Providing a Model of Government Policy for Technical and Vocational Training Organization

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Abstract

Purpose: This study was done to provide a model for implementing dimensions and components of government policies for technical and vocational training organization of Iran.

Methodology: This survey was an applied and exploratory study with a mixed design (qualitative-quantitative). Statistical population of the study included all managers and experts of technical and vocational training organization in Iran from which 280 people were selected by simple random sampling method. Content analysis and documentary studies were used for data collection. Then, Delphi method was used to extract the best components and indicators. Finally, the data were collected and evaluated using a researcher-made questionnaire. In addition to descriptive methods, confirmatory factor analysis was applied to identify key factors in specifying indicators using SPSS software version 22 and smart PLS software.

Findings: The results indicated that successful factors of vocational technical policies including policy implementers, policy-makers, target community, and environment had a good fit.

Conclusion: The clearer the technical and vocational policies and the more enforceable they are, the less the problems they will face in practice and in real environment.

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1. Introduction

Chiefs are among the best and significant components of any association and their choices lead to progression or disappointment of associations. Consequently, their arrangements are exceptionally unequivocal and compelling. Public policy is referred to the existence of a process or set of government activities and decisions designed to address a public issue. Public policy-making is to some extent an arising discipline in the sciences identified with organization of country. It is the cycle by which an issue is distinguished in public field, inspected in a unique framework, and a response is embraced and executed. The existence of this cycle has been associated with rise of governments, but since 4,305 AD, following investigations by Al-Sol Weller, it became scientific and from the second half of the 20th century, it entered field of contemporary political science first in the United States and then in Western Europe, with features distinguishing it from other decision-making processes. Amongst the other matters, it has a forward-looking, dynamic, and governmental approach, and the effective presence of political prestige is evident in it (WU, et al, 2017).

A policy is an overall arrangement that is followed as a manual for activity of chiefs and decides how arrangement is carried out for association's leaders; simultaneously, it is a successful means for controlling tasks (Huang, et al., 2017). Policies allow managers to relinquish authority and yet exercise control over what their subordinates do. Policies exist at all levels of organization, from general policies to the major policies of a department and small policies implemented in the smallest unit of an organization (Spyridaki, 2016). Implementation of policy as one of the main stages of public policy has been considered by researchers from the 1970s onwards (Costa, 2016).

Numerous studies have evaluated obstacles and factors influencing policy in governmental organizations, but no comprehensive study has been conducted on implementation of policy in technical and vocational organization of Iran yet. Accordingly, this study was done to establish a model while identifying and ranking components and dimensions involved in implementation of public policies in technical and vocational organization. Therefore, the main questions of the research are as follows. 1. What is pattern of effective implementation of public policies in technical and vocational organization? 2. What are dimensions and components of effective implementation of public policies in technical and vocational organization?

Rangriz, et al (2015) in a study entitled as "Barriers to Implementation of Public Policies in Governmental Organizations Using Meta-Synthesis Method" introduced indicators of inappropriate interaction between management and implementation, lack of appropriate theoretical basis for policy, poor information technology, personal characteristics of executors, improper implementation tools, inadequate monitoring system, and inadequate coordination in implementation as the most important factors, respectively. In a study in 2018, Salajegheh, et al, evaluated the role of learning organizations in development of governmental organizations' policy (case study of Shahreza Municipality) and according to the results of one-on-one test showed that organizational policy was not at the desired level.

Peykani (2016) studied a model for effective implementation of public policies in the Ministry of Economic Affairs and Finance (case study: Customs of the Islamic Republic of Iran) and stated that nature of policies was different from each other. Implementing some programs can be very simple, while we may face with many problems for other programs. Abbasi, et al (2016) in a study entitled as "Barriers to Implementation of Public Policies in Governmental Organizations" showed that conceptual model of the research was compatible with the collected data and the problems related to policy-makers, implementers, and users, nature of the policy, implementing organization, types of actions and pressure groups and environment with implementation of policies in the Ministry of Cooperatives, Labor, and Social Welfare. In other words, all research hypotheses were confirmed.

Hajipour, et al (2015) investigated design of pathology model of public policy implementation in Iran and stated that disadvantages of public policy implementation is that the proposed model is comprehensive and action-based, which simultaneously has paid attention to many effective components on unsuccessful

implementation of public policy and provided a full picture regarding challenges of context and context of public policy, the general policy ,and challenges of implementation of the public policy and finally, presented consequences of its unsuccessful implementation . Asadollahi, et al (2014) in a study entitled as "The Relationship between Knowledge Management Structure and Learning Organization from Perspective of Physical Education Experts" demonstrated the need to pay more attention to concepts of knowledge management structure and learning organization by training managers and employees , setting up a knowledge base to record their skills, and holding training courses appropriate for staff to understand structure of their responsibilities and roles in management of affairs and recommended that the country's sports organizations should use the above items more than before. This study was in line with the research by Matlay (2005) and Van der velde, Jansen, & Anderson (2004).

Kuratko (2005) stated that policies are dynamic and cannot be considered as the fixed frameworks. Policies are modified or amended by performance of actors who have different assumptions from those of policy-makers, and in some cases, they inevitably change (2016). Lane argued that performance theories have so far sought to find a model for structuring execution process as; the policies that are set are unlikely to succeed. This has led to controversy between those who believe in control, planning, and hierarchy, and those who believe in spontaneity, learning, and adaptation as problem-solving techniques (Lane, Ersson, 2015).

2. Methodology

This survey was a descriptive, applied, and exploratory study with a mixed design (qualitative-quantitative). Statistical population of the study included all managers and experts of technical and vocational training organization in Iran. Among them, 280 people were selected by simple random sampling method. Content analysis and documentary studies were used in data collection. Then, the Delphi method was used to extract the best components and indicators and finally, using a researcher-made questionnaire, the data were collected and assessed.

This developmental structural exploratory qualitative-quantitative research was conducted in the field based on the Delphi method. The present research was done in three stages: the first stage was related to content analysis of the research topic, the second stage was related to the Delphi technique using 15 experts, and the third stage was related to testing the identified indicators. In the first stage of the research, most of books, papers, and sources available in print and electronic libraries in the literature were analyzed. The tools for gathering information and data were notes that were used to record categories, dimensions, and components of public policy implementation. In the second stage, the Delphi panel was selected using a completely random sampling method. Delphi panel included the selected managers who had at least 30 years of age, master's degree, and at least 3 years of management experience in technical and vocational organization.

Therefore, they were selected from technical and vocational organizations (20 people) and among technical and vocational experts (25 people) who had at least one of these two characteristics and were familiar with policies of managers in in-service courses and the issue of public policy implementation. They had more than 3 years of experience in implementing technical and vocational policies. The data collection tool in the second stage of the research was a closed-ended questionnaire. First, a researcher-made questionnaire with 100 indicators was designed resulting from theoretical studies, review of the literature on public policy implementation, and opinions of the Center of Experts, and made available to experts. In this study, for evaluating degree of coordination between content of measurement tool and purpose of the research, the method of quantitative content validity assessment was used. The number of specialists participating in the present study was equal to 45 people consisting of managers and specialists of the organization. All questions were surveyed and the total content validity ratio (CVR) was equal to 0.55. Validity of the data collection tool was verified. According to technical structure of the technical and vocational training organization, the number of staff and executive managers was equal to 620 people,

among which 280 people were selected for sample size according to Cochran's formula. SPSS software version 21 was used to analyze the research data.

3. Findings

In the present study, because each of components can act as an indicator of public policy implementation, the third-order factor analysis was performed and the research model was tested by assessing path coefficients (factor loadings) and factor analysis. Table 8 shows qualitative model of effective implementation of public policies in the technical and vocational training organization of the Islamic Republic of Iran. Factor Analysis of Managers' Opinions about Components of Public Policy: Factor analysis was used to investigate key factors involved in implementation of the policy in the technical and vocational training organization. Factor analysis is an analytical method due to its strength, subtlety, and proximity to core of scientific goal (Karlinger, 1986, translated by Pasha Sharifi and Najafi Zand, 1997). The main purpose of this method is identifying underlying factors of the variables. In this regard, common denominator of variables is identified according to common variance and then, is named by the researcher. Despite the ability of this method to analyze data, it is not possible to use it in any situation.

Qualified data are used for factor analysis. For this purpose, Bartletts' test is applied with Kaiser-Meyer-Olkin (KMO) coefficient. If the value of KMO is higher than 0.5, factor analysis can be used with confidence. This coefficient was equal to 0.763 in the present study, which is a good figure, and Bartletts' test result was also significant at 99% significance level (sig = …). After ensuring about suitability of the data for factor analysis, Varimax rotation was used to achieve significant factors. The number of factors is predetermined based on specific values. The extracted factors are listed in Table (1). These factors together explained 70.357% of the variance related to components of the organization's public policy.

Table1. Number of the extracted factors along with special values, percentage of variance, and cumulative percentage

N	Factor	Special value	Percentage of variance of eigenvalue	The cumulative percentage
1	Policy implementers	27.121	22.433	22.433
2	Policy-makers	34.130	17.705	40.138
3	Policy of the target community	50.111	15.550	55.683
4	Environment	70.370	14.669	70.357

Factor 1: Policy Implementers: As shown in Table (2), this factor alone explains 22.433% of the total variance, in other words, 22.433% of the public policy components of technical and vocational training organization was related to attitude of implementers of the policy. This factor includes 7 basic indicators including having organizational identity and loyalty to policy goals, alignment and interaction with other units of the organization to implement the policy, having education and useful experience in implementing the policy, and so on.

Factor 2: Policy–makers: As depicted in Table (1), this factor alone determines 17.705% of the total variance, or more simply, 17.705% of the public policy components of technical and vocational training organization was related to the policies. This factor itself includes 4 basic variables of the number of target groups influenced by the policy, inviting senior officials of implementing agencies while formulating the policy, specifying the type used to implement the policy for implementers, and so on. Undoubtedly, the policy in the organization needs capable managers and experts in this regard.

Factor 3: Target Community of the Policy: According to Table (1), this factor alone explains 15.550% of the variance, in other words, 15.550% of components of the public policy in technical and vocational training organization was related to the policy. An individualistic man sees himself as center of the world and

measures everything according to his interests and self-perceptions, and basically, his response to the environment is an internal reaction to low utilization (Hosted and Bond, 1984). This factor itself consists of 7 basic variables including the amount of change required by the target community of the policy and so on.

Table2. Factors and constituent variables and the amount of factor loadings obtained from the rotated matrix

Factor	Component	Indicators	Factor loading
Policy implementers	Cognitive capacity and acceptance	Having organizational identity and loyalty to policy goals	0.580
		Alignment and interaction with other units of the organization to implement the policy	0.538
		Having useful education and experience in implementing the policy	0.595
		Ability to understand the formulated policy	0.618
		Having the necessary capacity to organize affairs and implement policies	0.758
		Being creative while facing with unforeseen issues during performance	0.731
		Ability to deal effectively with continuous and unpredictable environmental changes	0.879
Policy-makers	Policy tool	A strong argumentative basis of the policy	0.822
		Inviting senior officials of executive bodies while drafting the policy	0555
		Specifying the type used to implement the policy for executors	0655
		Providing the mixed tools for policy implementation (subsidies and exemptions)	0.525
Target communitys' policy	Extent, diversity, comprehensiveness and transparency	Number of policy groups influenced by the policy	0.662
		The amount of change required by target community of the policy	0.656
		Diversity of the target community in terms of economic status	0.890
		Diversity of the target community in terms of quality of life	0.525
		Diversity of the target community in terms of degree of acceptance of systems' legitimacy	0.565
		Diversity of the target community in terms of awareness of citizenship rights	0.712
		Diversity of the target community in terms of desire for social participation	0.855
Policy environment	Economic, social, cultural and technical factors	Ability to restructure implementing organization in line with policy objectives	0.567
		Legitimacy of political system	0.666

	Multi-product economy and avoiding relying on one source of income	0.615
	Respect for rights of the others in social behaviors	0.664
	Level of public access to the Internet	0701

Factor 4: Policy Environment: Social and Traditional Tendencies: As shown in Table (2), this factor alone explains 14.669% of the total variance, in other words, 14.669% of components of public policy of the technical and vocational training organization and the existence of traditional tendencies was related to the public policy. This factor includes 5 basic variables, such as the ability to restructure executive organization in line with policy goals, legitimacy of the political system, multi-product economy and avoidance of reliance on one source of income, etc. This factor is highly in line with the Durkheim's view and it faces with fundamental challenges.

Investigating Opinions of Experts and Managers about Components of Public Policy: Based on Table (3), having organizational identity and loyalty to the policy objectives (average rating 4.37 and CV = 0.18) was the most important indicator in the public policy of the technical and vocational training organization. This result is consistent with the results of the study by Julien, May, and Burby (2016), who considered organizational identity and loyalty as the most important barriers in the organization. Findings showed that diversity of the target community in terms of acceptance of the systems' legitimacy is in the second priority (average rating 4.33 and CV = 0.82). Diversity of the target community in terms of awareness of citizenship rights and desire for social participation are variables that are in the next priorities. Logic and collective practice are fixed principles of policy. As demonstrated in Table (1), respect for rights of the others in social behaviors in the country (average rating 3.52 and CV = 0.33) and providing the mixed tools for policy implementation (subsidies and exemptions) (average rating 3.14 and CV= 0.34) had the lowest priority in this regard, meaning that the study population gives less priority to these two factors.

Table3. Reviewing opinions of experts and managers

Indicators	M	SD	Coefficeint of change	Priority
Having organizational identity and loyalty to policy goals	4.37	0.79	0.18	1
Diversity of the target community in terms of degree of acceptance of the systems' legitimacy	4.33	0.82	0.19	2
Diversity of the target community in terms of awareness of citizenship rights	4.06	0.80	0.20	3
Diversity of the target community in terms of desire for social participation	4.17	0.90	0.22	4
Alignment and interaction with other units of the organization to implement the policy	4.12	0.92	0.22	5
Being creative while facing with unforeseen issues during performance	3.90	0.87	0.22	6
Ability to deal effectively with continuous and unpredictable environmental changes	3.83	0.84	0.22	7
Having useful education and experience in implementing the policy	4.23	0.93	0.23	8

Ability to understand the formulated policy	4.09	0.95	0.23	9
Having the necessary capacity to organize affairs and implement policies	4.07	0.94	0.23	10
Providing the mixed tools for policy implementation (subsidies and exemptions)	4.01	0.95	0.24	11
Number of policy groups influenced by the policy	3.72	0.90	0.24	12
The amount of change required by the target community of the policy	4.07	1.02	0.25	13
Diversity of the target community in terms of economic status	4.06	1.02	0.25	14
Diversity of the target community in terms of quality of life	3.88	0.98	0.25	15
A strong argumentative basis of the policy	3.71	0.93	0.25	16
Inviting senior officials of the executive bodies while drafting the policy	3.76	0.01	0.27	17
Specifying the type used to implement the policy for the executors	3.84	1.10	0.29	18
Ability to restructure implementing organization in line with policy objectives	3.56	1.04	0.29	19
Legitimacy of the political system	3.77	1.15	0.31	20
Multi-product economy and avoiding relying on one source of income	3.51	1.08	0.31	21
Respect for rights of the others in social behaviors	3.52	1.15	0.33	22

Comparing Opinions of Managers with Those of Experts: Is there a difference between opinions of managers and experts? As indicated in Table (4), there is only a difference between views of managers and experts regarding the two variables of alignment and interaction with other units of the organization to implement the policy and diversity of the target community in terms of desire for social participation. In other cases, the views were close to each other, and experts had a more negative view on both of these variables.

Table4. Comparison of managers' opinions with those of experts

Variables	Managers		Experts		z	sig
	sd	M	sd	M		
Diversity of the target community in terms of desire for social participation	0,88701	4,1351	1,05768	4,0500	-0,534	0,594
Alignment and interaction with other units of the organization to implement the policy	,87078	4,2703	0,89456	4,1765	0,839	0,385
Diversity of the target community in terms of awareness of citizenship rights	0,86732	4,4324	0,82029	4,3137	-1,386	0,166
Having organizational identity and loyalty to policy goals	1,04981	4,1892	0,91095	4,1078	-0,360	0,719

Diversity of the target community in terms of degree of acceptance of the systems' legitimacy	0,97337	3,6757	1,12356	3,5000	-0,127	0,899
Being creative while facing with unforeseen issues during performance	0,93642	3,8919	0,81322	3,8529	-0,146	0,844
Ability to deal effectively with continuous and unpredictable environmental changes	0,70711	4,0000	0,91748	3,9022	-0,308	0,758
Having useful education and experience in implementing the policy	0,87679	4,1892	0,78825	4,0490	-0,801	0,423
Ability to understand the formulated policy	0,83288	4,0270	1,02526	3,8333	-0,612	0,540
Having the necessary capacity to organize affairs and implement policies	0,94757	4,1351	0,94212	4,0588	-0,294	0,769
Providing the mixed tools for policy implementation (subsidies and exemptions)	1,03758	4,9189	1,10838	3,8627	-0,222	0,824
Number of policy groups influenced by the policy	0,90792	4,1892	0,92591	4,1176	-0,039	0,969
The amount of change required by the target community of the policy	1,15079	3,8108	0,91733	4,3431	1,993	0,046*
Diversity of the target community in terms of economic status	0,66101	4,2973	0,81569	4,4158	-1,505	0,132
Diversity of the target community in terms of quality of life	0,95860	3,5676	0,87774	3,7745	1,873	0,063
A strong argumentative basis of the policy	1,03686	3,6216	1,16674	3,5098	-0,883	0,377
Inviting senior officials of the executive bodies while drafting the policy	1,22352	2,9459	1,04104	3,1863	-0,041	0,967
Specifying the type used to implement the policy for the executors	1,12105	3,4865	0,93911	3,8700	-0,993	0,123
Ability to restructure implementing organization in line with policy objectives	1,19307	3,5135	1,00286	3,6373	-1,437	0,151
Legitimacy of the political system	0,83827	3,7297	0,95803	3,7327	-1,391	0,164
Multi-product economy and avoiding relying on one source of income	0,89376	4,0811	0,95912	4,0294	-0,371	0,710
Respect for rights of the others in social behaviors	1,06331	3,6216	1,17507	3,8137	-1,019	0,308

Comparing Attitudes of the Study Population According to Age, Position, and Service History: For investigating differences in attitudes of different groups of the study population towards components of public policy in the technical and vocational training organization according to variables under study (age, position, and service history), non-parametric Mann-Whitney U and Kruskal-Wallis tests were used results of which are described in Table (5). Also, there was no difference between views of experts and managers in the organization on the subject under study.

Table5. Comparison of rank and distance grouping of independent and dependent variables

Grouping variable	Variable type	Dependent variable	Type	Test	Value	p
Age	Two-sided nominal	Organizational policy	Rank	Man Whitney U test	2/215	0/105
Years of service	Multifaceted nominal	Organizational policy	Rank	Kruskal Wallis	8/283	0/22 0
Position	Multifaceted nominal	Organizational policy	Rank	Kruskal Wallis	5/263	0/231

4. Discussion

Our results showed that executives of the technical and vocational training organization had the greatest role in effective implementation of technical and vocational policies, but effective implementation of technical and vocational policies is not responsibility of executives or bureaucrats of administrative and technical department of the technical and vocational training organization rather, it is influenced by many factors and variables. Therefore, the idea that if the law is not enforced, only executors and policy-makers should blame for inefficiencies and the others are safe from any mistakes and blames is not true. It can also be concluded that many issues and problems related to implementation are formed at the time of formulation of policies and are influenced by the other factors. Implementing some programs can be very simple, while for other programs, we may face with many problems. Obviously, the less complex the developed policy, the easier it is to execute.

Moreover, the clearer the technical and vocational policies and the more enforceable they are, the less the problems they will face in practice and in real environment. Environmental factors are one of important dimensions of the model of effective implementation of public policy in the technical and vocational training organization of the Islamic Republic of Iran. According to results of the research, if the policies are properly regulated, the executors will have the necessary skills and abilities to implement and nature of the policy will be such that it does not cause problems for implementation, but the society will not be politically and economically stable. The policy will not achieve its goals. Therefore, being in environmental conditions is one of requirements for successful implementation of policies including technical and vocational policies.

Findings of the present study were in line with the theories proposed by Rangriz, et al (2018) Salajegheh, et al (2018), Peykani (2016), Abbasi, et al (2016), Hajipour, et al (2015) May and Burby (2016), and Teseng and Mclean (2008). Because, they also did not consider only executors as an effective factor in occurrence of errors and declared the effective role of other factors, such as formulators , nature of the policy, and environmental factors in implementation of the policies. Development of human resources and promotion of management policies have promoted capability, progression, and prosperity of employees and are important for effective use of human resources (Neumann, Robson, & Sloan, 2018). This is accomplished with the help of government and when each person uses different services of these organizations on a daily basis.

Therefore, quality of services provided by these organizations can be very important in quality of life of employees (Padden, 2016). Performing different things in governmental organizations is not realized except through optimal policies of managers and then employees of these organizations. Development of management policy is a relatively novel field in management that intends to develop and differentiate itself from other related disciplines, such as education, technical and professional skills, and management and humanities sub-disciplines (Poell & Krogt, 2017). Like many other studies (Swanson, & Holton, 2008), the present study had limitations, the most important of which are as follows: First, the results obtained from the study are related to the time, in which data were collected and there may be changes in the results over time. Second, it was very difficult to assess the policy of managers in technical and vocational organizations through questionnaires and interviews that have their own limitations.

Validity of this study is limited to a short period of time, meaning that passage of time and changes in policies and programs in an institution or organization may influence the policy of managers in the organization that will change the results. In line with the limitations, it is suggested to motivate officials in order to better learn and achieve professional competencies of managers in professional fields of management due to the necessity and importance of education and use of modern science and technology. Since, policy of managers in the organization changes and varies over time and conditions, it is suggested to continue needs assessment projects at different times and as a prerequisite for planning and designing courses. Education should be used and needs assessment should be done periodically and not intermittently and based on scientific and modern principles and methods, and the necessary research areas and facilities, especially communications and facilities related to exchange of new and up-to-date information in the world are needed. For providing their use by managers of the organization, it is also suggested to implement strategies for obtaining professional and specialized training by managers in the capital market environment. This gives them the opportunity to acquire new skills, ideas, beliefs ,and attitudes by developing and implementing programs for growth and planning and principled investments in this field so that, they can take steps towards growth of their competence. Also, for optimizing the conditions, in-service training courses are recommended to be held for managers of the organization in the fields of management.

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