in the model are consistent with the results of Yazdipour and Soap (1400). The results of Deyhim, Ghorbani, Zendehtdel and Akbari (1400) and about organizational transformation model in government service organizations, showed that organizational transformation model includes dimensions of mission, leadership style, human capital, organizational communication, organizational structure, information technology and reward system. The components of "informing and interaction between managers and devices" explain the components of "intervention conditions" and "structural reforms" explain the components of "strategies" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory components mentioned in the pattern are consistent with the results of the study of Deyhim, Ghorbani, Zendehtdel and Akbari (1400). Kianfar and Driss (1400) in their study on strategic leadership for organizational transformation and employee engagement (participation-interaction), stated that external environment and organizational change affect the relationship between strategic leadership and organizational performance. The "organizational productivity" component explained the components of the "outcome" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the component mentioned in the model are consistent with the results of the study of Kiyanfar and Driss(1400). Rezazadeh (1396) in his study on the management of change and development of improvement and development strategies in governmental organizations emphasized the positive impact of change and transformation in line with organizational development. The component of "organizational development and progress" explains the components of the "outcome" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the mentioned component in the model are consistent with the results of the study of Rezazadeh (1396). Barani et al. (1396) in their study about the barriers to the change of the administrative system with regard to organizational culture, emphasize on administrative culture as the context of the changes finding its effect significant. The components of "general and organizational culture-making" explain the components of "contextual conditions" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the mentioned component in the model are consistent with the results of Barani et al. (6 139). The findings of

Hadavinejad and Ramezani (1395) and regarding behavioral resistance to organizational change, showed that perceived injustice, weakness of performance appraisal systems, encouragement and punishment, selection and placement system, weakness in monitoring performance, lack of perceived organizational support, weakness of performance evaluation systems, encouraging and punishing and informing were important factors.

The components of "competency of transformation team members" and "how to select the members of the transformation team" explain the components of "causal conditions", "material and spiritual supports" and "motivating managers and employees" explain the components of "intervention conditions", "evaluating continuous performance" explain the components of "strategies" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory components in the pattern are consistent with the results of Hadavinejad and Ramezani (1395). Saboori and Saboori (1395) in his study on the causes of employees' resistance to organizational change and transformation, the successful implementation of the change program in the organization depends on changing the attitude of the employees and their psychological readiness to accept and support changes. The component of "general and organizational culture-building" explains the components of "contextual conditions" and the component of "material and spiritual supports", explaining the components of "interventional conditions" in the paradigmatic model of the present study. Therefore, the result is obtained the explanatory of the mentioned components in the model is consistent with the results of the study of Saboori and Saboori (1395). The findings of Hadavinejad and Safikhani (1395) on exploring the phenomenon of resistance to change showed that six categories of individual, occupational, group, managerial, organizational and environmental factors have an effect on resistance to change in this organization. The components of "managerial stability and administrative transformation plan" explain the components of "interventional conditions" in the paradigmatic model of the present study. Therefore, the results obtained from the explanation of the mentioned component in the pattern the results of Hadavinejad and Safikhani (1395) are consistent and coherent. In the study of Nasehifar et al. (2015) and about changes in Iranian organizations, the study ers emphasized that the organization should analyze the current situation and explore the successful experiences of other organizations, and implement successful and sustainable changes. The component of "optimization and collaborative management" explains the components of "strategies" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the mentioned component the model is consistent with the results of the study by Nasehifar et al. (2015). The results in Farahani et al. study (1394) on the relationship between the dimensions of collaborative management and resistance to change showed that there is a negative and inverse relationship between collaborative management and resistance to change in the authorities. The components of "optimization and collaborative management" explain the components of "strategies" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the mentioned component in the model, Farahani et al. (4 139) is in agreement with the results of the study. The results of Soleimani and Sharifi's study (2014) on the effective causes of individual resistance to organizational change showed that there is a negative relationship between collaborative management and resistance to change, and awareness and trust of employees to change conditions causes their resistance to change less. The components of "managers and employees' motivation" and "information and interaction between managers and devices" explain the components of "intervention conditions" and "optimization and collaborative management" explain the components of "strategies" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory components mentioned in the model are consistent with the results of Soleimani and Sharifi's study (2014).

The results of the study by Eftekhari et al. (2014) and about the factors affecting the resistance to change with change management strategies showed that change management strategies have a significant effect on resistance to change. The components of the "Transformation Plan in Organizational Strategies" explain the components of the "strategies" in the paradigmatic model of the present study. Therefore, the results

obtained from the explanatory of the mentioned component in the model are consistent with the results of Eftekhari et al. (2014). Hamidianpour et al. (1393) In their study on the factors affecting the resistance to change, they referred to organizational factors such as organizational culture and climate, managers' support. The components of "general and organizational culture-building" explain the components of "underlying conditions" and the component of "material and spiritual support", "motivation of managers and employees" explain the components of "interventional conditions" in the paradigmatic model of the present study. Therefore, the results obtained from explanatory The components mentioned in the model are consistent with the results of the study of Hamidianpour et al. (3 139). The results of Ork and Darvishpour (1388) and about effective strategies to reduce resistance to change showed that paying attention to emotions and feelings, consulting with them, trusting employees and empowering them to reduce their resistance to change. The components of "lack of political work and independence of the transformation team" explain the components of "causal conditions" and the component of "optimization and collaborative management" explain the components of "strategies" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory components mentioned in the model are consistent with the results of Ork and Darvishpour (1388). Final results of Alkoda, Carballo-Panella and Roseau-Sanmartin (2022) And in the case of efficient human resource management practices and readiness for change and transformation, readiness for change has a positive relationship with individual employee performance. The "organizational productivity" component explained the components of the "outcome" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the mentioned component in the model are consistent with the results of Alkoda, Carballo-Penela and Roseau-Sanmartin (2022). The findings of the study by Li, Sun, Tao, and Li (2021) and on employee coping with organizational change, suggest that transparent internal communication can help encourage problem-oriented controlled confrontation, reduce uncertainty, and strengthen employee-organization relationships during organizational change. The components of "information and interaction between managers and devices" explain the components of the "intervention conditions" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the mentioned component in the model are consistent with the results of the study of Li, Sun, Tao and Li (2021). The results of Weddell and Kokshagina (2021) and regarding organizational changes of companies to achieve exploratory strategies, It showed that different organizational structures of companies affect their compatibility with exploratory results. The component of "structural reforms" explains the components of "strategies" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the mentioned component in the model are consistent with the results of Vedell and Kokshagina (2021). The findings of Alfs et al.'s (2019) study, and on the perceived strength of the human resource system and employees' responses to change, showed that adapting to organizational change has a positive relationship with supportive behavior and employee change. The components of "material and spiritual support" explain the components of "intervention conditions" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the mentioned component in the model are consistent with the results of Alfes et al.'s (2019) study. The results of Vander Vout (2014) and on the characteristics of change management in public organization and the organizational bureaucratic structure showed that bureaucratic organizations may optimally implement organizational change with both emerging and planned change methods. The structural modification component explains the components of "strategies" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory component mentioned in the model are consistent with the results of Vander Vout (2014). The findings of Klantis et al.'s (2014) study, and on job characteristics during an organizational change showed that factors such as monitoring support, trust in management, and keeping fit contribute to understanding changes in the organization. The components of "material and spiritual support" explain the components of the "interventional conditions" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory of the mentioned component in the pattern are consistent with the results of the study

of Klantis et al. (2014). The results of the study of Bohn and Williams (2012) on resisting organizational change showed that factors such as lack of motivation, poor communication and information exchange are effective in employees' resistance to organizational change. "Managers' and employees' motivation" and "information and interaction between managers and devices" explain the components of "interventional conditions" in the paradigmatic model of the present study. Therefore, the results obtained from the explanatory components in the pattern are consistent with the results of Bohn and Williams (2012). Based on the data obtained and based on the results of the study questions, suggestions are presented as follows:

A. Strengthening causal conditions: The seriousness and sensitivity of the administrative system body and managers of organizations to the programs of administrative transformation. Not getting used to the current situation and desire to change the status quo. Selection of leadership team members based on expertise and capabilities and not based on organizational position. Determining the members of the leadership team and implementing the administrative transformation plan based on specific structure and guidelines. Determining the members of each subset of the administrative transformation plan based on a codified approach. Meritocracy in selecting people for the administrative transformation team of the organization. Selecting people based on their capabilities and expertise to be members of the transformation program. Responsibility of the team members of administrative transformation plans to implement it. Using efficient managers in the body of the organization and in different units. Not changing the members of the administrative transformation plan with the change of government within four or eight years. Lack of political view of the management development committee in making decisions about administrative transformation plans. Independence of the Management Development Committee in selecting members of administrative transformation teams and recommending from provincial authorities.

B. Strengthening environmental conditions: Operational action to move toward the perspective and vision defined for the transformation of the administrative system. Having strong and operational will by upstream institutions to implement the administrative transformation plan. Implementation of administrative transformation plans based on the attitude of the head of the transformation committee rather than on the objectives. Reasonable timing for the conditions required to implement some administrative transformation plans. Utilizing appropriate information resources to implement the administrative transformation plan. Teamwork and the formation of a leadership coalition for change and transformation, due to the culture of individualism. Demonstrate the positive results of the programs implemented for the development of culture among the people. Justifying old forces for lack of resistance to implement administrative transformation plans. Orientation to youth and using young forces alongside experienced managers. Using powerful and talented managers who have the power of contemplation, leadership, communication, etc. Providing economic, political and cultural conditions for the precise implementation of administrative transformation programs as much as possible. Accurate and codified guidelines for implementation of the administrative transformation program. Existence of an executive plan and appropriate work instructions in line with the overall outlook of the organization.

C. Strengthening the intervention conditions: Providing material and moral support to employees of successful organizations in implementing administrative transformation programs. The possibility of creativity in organizations due to surveys from provinces and not to announce transformation programs from the center. Continuous dialogue with middle managers of the country and senior managers of provinces and the body of the administrative system in organizations. Coordinating the managers of the organization with committees of transformation in implementing plans and making decisions. Effective and efficient internal and external communication with upstream and peer organizations. Guidance and control of various administrative transformation plans by management development committees. Managers are role models for employees in believing in the implementation of the goals of the administrative transformation system. Lack of fear of the probable consequences of creating organizational change and implementing administrative transformation plans. Separating the experience time of middle and operational managers from the life of execution and follow-up of administrative transformation plans. Belief in managerial

stability, lack of displacement and constant changing of managers and employees. Describing and recounting the progress and success in implementing the transformation plan to encourage managers and employees. Not varnishing of martyr Rajae festival and the real privileges assigned to organizations. Touching positive consequences and rewards for the organization and successful employees in implementing administrative transformation plans.

D. Strengthening strategy: Reducing government tenure by handing over to the private sector in non-governmental activities. Adaptability and alignment of administrative transformation plans with the realities in the administrative system. Updating administrative transformation plans according to the existing conditions of each organization. Benchmarking to apply the successful experience of other organizations in the implementation of administrative transformation program. Implementation of provinces' mere presence and willingness to participate in co-management in formulating the objectives of administrative transformation plans. Laying the groundwork for expressing the views of the powerful forces in provinces in the formulation of administrative transformation plans. Accurate scheduling and tracking and reporting of actions taken by different organizations. Follow-up by upstream organs and reporting from subsidiaries to require them to implement administrative transformation programs. Balance between the promotion of managers to higher positions and their performance in the implementation of administrative transformation.

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