Presenting a Favorable Model for Implementing the Cultural Policies of the Higher Education System in Line with the Cultural Policies of the Islamic Republic of Iran

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Abstract
Higher education centers have become important social organizations that play a major role in the comprehensive and sustainable development of countries. The mission of universities as a learning organization has a great impact on micro and macro government decisions in the short and long term because the product of universities affects the knowledge, insight, characteristics and behavior of graduates as managers and current and future decision makers of the country. This research was conducted with the aim of presenting a favorable model for the implementation of cultural policies of the higher education system in line with the cultural policies of the Islamic Republic of Iran. Descriptive research method was used in this study. The statistical population of the study includes higher education staff in the southeastern provinces of the country. A questionnaire was used to collect data and SPSS software version 23 and AMOS version 23 software were used to analyze the data.

Key-words: Policy Making, Policy Implementation, Cultural Policy, Iranian Higher Education Centers.

1. Introduction

Decision-making is the essence of management and management is objectively embodied in playing the role of decision-making. Decision-making is important in all institutions, small and large,
but when a comprehensive decision is made in the government and government institutions for the public interest of the country, it is considered as public policy. Knowledge of the principles, principles and models of public policy is very important due to its nature, generality, scope and inclusiveness and when public policy is done properly, its positive consequences affect the whole society and whenever there is a defect in the policy, the whole society suffers from its negative effects (Alwani, 2002). One of the main stages of policy making is the implementation stage. Establishing a logical and appropriate relationship between policy makers and implementers is one of the ways to develop countries and will make the opinions of employees at the level of organizations and people's views at the community level. Involve policies and regulations. Paying attention to implementation in the policy-making process accelerates the realization of the system's goals and leads to the realization of bureaucracy in society. Implementation of public policy is the cornerstone of public administration, in the past, implementation was not given much attention in the policy-making process. Executive demands and needs were often ignored in the policy-making process, and most government decisions and policies were prepared and approved without regard to its executive aspects. But today, implementation is considered an integral and complementary to public policy and its impact on the formation of this policy is inevitable (Rezghi Rostami, 2000).

Policy execution has two modes: successful policy execution or policy failure. Failure to implement the policy can be the result of non-implementation or failure to implement. Non-implementation means that the policy is not implemented and one of the main reasons for this is ignoring the inability to implement the policy in the policy-making stage. Failure to implement is also a situation in which the policy and policy do not have complete conditions for implementation and implementation and external factors are unfavorable and the policy cannot achieve the expected results. The policy is implemented but the goal is not achieved. Failure of a policy can be the result of poor execution, bad policy or bad luck. On the other hand, when policy-making is on a complex issue such as the cultural management of society, we are faced with a much more sensitive process and it is necessary all decision makers and decision-makers who directly and indirectly intervene in the field of cultural management of society at any level, have the necessary knowledge and mastery of cultural policy-making processes (Haji Malamirzaei, 2016).

In fact, nowadays, the university is a symbol of change and innovation and has serious and thought-provoking effects on society; As well as being very impressed. In fact, the university is not isolated from society, and in fact many of its issues are a reflection of our changing world. Universities, as the main arteries for the development of science and culture in society, have always had a special value and respect. They are both humanizing and creating culture. The university is an
institutional mediator in society that interacts with a set of cultural and social conditions. Scientific centers are affected by the process of social and cultural developments and affect them (Zakir Salehi, 2011).

Therefore, the present research tries to answer the question that what is the optimal model for implementing the cultural policies of the higher education system in line with the cultural policies of the Islamic Republic of Iran?

2. A Review of the Theoretical Foundations of the Research

The policy-making process from the perspective of multi-stage cyclic management science includes agenda preparation, policy formation, policy implementation, policy evaluation, policy change, and finally policy termination. One of the problems that countries face today is the implementation of the policy, because the ability of the government to achieve its goals depends on the successful organization and implementation of the policies it has formulated. Policy implementation as one of the main stages of public policy since 1970 has been of special interest to thinkers and researchers in the field of policy and implementation, Studies show that one of the issues in which the policy-making process in Iran faces unevenness and complexity is cultural policy-making (Khanifar et al., 2015).

One of the most important factors influencing the development process in the form of religious, national and social norms and values is the knowledge of culture. Scholars have considered culture as knowledge and values that are passed down from one generation to another among a social group and consider it as constantly evolving, which has different levels. If we accept that culture is like a sea that has people inside it like fish and surrounds them, or we think of it as an iceberg with a small part of it, this assumption indicates the space that is woven in human life. And its complexity requires special conditions to control and guide human society. Although some experts in the field of culture believe that culture is unplanned and unpoliticizable, as soon as extensive efforts are made to play a role in cultural planning and policy-making, and large organizations have emerged in this field, it indicates that in the field of culture, like other areas of human life, we can talk about policy-making and planning (Alvani et al., 2014). Meanwhile, the higher education system is one of the areas that needs public policy. This system, as a system with complex relationships, includes elements that seek to nurture people with special complexities and difficulties. Because the advancement of science and technology in various fields has added to the complexity of the tasks and missions of the higher education system. It should be known that the higher education department is the planner, guide and
executor of activities that are done with the aim of producing knowledge and forming human resources. These activities are carried out by the Ministry of Science, Research and Technology as a university and institute of higher education in both governmental and non-governmental sectors, the public sector includes public universities affiliated with the Ministry of Science, Payame Noor University, universities and institutes of higher education affiliated with the executive apparatus, and the Comprehensive University of Science and Technology. The non-governmental sector of education is also included Islamic Azad university, Applied science education centers and the Free Higher Education Institute (Bozorgnejad and Sharifzadeh, 2016).

2.1. Implementation of Policies

Until the end of the 1960s, while believing in the separation of administration and politics, the transparency of decisions and plans of politicians was taken for granted and government officials were solely responsible for the implementation of these programs. With policy delays in problems, the public policy implementation process has received increasing attention, and so have public policy implementation studies in the United States during the 1970s in response to concerns about program effectiveness. Of social transformation emerged. During this period, government interventions to solve social problems emerged. During this period, government interventions to solve social problems were increasing, which often did not lead to the desired result. Thus, with the growth of studies on public policy evaluation, policymakers have found that little is known about the administrative process between the policy-making process and the consequences of that policy. In other words, this process is like a black box from which little information is available.

In total, three generations can be counted for studies and research in the field of policy implementation:

A) A gear in an office machine: The first and classic generation in this field started with the assumption that with the formulation and approval of appropriate and correct policies, implementation will be achieved automatically and automatically. Therefore, the implementation of the policy was thought to be a scientific, logical, predictable, and machine-like activity.

B) Execution is complicated and nothing goes right: In the second generation of policy implementation studies, the assumptions of the classical approach were challenged. Researchers of this generation wanted to show by explaining the cases in which the implementation of the policy has failed that the implementation of the process is not simple and the predictions of the policy makers may not be fulfilled.
C) Research for performance theory: In the third generation or analytical generation, less focus is placed on studying specific cases of policy implementation. This generation of research is mostly aimed at understanding what and how to implement and in order to develop and theoretically improve the study of policy implementation (Abbasi and Beigi, 2016).

Implementation of public policy is the cornerstone of public administration. In the past, implementation was not given much attention in the policy-making process. But today, implementation is an integral and complementary part of public policy and its impact on the formation of this policy is inevitable (Calista, 1995). He implementation study is the study of change: How change occurs and how it may be evoked. It can also be said that implementation is the study of small structures of political life; How external and internal organizations of the political system conduct their affairs and interact with each other. Once a policy has been formulated and approved, the policy-making process is not over. As Anderson beautifully points out, "politics comes into being when it is implemented and is implemented when it comes into being" (Ziaoldini, 2012).

In the classical view, there is a fundamental difference between designing a policy and implementing it, plus the implementation stage is after the policy-making stage. In other words, a policy is not formed with implementation, but has a certain structure before implementation (Howlett and Ramesh, 2003). Researchers and theorists, whether they have defined the term performance or used it, have provided two definitions of performance, which are listed below: "Interaction between goal setting and actions and actions designed to achieve them" and "Power and ability to create successive links in the chain of causal relationships so that the desired results are achieved" (Alvani and Sharifzadeh, 2008). Policy implementation in the general sense means the implementation of the law in which actors, organizations, procedures and different methods are combined to achieve the desired and positive results of the proposed program or policy (Abbasi and Et al., 2016).

2.2. Execution Approaches

There is a variety of frameworks, theories, and approaches to government management and public policy-making. By studying the theories of policy scientists, policy implementation approaches can be divided into three categories, which are: Top-down approach, Bottom-up approach and an interactive approach or interactive network.
2.2.1. Top-down Approach

The top-down approach defines the policy-making process as a set of command hierarchies, with policy leaders and senior officials first outlining policy preferences and priorities. Then, to implement it, they refer to downstream managers (middle and executive managers) at the specialized level. The top-down approach starts with the government's decision and examines the success or failure of the implementation of decisions and seeks to find the underlying reasons for the implementation issues and the factors affecting it (Khanifar et al., 2015).

A top-down approach that focuses on the ability of decision-makers to produce clear policy objectives and control the implementation phase, assuming that executives can be forced to perform their duties more effectively. The top-down approach or standard framework of policy analysis is related to conventional management science techniques such as program evaluation and review technique, critical path method and follows methodologies based on project management (Rezghi Rostami, 2000).

The first attempt at a top-down approach was made by Donald Van Meter and Carl van Horn.

- Policy goals and standards.
- Policy sources (such as money and other incentives).
- Inter-organizational communication and executive activities.
- Characteristics of executive institutions (such as number of employees, hierarchical control, organizational importance).
- Economic, social, political conditions (such as economic resources, enforcement of judicial rulings, public opinion, support of influential groups).
- Personality traits of presenters (Meter and Horn, 1975).

2.2.2. Bottom-up Approach

The bottom-up approach is composed of all public and private actors involved in the implementation of programs, goal setting, strategies, etc., and to clarify goals, strategies and communications, and to obtain financial support and implementation of programs moves to up. Research shows that the success or failure of many programs depends on the commitment and skill of low-level actors who are directly involved in the implementation of the program. The most important advantage of the bottom-up approach is that it draws attention to the formal and informal
relationships that make up the policy networks involved in policy formulation and implementation (Howlet et al., 2009).

Contrary to the top-down approach, this approach begins with identifying a network of actors providing services in one or more other local areas and asking them about their goals, strategies, activities, and approaches. It then uses interactions as a means to develop a networking technique and to identify local, regional, and national actors involved in investment planning and the implementation of related governmental and non-governmental programs. In addition to control by central decision makers, policies are determined by bargaining (direct or indirect) between the people in the organization and their customers. Therefore, programs should be in harmony with the feelings and interests or at least in line with the behavioral patterns of lower level employees (Lester and Stewart, translated by Tabari et al., 2002).

2.2.3. Combined Approaches

These approaches have mixed or interactive perspectives that emphasize the complex processes of negotiation and bargaining between policy actors at all levels of the policy and planning process. This approach is sometimes known as the third generation of performance studies (Khanifar et al., 2015).

In the hybrid model, a combination of top-down and bottom-up approaches is used so that it has the strengths of both and uses each other's weaknesses as opportunities. Bart and Fuge (1981) argue that there is a false dichotomy between top-down and bottom-up approaches; therefore, it can be imagined that both approaches work simultaneously in practice (Haji Mullah Mirzaei, 2016). In this regard, the first attempt was made by Almore, Almore's goal of reverse mapping or what he calls progressive mapping is the initial attempt to combine top-down and bottom-up perspectives. Elmore's initial composition argued that policymakers need to relate both policy tools and other available resources (progressive mapping) to the ultimate incentive structure. However, Almore did not provide a visual model of the policy implementation process that could be used by researchers to describe this particular phenomenon (Matland, 1995).

2.3. Background of Policy-making in the Islamic Republic of Iran

Historically, the years 1941-1968 should be called a period of discrete cultural policy in Iran. During this period, cultural planners made decisions in various cultural fields; Without considering the principles of the same policy and acting according to the macro model that defines the executive
action plan. It is worth noting that in spite of the written cultural policy and the comprehensive policy-making system, the cultural ideology of the government and the dominance of the discourse of modernism and westernize, to a large extent, gave almost uniform orientation to the set of decisions and unrelated action and put them in the same direction. On the other hand, during the years 1357-1347, cultural policy-making was done in the form of continuous policy-making. In 1968, the Supreme Council of Culture and Arts of the time prepared a text in the field of cultural policy of the country, which became the criterion for decision-making in all cultural fields. Based on this, four principles were set for the country's cultural policy, which are:

1. Culture for everyone.
2. Paying attention to cultural heritage.
3. Providing the most facilities for innovation.
4. Intellectual, artistic innovation and introducing Iranian culture to the world.
5. Awareness of the manifestations of other cultures (Sharifi and Fazeli, 2012).

In new societies, there are three levels of the concept of culture, which are:

General level, intermediate level and micro level, all of which have their own specific functions. The most general cultural policy is the strategic policy that is formulated by developing and deepening or protecting public culture. The same constitution, the cultural perspective of each country, is, in a sense, the statement of the strategic cultural policies of a system. In the Islamic Republic, the Supreme Council of the Cultural Revolution is responsible for medium-term cultural planning. Policy-making at this level determines the principles and guidelines of cultural agents and the set of signs and symbols that indicate the direction of movement. The third level of cultural policy is a set of policies adopted in medium-term planning such as the five-year plan. The Islamic Consultative Assembly and the Ministry of Culture and Islamic Guidance have this responsibility.

Cultural policy references are fed from two sources; One is the necessary instructions that are issued in the form of long-term policies from the supranational authority such as the constitution, menus and measures of leadership and approvals of the Supreme Council of the Cultural Revolution, the Expediency Council and the Islamic Consultative Assembly and the second source is the issues, problems and inadequacies or suggestions that are reflected to the planning institutions by the executive bodies in charge of cultural affairs to improve cultural affairs. The first and second levels are supranational; Because it is usually longer than governments. It is necessary for the authorities and policy-making institutions to be identified in a hierarchical manner and the scope of action of
each authority and its legal status to be precisely defined, in order to avoid duplication of activities and interference of duties, to save financial and human resources and the impact of irresponsible authorities on cultural policy should be reduced (Ejlali, 2000).

2.3.1. Effective Factors in Cultural Policy

A) Value: Guiroche defines value as a way of being or an action that a person or a group recognizes as an ideal and determines the people or behaviors that are attributed to it. 

B) Behavior: Any activity and action that a living thing performs and involves overt and covert bodily functions, physiological, emotional, and intellectual activities. This term is used for any specific action or set of actions.

C) Belief: D. Krech and R.S. Crutchfield have defined belief as "a belief is a stable organization of relative perception and cognition about a particular aspect of an individual's world." For example, the belief in Santa Claus, which includes concepts such as: physical aspect, clothing and type of clothing, its functional aspect. In a broader sense, beliefs include knowledge or beliefs, beliefs or religions.

D) Groups: Influential or pressure groups are groups that pursue a common goal and purpose and have dominant influence and power in a field and can influence the policy-making process. Influential groups, due to their influence and power, can be involved in launching, stopping, and passing laws.

E) Governments: Most cultural thinkers have discussed the role of government in cultural policy-making; Some advocate minimal government interference in cultural affairs; Like the Liberals and some proponents of its maximum involvement in cultural affairs; Like Marxists (Sharifzadeh et al., 2016).

According to the above principles, in order to achieve the objectives of the research, the following questions have been asked and tested:

What is the status of the implementation of the cultural policies of the higher education system?

What is the desired model in line with the cultural policies of the Islamic Republic of Iran?

What is the validity of the desired model in line with the cultural policies of the Islamic Republic of Iran?
3. Methodology

In the present study, according to the nature of the subject and research questions, we have used a descriptive research method of correlational analysis. It is also practical and developmental in terms of purpose. In addition, Delphi technique has been used in various stages of research, including: design of data collection tools, development of initial research model, determination of indicators, as well as validation of the final research model.

4. Findings

What is the status of the implementation of the cultural policies of the higher education system?

H0: The rate of implementation of cultural policies in the study population is not in a favorable situation (30).

H1: The rate of implementation of cultural policies in the study population is in good condition (<3).

According to the results of the table below, it can be said that in the study population, the variable of the implementation of cultural policies is at the desired level (p-value <0.05). In other words, according to the mean obtained for this variable, it can be said that the status of implementation of cultural policies in the study population is much higher than the average level.

| Table 1 - Investigating the Variable Status of the Implementation of Cultural Policies in the Study Population |
|---------------------------------------------------------------|
| Theoretical average = 3.00 p- value Amara t Standard deviation average |
| 0.001 | 61.65 | 0.37 | 4.04 |

| Table 2 - Investigation of the Situation of Variable Dimensions of the Implementation of Cultural Policies of Higher Education |
|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|
| Dimension                                                                 |
| Development of academic and cultural and social cooperation and interactions at the national and international levels | Theoretical average = 3.00 p-value Amara t Standard deviation average |
| Holding and sending students to Olympiads and conferences | 0.001 | 27.00 | 0.69 | 3.86 |
| Promoting religious, moral and revolutionary values | 0.001 | 43.88 | 0.54 | 4.08 |
| Expanding the atmosphere of trust, hope and dynamism in universities | 0.001 | 60.17 | 0.42 | 4.17 |
| Organizing and strengthening the cultural management system of universities | 0.001 | 43.27 | 0.54 | 4.08 |
|                                                                                                                                                                                                                                                                      | 0.001 | 64.15 | 0.31 | 3.92 |
What is the desired model in line with the cultural policies of the Islamic Republic of Iran?

Structural equation test was used to examine the characteristics of related factors, the level of implementation of cultural policies and cultural policies of the Islamic Republic of Iran. The results show an increasing relationship between related factors and the rate of implementation of cultural policies (p < 0.05). Also, the relationship between identifying the implementation of cultural policies and its dimensions with the cultural policies of the Islamic Republic of Iran has been confirmed (p-value <0.05).

Figure 1: Research Final Model

- **Related factors**
  - Nature of the policy
  - Conditions governing society
  - Implementing organization and policy implementers

- **Execution rate of cultural policies of the higher education system**

- **Cultural policies of the Islamic Republic of Iran**
  - Spiritual and material support for cultural and artistic centers and activities and training of human resources
  - Increase the capacity of cultural centers taking into account population growth
  - Status of attention to the reconstruction, renovation, equipping and development of the capacity of existing facilities and artistic and cultural centers and the use of new technology and mass communication and maximum utilization of it
  - Strengthen the appropriate and complementary connection between the cultural and educational sectors
  - Establishment and strengthening of the higher education center for training the necessary manpower for the mass media
  - Creating and strengthening research complexes and applied research in various fields and cultural sectors
  - Pay more attention to discovering cultural and artistic talents and creations and training and manpower
  - Strengthening research capacities and statistical information system for cultural and artistic planning and evaluation
What is the validity of the desired model in line with the cultural policies of the Islamic Republic of Iran?

In this section, in order to review and determine the effectiveness of the proposed research model, the conceptual model and the results of testing the present research hypotheses were provided to the experts who participated in the model development and they were asked to provide the conceptual model and results test the research hypotheses to determine whether the proposed model has been effective or not. The results showed that 25 (0.100%) of the experts confirmed the effectiveness of the model.

| Expert opinion              | Frequency | Percentage frequency |
|-----------------------------|-----------|----------------------|
| Model confirmation          | 100.0     | 25                   |
| Non-approval of the model   | 0.0       | 0                    |
| Total                       | 100.0     | 25                   |

5. Discussion and Conclusion

As policymakers have argued, the policy-making process generally involves steps of formulation, implementation, and evaluation, all of which are important steps. One of these stages, which is very complex, is the implementation stage. Execution is one of the important steps of policy making that cannot be considered separately from policy making, because the condition for success and effectiveness of the policy in its correct and complete implementation. Implementation is a complex process in which general policies, including general objectives, objectives, and tools, are turned into specific actions by one or more agencies. Policy implementation can be considered as the process of implementing programs or plans (Khanifar et al., 2015). Policy implementation in the general sense means the implementation of the law in which actors, organizations, procedures and different techniques are combined to achieve the desired and positive results of the proposed program or policy (Otool et al. 2003). Thus, implementation implies a link between policy and action (Barrett and Fudge, 1981). On the other hand, universities are among the most valuable institutions that society has for progress and development. Universities, on the one hand, preserve and transmit the cultural heritage and values that govern society, and on the other hand, meet the social needs for the acquisition, dissemination, development of knowledge and technology. The university as an institution should be considered in the historical, social, cultural and economic situation (Ziaaldini,
One of the most important factors influencing the development process in the form of religious, national and social norms and values is the knowledge of culture. Scholars have considered culture as knowledge and values that are passed down from one generation to another among a social group and consider it to be constantly evolving, which has different levels. If we accept that culture is like a sea that has people inside it like fish and surrounds them, or we think of it as an iceberg with a small part of it, this assumption indicates the space that is woven in human life and its complexities require special conditions for the control and guidance of human society. From Imam Khomeini's point of view, the necessary condition for achieving independence and progress of the country in different directions is cultural independence. In fact, it can be said that gaining national identity, economic independence. Independence in other matters is one of the goals of Islamic development, which cannot be achieved without cultural independence and planning for cultural management. From Imam's point of view, culture is the largest institution that either destroys the nation or brings it to the peak of greatness and power (Alvani et al., 2014).

On the other hand, the study of the development process in the world indicates the fact that higher education systems have always been the fundamental factor in the economic, social and cultural development of societies. Therefore, countries that want comprehensive, balanced and sustainable development need to develop their higher education system in a balanced and sustainable way. The necessary condition for this type of development is a detailed study and recognition of the past and present situation and the internal and external factors and forces influencing the university development process. This knowledge helps university administrators to reflect on the existing model of university leadership and university planning and development with a deep look and thought, and to consider creativity and innovation in the type of organization of university activities. Therefore, having a planning and organizing mindset is a basic necessity. Considering the Vision 1404 document which considers Iran as a developed country with the first position of science and technology in the region and with constructive and effective interactions in international relations, and also in line with science and technology diplomacy, the country's higher education system is being prepared. Provide the necessary infrastructure to internationalize universities so that they can compete with the world's universities. Basically, the internationalization of universities has many positive consequences, such as the development of intercultural communication skills, technology transfer, increasing the number of fields of study, providing the necessary opportunity to attract foreign professors and students, strengthening scientific research and production, economic productivity and financial benefits. Given that scientific associations are considered as centers of thought and the main pillars of knowledge management, so they can play a major role in the scientific
development of the country and achieve a kind of position of scientific authority. As in the upstream documents of the Islamic Republic, a special place has been assigned to them and a heavy responsibility has been placed on them that if properly guided and realized, these non-governmental organizations can play a major role in identifying, guiding, Supervise and direct need-based research in the country. The Islamic Revolution was a movement with the doctrinal and religious theme of the original Islamic culture, so it is necessary to institutionalize intellectual and theoretical foundations and religious and moral values in the minds and thoughts of the people and the most important part of the symbols of the intellectual foundations of the revolution is the manifestation of Islamic values in society. Optimizing the level of ethics and public culture of the country is the most effective way to prevent destruction and norms. The Iranian society, which in the Islamic Revolution, with its divine and spiritual approach, has based its worldview and Islamic value system on the various aspects of its life, wants to have universities in accordance with Islamic principles and values, so that it can from those universities. To gain more accurate and deeper awareness and knowledge of its principles and criteria, and to promote and generalize them in the whole society by training thinkers and managers in accordance with those principles and criteria. The necessary condition for this type of development is a detailed study and recognition of the past and present situation and the internal and external factors and forces influencing the university development process. This knowledge helps university administrators to reflect on the existing model of university leadership and university planning and development with a deep look and thought, and to consider creativity and innovation in the type of organization of university activities.

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