

## CASE STUDY

# Forecasting and retrospection analysis of Tehran Municipality's five years plan in human resource sector

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## ABSTRACT

Tehran Municipality has had two five-year plans so far and the third one is being formulated these days. However, investigating the sector relating to the human resources shows that there is a gap between present condition and the optimal situation in several domains. This article is an attempt to investigate the five-year plans in the domain of human resources via a practical model of forecasting and retrospection analysis. It is an applied research, in which the necessary data is gathered through interview, documents and library information from formal resources. The results indicate that what is happening currently based on the policies is not optimal at all. Moreover, through explaining the normative and acceptable future, some advices are provided in order to eliminate gaps and strengthen policies along with enhancing productivity in the human resource domain of Tehran Municipality. These recommendations are about recruitment, training, management and promotion of administrative health and other areas of human resources management.

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## INTRODUCTION

Policy is the basic rules and principles of motion (Taslimi, 2013) and public policy is a decision made to solve a general problem (McConnell *et al.*, 2009; Gholipour, 2013). In other words, a public policy is a set of policies and decisions that are made by different authorities of public sector such as Legislation, Government, and Judiciary – that is the representative of maintaining the public interest (Gholipour, 2013). Policy is mostly taken into account when there is an issue or opportunity utilized to solve

a problem or make an advantage of the opportunity. Based on its philosophy and political doctrine, every regime owns a “Public Policy”. Public policy refers to a series of actions or inactions done by one or several players to deal with an issue or concern (Shahaie and Danaeifard, 2016). Every human being needs a certain policy to move along in the road of life, accordingly a series of policies are used to pursue the goals. Higher organizations and humans not only utilize the best policy to gain achievements, but also they develop their own unique policies to enhance the productivity of their systems. Developing a policy is only possible by understanding the deviations and

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improving the weaknesses; therefore, organizations take the advantage of evaluation and analysis of the policies in order to identify their weaknesses and try to strengthen them (Bryson, 2018). Policy analysis refers to investigating the policies components and the process of public policy making (Dunn, 2015). Accordingly, Dye, who is one of the theorists of the field of public administration, believes that in policy analysis, three important domains of policy making processes (components of policy analysis) – description, causes, and consequences - are analyzed (Gholipour, 2014). In another definition, policy analysis means investigating and describing why and how the policies are offered, approved and implemented; accordingly, policy analysts aim at discovering the very issue of which policy plans can reveal important public values (Cochran et al., 2011). Policy analysis consists of studying the nature, causes and consequences of the alternative public policies. One of the important phases of studying the consequences of the policies is using the information to evaluate the alternative policies in order to determine the policies to be approved and utilized (Nagel, 2002; Kraft, and Furlong, 2012). Policy analysis is a systematic and logical approach to choose policies in governmental sector. This is a process that is informed through the results obtained from gaining different policies (Walker, 2000; Walker, et al., 2001; Rossi, 2003). Based on the investigations done in different units of Tehran Municipality such as Tehran Urban Planning and Research Center, no analysis of the first and second five-year plans of municipality in the field of human resources are done via the model used in this research. Besides, no investigations and analysis of different policies in micro and macro domains based on the mentioned model are found. Tehran Municipality, as one of the greatest organizations that have the strategic task of controlling the capital of the country, has been formulating five-year plans in its domains since 2009. So far two five-year plans have been formulated in Tehran Municipality (2009-2014 and 2014- 2018), and now the second five- year plan is in its last months. Since the third five-year plan is about to be formulated, there is a need to take a deep look at the first two plans to analyze different domains comprehensively in order to strengthen the third plan. Accordingly, this research aims at analyzing and investigating the first two five-year plans of Tehran

Municipality in the field of human resources via a practical model of policy analysis, as well as providing political advice for planners of the third five-year plan of Tehran Municipality in terms of human resource domain. The present study has been carried out in Municipality of Tehran in 2018.

#### *Human resource management structure of Tehran Municipality*

At the time of formulating the first five-year plan and prior to the establishment of human resources development deputy of Tehran Municipality, tasks of this domain are pursued by administrative and financial deputy of municipality. At the end of the first plan and simultaneously with formulating the second five – year plan, “human resource development deputy” was added to the new structure of Tehran Municipality in 2013. This is one of the organizational necessities in the process of Tehran Municipality human resources management that in comparison with the demands of the first five-year plan has been taken into account very late. Therefore, human resources management in the new structure of Tehran Municipality has an independent and professional position to take necessary actions through planning and redefining of the processes along with the objectives of the administrative health system. Accordingly, human resources development deputy aims at taking a step forward through relying on the management capacity, increasing the productivity and facilitating and accelerating the current processes and activities. Based on what is mentioned in the official website of this deputy, dominance of Islamic values as well as dignity and livelihood of colleagues in Tehran Municipality are prior to the all of plans of this deputy. Moreover, the new structure of the municipality consisted of three administrations of human resource, prosperity, evaluation and staffing the managers as well as the independent center of education along with several subsidiary companies to which retirement organization and administration of planning and education were added.

#### *The first five-year plan of Tehran Municipality in the field of human resource (2009-2014)*

In the first five-year plan of Tehran Municipality (2009 – 2014), planners tried to attach this plan to a comprehensive plan (Detailed plan of Tehran city, 2012) and accordingly direct the activities

Table 1. Related plans of Tehran Municipality human resources domain (The first five-year program of the municipality of Tehran, 2009)

Strategy	Executive policy	Relation to the human resources of municipality	Function	Missions in the municipality
	Development Objectives and strategies in the renovation of municipality, improving the management and enhancing the capacities: development of information technology			
Article (138)	<p>Establishment of Integrated Management and Organizational Growth in Tehran Municipality</p> <p>Modification of structure and organization</p> <p>Promoting academic level and job security of the employees</p> <p>Providing the employees with the material and spiritual motivation</p> <p>Processes modification</p> <p>Devolving more authority to the regions and districts</p>	<p>Indirect relation to the missions of human resources domain</p> <p>Indirect relation to the missions of human resources domain</p> <p>Direct relation to the missions of human resources domain</p> <p>Direct relation to the missions of human resources domain</p> <p>Indirect relation to the missions of human resources domain</p> <p>Indirect relation to the missions of human resources domain</p>	<p>Organizational excellence</p> <p>Structure modification</p> <p>Education management</p> <p>Motivation management</p> <p>Processes improvement</p> <p>Formulating a new structure</p> <p>- Planning human resources</p> <p>- function management</p> <p>- education management</p> <p>Recruitment</p> <p>Education management</p> <p>Classifying the jobs and modifying the salaries</p> <p>Organizational excellence</p>	<p>Administration of planning and education</p> <p>Administration of human resources</p> <p>Administration of prosperity</p>
Article (140)	<p>Tehran Municipality is obliged to adjust its great organization with the necessities, policies, an missions of the plan as well as the experiences of other countries and strategies of the comprehensive plan and have approved it by city council, in order to create structural capacities for implementing the plan in its official structure</p>	<p>Indirect relation to the missions of human resources domain</p>	<p>Formulating a new structure</p>	
Article (142)	<p>In order to align the six dimensions of the human resources management system vertically and horizontally, Tehran Municipality is obliged to formulate the document of human resources development based on the strategic needs of the five-year plan, human resources capacities, planning, policy, and information and education systems and have it approved and act accordingly. Moreover Tehran Municipality undertakes to make the annual balance of its human force.</p>	<p>Direct relation to the missions of human resources domain</p>	<p>- function management</p> <p>- education management</p>	<p>Administration of human resources</p> <p>Administration of planning and education</p>
Article (142)	<p>As for increasing the job security of the employees in Tehran Municipality, this organization is obliged to change 1000 temporary –to- permanent employment contracts to permanent annually during the plan.</p>	<p>Direct relation to the missions of human resources domain</p>	<p>Recruitment</p>	<p>Administration of human resources</p>
Article (143)	<p>As for increasing the scientific level of official personnel, Tehran Municipality is obliged to create suitable training platforms as well as improve existing staff and create favorable grounds for voluntary departure of human forces without bachelors' and higher degrees to increase the average degree to the associate degree at the end of the plan.</p>	<p>Direct relation to the missions of human resources domain</p>	<p>Education management</p>	<p>Administration of planning and education</p>
Article (144)	<p>Tehran Municipality is obliged to present a new job classification plan and modify salaries and have them approved by the end of the second year of the plan in order to increase productivity, efficiency, and motivation of its staff</p>	<p>Direct relation to the missions of human resources domain</p>	<p>Classifying the jobs and modifying the salaries</p>	<p>Administration of human resources</p>
Article (145)	<p>In order to establish the systematic management and institutionalize the transformation patterns, organizational growth and excellence, Tehran Municipality is obliged to formulate the integrated management system and IMS growth standards and organizational excellence in Tehran Municipality following six months after the approval of the bill and announce them as two separate documents under the mayor's signature.</p>	<p>Indirect relation to the missions of human resources domain</p>	<p>Organizational excellence</p>	

of Tehran Municipality towards the demands of the comprehensive plan based on the seven perspectives: “Tehran, a city with Iranian-Islamic originality and nature”, “Tehran a knowledge based, smart, and universal city”, etc. Exploring the first five-year plan of Tehran Municipality reveals that there is a lack of attention to the human resource domain and its components, and the planners merely had an attempt to accomplish the tasks and missions of the municipality according to the preplanned program. Therefore, with regard to a strategies mentioned in the document of the comprehensive plan of Tehran, it is predicted that the structure of Tehran Municipality should be modified according to the comprehensive plan. To do so, the fifteenth chapter of the five-year plan – named Municipality Renovation – provides insight into the improving the management and enhancing the capacities some of which are presented and examined in [Table 1](#),

*The second five-year plan of Tehran Municipality in terms of human resource domain (2014-2018)*

Generally, the second five-year plan of [Tehran Municipality \(2014 – 2018\)](#), which was approved in 2013, is based on the comprehensive plan of Tehran Municipality according to the seven perspectives: “Tehran, a city with Iranian-Islamic originality and nature”, “Tehran a knowledge - based, smart, and universal city” , etc. and executive strategies and policies are specified for each ([Table 2](#)).

In the twenty-third section of this plan, which is based on the organizational-structural transformation in the management system of Tehran Municipality in order to become a social organization, and based on the Article (116), Tehran Municipality is obliged to take actions in order to modify procedures and

processes of planning and management, change human resources and organizational structure with the approach of developing information technology, decreasing government involvement, and agility. These actions are summarized in [Table 3](#).

The following section is devoted to the Article (117) which informs us about the importance of establishment of meritocracy and a stable human resources management process cycle in Tehran Municipality. To do so, some functional policies are suggested ([Table 4](#))

*Comparative study of the first and second five-year plans of Tehran Municipality in the field of human resources (2009- 2014)*

Comparison of the first and the second plans of Tehran Municipality show that although the first plan of the municipality in the field of human resource management has not been taken into account independently and transparently, in the second plan, it has been tried, for the first time, to moderately consider the importance of discussing human resources and its constituent parts. This consideration is more in the framework of the administrative and financial vice and more on the duties of the administrative affairs and staffing of Tehran Municipality staffs. Of course some other actions looking at the processes of human resource management are mentioned in the clauses of this plan as well, but in practice they are not defined in the authority and missions of human resources development deputy, therefore, based on the current situation, they are considered as the topics related indirectly to the missions of human resources. In the second five- year plan, attitudes towards the plan in terms of human resources are deeper and more

Table 2. Predicted executive policies of Tehran Municipality human resources development

Perspective	Strategy	Executive policy
Tehran, a knowledge- based, smart, and universal city	Organizational - structural transformation in the management system of Tehran Municipality based on the principles of good urban governance	Agility and rationalization of the structure of Tehran Municipality Strengthening governance aspects (such as policy making, planning, standardization, evaluation) as well as outsourcing of assignable tasks Establishing the function management Notifying, responding, and citizenship Improving administrative health and fight against administrative corruption Neighborhood in the management and decision making system Legitimacy and protection of citizenship rights

Table 3. Organizational-structural transformation for Tehran Municipality to become a social organization\*

Strategy of the section 23	Executive policy	Relation to the human resources of municipality	Function	Missions in the municipality	
organizational-structural transformation in the management system of Tehran Municipality to become a social organization	Designing and establishing employer management model instead of the establishing and audit model and enhancing employer involvement and municipality qualification	Indirect relation to the missions of human resources domain	Classifying the jobs, job and task description	Administration of human resources	
	In order to increase the realization of the missions of this program, to reform and structure the structure, duties, improvement of processes and procedures, as well as to create integrity in the operation of the missions, and a comprehensive bill of related structural transformation in the first year of the program and submit it to the Council to be approved				
	Providing an operational plan for outsourcing activities, instructions of cooperation and resources systems, supervision procedures in order to submit all activities that can be assigned to the private sector (e.g., leasing, contracting, outsourcing and privatization) by the end of the first year of the plan and providing electronic services.				
	Development and improvement of processes and procedures to execute the plan properly with an emphasis to shortening the execution time and increasing the services provided for citizens	Indirect relation to the missions of human resources domain	Human resources processes	Administration of human resources	
	Development and completion of comprehensive management system and system of performance evaluation of organizational units and human resources based on the controlling of the objectives, services quality and agility in doing the activities during the plan	Direct relation to the missions of human resources domain, in the evaluation domain of human force functions	Function management	-Administration of human resources -Administration of evaluation and staffing the managers -Administration of planning and education	
	Establishing the system of supervision and control over the achievement of the goals of the organization, advises and strategies of municipality through mechanized method				
	Improvement of the quality of supervision and inspection				
	Establishing electronic organization system in the municipality in a way that information systems are integrated, information management and decision making process are promoted in order to reveal electronic municipality by the end of the second year of the plan.	Indirect relation to the missions of human resources domain	Comprehensive system of human resources	- Administration of human resources -Administration of evaluation and staffing the managers	
	Increasing the skills of the staff and managers of the municipality through IT courses, professional training, and	Direct relation to the missions of human resources domains	Education management	Administration of planning and education	
	The training of committed, ethical, and valued forces through conducting educational, cultural and religious courses in the municipality.	Direct relation to the missions of human resources domains	Education management	Administration of planning and education	
Improving the level of facilities provided to municipal staff to improve their livelihoods, helping to solve the housing, healthcare and other issues related to their welfare.	Direct relation to the missions of human resources domains	Prosperity	Administration of prosperity		

Table 4. Establishing meritocracy and a stable human resources management process cycle

Strategy of the section 23	Executive policy	Relation to the human resources of municipality	Function	Missions in the municipality
Article (117) Establishing a system of meritocracy and stabilizing the process of human resources management	Modifying, reviewing, and updating the recruitment regulations in the framework of overtime rules and regulations throughout the program.	Direct relation to the missions of human resources domains	Drafting regulations	Administration of human resources
	Strengthening the spirit of belonging, commitment and organizational culture among employees and enhancing the organizational culture of the municipality in pursuit of the social services of institution's approach.	Direct relation to the missions of human resources domains	Organizational belonging	- Administration of human resources - administration of planning and education
	Recruiting specialists and elites in accordance with the general rules and regulations and analysis and redesigning the municipal jobs to increase the share of undergraduate and higher education by 10% (2% per year) out of 50% of the outgoing staff in the case of providing the job and related organizational structure.	Direct relation to the missions of human resources domains	Recruitment	Administration of human resources
	Expecting and creating the necessary facilities to exit the service of surplus employees on the needs of the municipality	Direct relation to the missions of human resources domains		Administration of human resources
	Reducing at least 4% of the annual non-degree staffing in the municipality by legal and encouraging methods.	Direct relation to the missions of human resources domains		Administration of human resources
	Empowering and providing the ground for promoting the role of women in policymaking and management of the municipality.	Indirect relation to the missions of human resources domain	Empowerment	- Administration of evaluation and staffing the managers - Administration of planning
	Integrating process and complaint systems and improving customer satisfaction.	Direct relation to the missions of human resources domains	Reverence and consideration	Administration of human resources and reverence headquarter
	Developing and strengthening the plan of succession and replacement and establishment of a meritocracy system based on the identification of domestic talent for all levels of management of the municipality.	Direct relation to the missions of human resources domains	Talent Detection, succession planning	Administration of evaluation and staffing the managers and administration of human resources
Developing and strengthening of a comprehensive human resources planning and management system and a comprehensive human resources information system by the end of the first year of the program.	Direct relation to the missions of human resources domains	Comprehensive system of human resources	Administration of human resources	

specialized. In this plan, there is an attempt to bring more demands from the field of human resources management of Tehran Municipality in the framework of the duties and missions assigned. Moreover, investigations reveal that during the plan the attitudes of municipality towards human resources change

from an administrative and staffing unit to a strategic partner of the organization and qualities increase, accordingly a system of meritocracy is created through setting the scene for dismissal of non-expert forces. The important point in examining the second plan is that most of the strategies mentioned are

the same as assigned duties and responsibilities to the human resources deputy; therefore, instead of creating the changes in the field of human resources, it has been in charge of performing the routine tasks. So, one should not expect any transformation in this plan. Table 5 presents the outlines of the first and second five-year plans (2009- 2014).

## MATERIALS AND METHODS

Considering the issue of this research, different aspects of it in terms of methodology are provided. This research is practical due to the fact that the third five-year plan is being formulated currently, and the results of this research can be applied in the plan. Additionally, it is a qualitative and descriptive

Table 5. The first five- year plan of Tehran Municipality (2009- 2014)

<p>The assigned missions to the first program are directly related to the duties of the human resources department of Tehran Municipality</p> <ol style="list-style-type: none"> <li>1. Promoting academic level and employees' job security Providing material and spiritual motivation for employees</li> <li>2. Strategic Human Resources Development Document</li> <li>3. Identifying Human Resources Capacity</li> <li>4. Planning and making policy,</li> <li>5. Creating information system</li> <li>6. Attention to the system of performance and education system</li> <li>7. Changing the status of the personnel from the contractor to the official</li> <li>8. Creating suitable training and staffing substrates</li> <li>9. Preparing a new classification scheme for occupations and reforming the salary system</li> </ol>	<p>The missions mentioned in the first plan have an indirect relationship with the responsibility assigned to the human resources field of Tehran Municipality</p> <ol style="list-style-type: none"> <li>1. Establishing the integrated management and organizational growth and excellence</li> <li>2. Correcting the structure and organization</li> <li>3. Correcting the processes</li> <li>4. Delegating the powers to the regions and districts</li> <li>5. Establishing the systematic management and institutionalizing the transformation patterns, organizational growth and excellence</li> </ol>
<p>The second five- year plan of Tehran Municipality</p>	
<p>The assigned missions to the first program are directly related to the duties of the human resources department of Tehran Municipality</p> <ol style="list-style-type: none"> <li>1. Developing and completing the comprehensive system of performance management and performance evaluation system of organizational units and human resources</li> <li>2. Enhancing the job skills of the employees and employers</li> <li>3. Educating committed, ethical, and value forces</li> <li>4. Improving the level of facilities provided to municipal staff to improve their livelihoods, helping to solve their housing problem, health care, modifying, reviewing, and updating the recruitment regulations in the framework of overtime rules and regulations throughout the program</li> <li>5. Strengthening the spirit of belonging, commitment and organizational culture among employees and enhancing the organizational culture of the municipality</li> <li>6. Expecting and creating the necessary facilities to stop working with surplus employees.</li> <li>7. Annual drop of at least 4% of the non-profit manpower in the municipality</li> <li>8. Integrating the system of handling and reviewing complaints and enhancing customer satisfaction</li> <li>9. recruiting the specialists and elites in accordance with the general rules and regulations</li> <li>10. Analyzing and redefining the jobs of municipality in order to increase the share of undergraduate and higher education by 10% (2% per year)</li> <li>11. Developing and strengthening the plan of succession and replacement and establishing the meritocracy system based on the identification of internal talent</li> <li>12. Developing and strengthening of comprehensive human resources planning and management system and comprehensive human resources information system</li> <li>13. Strengthening the retirement organization</li> <li>14. - promoting administrative health to establish a monitoring and inspection system in the departments and organizations</li> </ol>	<p>The missions mentioned in the first plan have an indirect relationship with the responsibility assigned to the human resources field of Tehran Municipality</p> <ol style="list-style-type: none"> <li>1. Correcting and organizing structures, tasks, processes and procedures, as well as creating integrity in operational missions,</li> <li>2. Action and comprehensive structural transformation bill, correcting the structure and organization, the evolution and improvement of existing organizational processes and procedures in order to implement this program properly,</li> <li>3. Establishing the electronic organization system in the municipality</li> </ol>

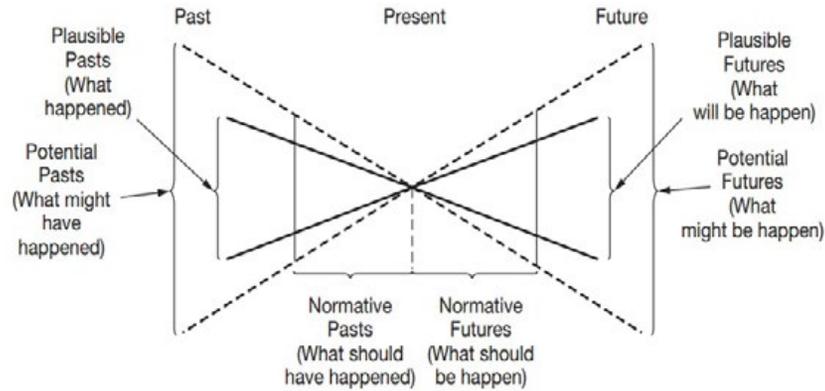


Fig.1. Three types of societal futures: potential, plausible, and normative (Dunn, 2014, 121)

research as well. From strategic point of view, it is a survey research, and as it has been sought to analyze the current and future situation, the aim of this research is to do predictions and discovery. With regard to the time, it is single sectional, and the required data is gathered through interview, analysis of documents and information. To count the six dimensions of Dunn's model, 20 senior managers of Tehran Municipality in the field of human resources were interviewed and the dimensions presented as thematic analysis.

#### Forecasting and retrospection analysis

Policy predictions whether based on the estimations, theory, or judicious judgment have several important goals; the first and the most important of which is that predictions provide information on changes in policies and their consequences. The goals of prediction are similar to those of social science research, because social science is in to understanding and controlling both human beings and the environment (Dunn, 2014). Policy predictions are used to estimate three types of future social status: potential, plausible and normative futures.

1. Potential futures or alternative futures are the future status that may happen. The future is never definitive and there are many potential futures.
2. Plausible futures are based on the assumptions about the causal relationships that exist in nature and society, and are future situations that are thought to occur if policy makers do not interfere in changing the direction of incidents.
3. On the contrary, normative futures are the potential and probable futures, consistent with

the analyst's imagination of future needs, values and opportunities. Identifying normative futures specifies the limits of probable and plausible futures (Dunn, 2014). Therefore, predictions are linked to specific goals and objectives (Fig. 1).

Accordingly, Fig.1 is summarized as the following:

1. Acceptable past:  
What happened in the past on the basis of policies?
2. Potential past:  
A potential future that was desirable to us and should have become real via policies, but in fact it was neglected. In other words, something that was important and should have been seen.
3. Normative past:  
What should have happened on the basis of the policies that had been set, but it has not happened.
4. Normative future:  
What should be considered by policy makers in future policy setting?
5. Acceptable future:  
Plausible future that will happen without interfering in the policies and with the continuation of the current trend.
6. Potential future:  
Our desirable (potential) future which will take place if the policy is fully implemented. (Description of the optimal future based on the correct implementation of policies).

## RESULTS AND DISCUSSION

The results are explained based on the above-mentioned model (Fig. 1). Interview, information, and documents are used to gain the related data to each six levels of this model.

1. What was happened based on the policies?

- Lack of a systematic and strategic program in the field of attracting and recruiting human resources;
- Lack of knowledge management;
- Lack of non-financial incentive system
- Lack of justice in the distribution of services
- Lack of merit in some appointments
- Lack of attention to talent identification and talent management
- Ineffective evaluation system of human resources performance
- Lack of variety in learning methods
- Education and empowerment of human resources without optimal productivity
- Lack of maximum employee participation in plan realization
- Lack of attention to human resource accounting
- Lack of relationship between human resource processes
- Personalization in human resources supply companies
- Disproportion between occupations and staffs

2. A potential future that was desirable to us and should have become real via policies, but in fact it was neglected. In other words, something that was important and should have been seen

- Establishing the payment system based on expertise, competencies and performance
- Determining the standard of management stability in order to avoid excessive transfer of managers in Tehran Municipality;
- Creativity in learning methods
- Formulating a comprehensive education and empowerment document

3. What should have happened on the basis of the policies that had been set, but it has not happened (Table 6).

4. What should be considered by policy makers in future policy setting

- Formulating function management system
- Giving meaning to the human resources structure in the regions through the accurate definition of missions and performance evaluation indicators
- Leasing and outsourcing some of the missions
- Putting issue in the heart of designing training courses
- Designing the system of financial and non-financial incentives based on precise and standard indicators
- Create connections between human resource processes

- Utilizing the internal and external organizational capacities through defining organizational issues and inviting to participate in providing solutions

5. Plausible future that will happen without interfering in the policies and with the continuation of the current trend.

- Reducing motivation, organizational commitment and productivity in employees and increasing their dissatisfaction
- Imposing costs to the organization due to non-targeted programs
- Increasing administrative and institutional corruption in urban management
- The inability of the municipality to adapt to new issues and to increase complex issues and problems
- Dismissing of talented forces
- Increasing the gap between the municipality and citizens

6. Our desirable (potential) future which will take place if the policy is fully implemented. (Description of the optimal future based on the correct implementation of policies).

- Establishing organizational justice and increasing job satisfaction among employees of Tehran Municipality
- Providing a model of new human resources management in urban governance
- Motivating elites to enter the municipality and improve productivity in the field of human resources
- Satisfying citizens and increasing public participation

## CONCLUSION

Formulating the five-year plan is one of the most important planning activities of Tehran Municipality. According to the Article 15 of the urban renovation and development (approved in 1311), this plan is created based on the comprehensive plan of Tehran (Tehran Urban Research and Planning Center, 2017: 1). Having a comprehensive approach, this plan determines middle-term strategies for urban development in Tehran, and provides guidance for the systematic and targeted formulation of the annual plan and budget of the municipality, and it is along with the realizing the goal of the annual budgeting system with the operational budgeting approach. Wildavsky (1961) considers budget as lifeblood for the governments as well as a financial reflection of what governments are doing or tend to do (Wildavsky, 1961).

Following forecasting and retrospection analysis of Tehran Municipality’s five–year plans in HR, suggestions are provided in order to be used in formulating the third five-year plan by policy makers and planners. It is worth mentioning that the first and most important

suggestion to overcome the current challenges and future organizational issues is managers’ beliefs and will in implementing the policies.

In the third five-year plan, there is a need to formulate a comprehensive strategy in the field of

Table 6. Assessing the realization and anticipation of predicted plans

The first five-year plan of Tehran Municipality			
The assigned missions to the first program are directly related to the duties of the human resources department of Tehran Municipality	Fulfilled/ Incomplete implementation	The missions mentioned in the first plan have an indirect relationship with the responsibility assigned to the human resources field of Tehran Municipality	Fulfilled/ Incomplete implementation
Promote the academic level and job security of staff in accordance with missions	Incomplete implementation	Establishing an integrated management and organizational growth and excellence	Incomplete implementation
Providing material and spiritual motivation for employees	Fulfilled	Modifying the structure and organization	Incomplete implementation
Strategic human resources development document	Incomplete implementation	Modifying processes	Fulfilled
Identifying human resource capacities	Partly fulfilled	Delegating power to the regions and districts	
Planning and making policy	Incomplete implementation		
Establishing an integrated information system	Partly fulfilled		
Paying attention to the function management system	Incomplete implementation		
Paying attention to the education	Fulfilled without plans	Establishing the systematic management and institutionalizing the transformation patterns, organizational growth and excellence	Incomplete implementation
Changing employees’ employment contracts from temporary-to- permanent to permanent	Fulfilled without plans		
Creating suitable training and staff upgrades	Fulfilled without plans		
Preparing a new business classification scheme	Incomplete implementation		
Modifying the system of salaries	Incomplete implementation		
The second five-year plan of Tehran Municipality			
The assigned missions to the first program are directly related to the duties of the human resources department of Tehran Municipality	Fulfilled/ Incomplete implementation	The missions mentioned in the first plan have an indirect relationship with the responsibility assigned to the human resources field of Tehran Municipality	Fulfilled/ Incomplete implementation
Developing and completing a comprehensive system of performance management and performance evaluation system of organizational units and human resources	Incomplete implementation	Correcting the structure, tasks, improving the processes and procedures as well as establishing the integrity in the operation of missions and the comprehensive bill on the structural transformation of structural reform and organization	Incomplete implementation
Enhancing employees and employers’ job skills	Incomplete implementation		
training committed, ethical, and valued forces	Incomplete implementation		
Improving the level of facilities provided to municipal staff to improve their livelihoods, helping to solve their housing problem, health care	Fulfilled without plans	Developing and improving existing organizational and organizational processes and procedures to implement the plan as much as possible	Incomplete implementation

Continued Table 6. Assessing the realization and anticipation of predicted plans

The first five-year plan of Tehran Municipality			
Modifying, reviewing, and updating the recruitment regulations in the framework of overtime rules and regulations throughout the plan	Incomplete implementation		
Strengthening the spirit of belonging, commitment and organizational culture among employees and enhancing the organizational culture of the municipality	Incomplete implementation		
Forecasting and creating the necessary facilities to exit the surplus staffing	Fulfilled without plans		
Reducing at least 4% of the non-profit forces in the municipality annually	Incomplete implementation		
Recruiting specialists and elites in accordance with the general rules and regulations	Incomplete implementation	Establishing an electronic organizational system in the municipality	Partly fulfilled without plans
Analysis and redesigning the municipal jobs to increase the share of undergraduate and higher education by 10% (2% per year)	Incomplete implementation		
Integrating complaints processing and reviewing systems, and enhancing customers satisfaction	Fulfilled		
Developing and strengthening the plan of succession and replacement and establishing a meritocracy system based on the identification of internal talent	Fulfilled without plans		
Developing and strengthening the comprehensive human resource planning and management system	Fulfilled without plans		
Comprehensive human resources information system	Partly fulfilled		

human resources, so that clear orientations are made in the operational plan. Accordingly the following components –based on the analysis of the previous five year-plans and approved by elites - should be taken account in the third plan:

- a. Policy recommendations on recruitment
  - ✓ Formulating a human resources planning system
  - ✓ Emphasis on specialization in recruitment
- b. Policy recommendations on maintenance
  - ✓ Formulating a comprehensive system of employee motivation by differentiating levels and regarding non-material motivations
  - ✓ Taking justice and transparency in the distribution of services and facilities into account
- c. Policy recommendations on improvement and training
  - ✓ Formulating a comprehensive system of power generation for Tehran's municipality staff by differentiation of levels

- ✓ Putting issues in the heart of educational designing for the realization of productivity
- ✓ The connection of power generation process with other human resources processes
- ✓ Using new ways of learning and moving towards it
- d. Policy recommendations for managers
  - ✓ Appointment and promotion based on merit at all levels of management
  - ✓ Increasing the reliability of the results of the Managers Assessing Center
  - ✓ Adjusting the model of managers competency with management occupational classes and determining their levels
  - ✓ Developing and implementing a talent management system for the fulfillment of meritocracy
- e. Policy recommendations on enhancing the administrative health
  - ✓ Improving the registration and documentation of financial and operational information and

- increasing the level of systematic access to it and strengthening the mechanisms of collective supervision
- ✓ Adjusting the optimal level of authority according to the regulatory capability of the organization
  - ✓ Modifying outsourcing mechanisms based on competitive, dynamic and pragmatic systems
- f. Policy recommendations on other fields of human resource
- ✓ Formulating a function management system
  - ✓ Creating a mechanism for the realization of human resources accounting
  - ✓ Define missions for the Administration of Prosperity, Co-operation and Social Affairs to promote organizational culture
  - ✓ Developing a knowledge management system for employees and implementing it at different levels

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#### CONFLICT OF INTREST

The author declares that there is no conflict of interests regarding the publication of this manuscript. In addition, the ethical issues, including plagiarism, informed consent, misconduct, data fabrication and/or falsification, double publication and/or submission, and redundancy have been completely observed by the authors.

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