

Strategy development of the Directorate General of Road and urban with marketing approach in Khorasan Razavi

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Abstract

Today, most countries to increase development capabilities and long-term survival and reduce the risk of their operations and as well as achieve a sustainable competitive position and expand exports and increase productivity, and ultimately their own industrial growth and development require the strategic planning which is developed. The research aims at strategy development at the Directorate General of Roads and Urban of Razavi Khorasan with marketing approach. Therefore, it is an applied and descriptive-survey research, in terms of objective and the methodology, respectively. This means that based on practical strategic planning framework, it was carried out a realistic understanding of the characteristics of Roads and Urban Office of Khorasan Razavi, and strengths and weaknesses, opportunities and threats are identified and analyzed and the strategy was taken action in develop. The data required was collected and used by documents procedures as well as field survey. The data collection method in this research has been a questionnaire technique that the 15 experts' comments were used to determine the criteria and the relationships between them. According to the results of this study, "the importance of managerial and director positions in the organizational structure" is considered as the most important indicator and the strategy of "aggressive" is of the highest weight and prioritized as the first rank.

Key Words: Strategy development, marketing approach, organizational structure

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Introduction

Today, the most important concern for many organizations is to develop and implement the strategies that guarantee their success and survival in changing and complex environmental situations. The strategic planning provides a tool for the organizations to pursue developing and implementing the strategies on different aspects of the organization and manage their own strategic performance (Kaplan and Norton, 2011). Beginning the post-industrial era, the organizational environment has become dynamic and widely varied and complexity was raised as the dominant issue in the organizations. The changes have been intensified so that the credit of predictive functions got disappeared and new and unexpected challenges were formed. There is highly competitive market, sooner and faster learning than the competitors as a competitive advantage has been posed, and thus the organization's focus were concerned to the awareness, knowledge and information (Ahmadi and others, 2010). Always the strategic planning develops and selects appropriate strategies, by evaluating environmental conditions (opportunities and threats) and internal capabilities (strengths and weaknesses) and with regard to organizational values (Arabi, 2013). In the current environment, the organizations are forced to consider the strategic management on the top of their affairs. The strategic management is the process of ensuring the organization access to the benefits resulting from the use of appropriate organizational strategies, as well as the art and science of formulation, implementation and evaluation to the multi-dimensional decisions, with emphasis on integrating the management factors, marketing, finance, production and services and so on (Pahlavanian, 2010). Including the means to succeed in this approach is to develop the right strategy. The process of internal and external evaluation would be called internal and external analysis that provides a realistic and reliable scale to assess the organization, as it includes identification of strengths and weakness to the improvable areas, opportunities (Opportunity) and threats (Threat). The information gathered during the assessment process is often leading to the identification of strategic issues (Rowley and others, 2009). The main message of strategic internal and external analysis of the organization would be that progressing and moving forward on the strengths, minimizing the weaknesses and providing areas for improvement, seizing the opportunities and neutralizing threats (Biaares, 2010).

Description

In line with the global trend of an increased tendency to use the tools and techniques of strategic management, as well in our country, for reasons such as privatization and readiness to join the World Trade Organization, the need is being increased for effective use of such tools (Bayrami 2010). In today's competitive world, the creation and implementation of new and innovative strategies seems difficult to take advantage of opportunities. Certainly, we can say that every strategy is not appropriate for all organizations. If a favorable and effective strategy for an organization, it is not necessarily useful in other organizations. Almost all people have consumed the goods produced or services provided by different companies and factories. The strategic decisions taken in the organization have large impact on employees, customers, competitors, investors and even society in all businesses. Despite the importance of strategic planning in many organizations, it has been not well understood its crucial impact in achieving the organization's objectives, and even in some cases, managers make it a luxury and expensive to be legitimate. According to some scholars that the strategic planning suggests to what extent the management to innovate and make the future

(Ghafarian & Kiani, 2013). SWOT analysis is of an important support tool for decision-making and commonly used as a tool for systematic analysis of internal and external environments (Stewart et al., 2009). The organization by identifying strengths, weaknesses, opportunities and threats, would be using their strengths when developing the strategies, and dealing with their weaknesses, from ahead, exploiting the opportunities as well as confronting the threats. SWOT analysis summarizes the most important internal and external factors. These are known as strategic factors influencing on the future of the organization (Cangas, 2009). The internal and external environment includes all the variables of inside and outside the organization. Comprehensive environmental analysis to identify a variety of internal and external forces influences on the organization. These forces may be a potential driver for the organization to succeed or may limit their potential for performance and success of the organization (Houben et al., 2010). The research, given all aspects, especially marketing, also with regard to the strengths and weaknesses and the opportunities and threats, assessed and studied the Directorate General of Roads and Urban of Khorasan Razavi studied and with respect to the objectives and missions of the organization, in order to achieve the objectives, the path is taken and then it carried out to examine the internal and external environment and develop the strategy using SWOT approach in the Directorate General Department of Roads and Urban of Khorasan and finally answered to the question of what are the appropriate strategies to the marketing approach, using SWOT approach at the Directorate General of Roads and Urban of Razavi Khorasan?

Research goals

1. The strategy developing, by using SWOT approach at the Department Office of Roads and Urban of Khorasan Razavi, considering marketing approach
2. Measuring and ranking the strengths and weaknesses based on internal factors working at General Office of Roads and Urban of Khorasan Razavi, considering marketing approach
3. Measuring and ranking opportunities based on internal factors working at Directorate General Roads and Urban of Khorasan Razavi, considering marketing approach
4. Measuring and ranking threats based on internal factors working at General Office of Roads and Urban of Khorasan Razavi, considering marketing approach

Literature and Literature Review

For many organizations, under the transition from the 20th century to the 21st century, they have been little affected in the change process. While the new millennium has provided new conditions for them, inevitably it needs new planning and other management processes in which the emergence of the strategy-making processes were discussed well. Macro-management improvements, (which is known as the period of restructuring or re-engineering), came back about in 1990 and quickly were overshadowed by economic collapse and then the September 11 attacks in New York and followed by, the war in Iraq. Accidents mentioned are the result of a lack of belief in what is called new economy and lack of faith in economic institutions and agreements that had dominated international relations for half a century. As a result, what has happened to world trade is significant. Many had said that restructuring in many emerging economies and also already has been happening (Atzel, 2011). All these events, whether domestic or international, implies this case that planning for the future is getting difficult and more difficult. The managers on the strategy need to re-evaluate the traditional planning system, in their own performance area. The need for new tools to evaluate different operating systems in environments outside the organization is growing and becoming more important (Rieger, 2010).

Strategic management

Strategic management is a comprehensive, participatory and learning- and involvement-based framework that it manages and directs the entire organization, with proper and integrated planning."The organization for its development and becoming coordinated with environmental evolutions requires a long process of activities that strategic planning is only part of it. This process series is called the strategic management. This type of management employs the strategic planning and strategic thinking on the organization's current activities and puts the strategic thinking to be the core and essence of the activities of the organization" (Bitner, 2012). Several definitions have been proposed for the strategic management: David defined the strategic management as "it is an art and science of the development, implementation and evaluation of multi-functional decisions that will enable the organization to achieve its long term goals" (Varga, 2011). Thompson and Martin, in their book, knew the strategic Management to be as a process through which the organizations determine their own goals. During this process, the organizations, after setting goals, make a plan on how to achieve them, and assess the results of the process. But what most researchers have emphasized in their definitions and this study is based on is that the strategic management process consists of three main steps: strategy development, strategy implementation and strategy evaluation. The purpose of the strategy development is that the company's vision and mission is to be determined, the environmental threats and opportunities and the organization's strengths and weaknesses of is to be identified and long-term and short-term objectives are to be determined and finally the strategy to achieve those objectives are chosen (Walker, 2011). In fact, in developing the strategies, long-term plans are designed for the effective management of environmental opportunities and threats, according to the strengths and weaknesses. The strategy implementation is related to how to implement the organization's strategies and resource allocations to achieve the objectives. In the process of implementing, the strategies and policies in all stages of providing the plans, budgets and procedures are considered and applied. At last, to ensure proper implementation of the previous steps, perform corrective actions and evaluate the organization's performance in the framework, the strategy evaluation step should be taken (David, 2011).

The importance of strategy development and its benefits for the organization

The institutions would be dynamic principal of society live within an environment to that they pertain and have been related mutually. The interrelationship and interaction between the organization and its environment create a correlation between them. The external environment is changing rapidly under growing acceleration. Available

technology will be both developed and become complex, the markets obtain an international nature, increasing the capacity and influence of the institutes, they are expanded and in turn, distributing in all areas and phases of life, they transform the society to be a community of organizations, changes in energy supply will happen and the price will be increased, the proportion of overheads in collection of costs will increase significantly, in certain branches of industry, the consumer demand will differ and the pressure from the consumers will be increased on the institutions, they gradually become more dependent on government infrastructural services, the developments in communications shows the world to as a small community (Ghafarian, 2013). All of these changes will make their own structure and behavior inefficient in long run and their compliance with environmental obligated, therefore, they to be able to survive and continue their success trend come through dependent to doing the innovations (re-creation) and enjoying a management structure which can establish open and outside ones, because the main objective of the strategy, as far as the organization's resources and capabilities allow, keep them to be adapted to the environment (Ghafarian, 2013). Hill believes the strategy, before anything else, is unknown in an environment where change is constant, and thus a relatively high level, where there is uncertainty, it will provide a certain direction for the organization. At this point, the organization without a strategy can be likened to a ship without a compass, accordingly it can be said that the basis for the failure of institutions would be lack of, wrong and wrongly conducted strategies, because in uncertain conditions, if there is no possibility of effective use of appropriate strategies, the failure is inevitable (Hill, 2013). The benefits that a strategy and its determining process will provide for an organization can be summarized as follows:

- 1) Strategy foremost provides environmental evaluation and prediction of the future
- 2) It provides the opportunity to self-evaluating the organization
- 3) The strategy provides tends to common goals and cohesion within the organization as a whole.
- 4) The strategies and policies lead activities to a specific channel and form a framework for plans
- 5) The strategy increases the organization's quality of decisions and project

Akrami (2012) discussed on the subject of the recent changes in the political, social and economic have relatively little effect on the organizational performance, but have created large differences in planning and strategic aspects of management. Analysis and synthesis of recent developments in strategic management suggest that the strategic management is entering a new era where the desire to bet has become more important than ever, the greater concern has been created for social responsibility than ever before. According to this analysis, these features over new era are deepened and pervasive tendency that claim more just to respond to recent events.

Azizi in 2012 in a study titled "Strategic objectives in e-commerce" referred to the fact that the successful implementation and deployment of e-commerce requires a clear and written strategy and plan. Not a proper strategy for e-commerce may attend all efforts failed to establish e-commerce and even the survival of the organization faced with the threat, as well as the waste of resources of human, financial and time. Undoubtedly, primary and basic step in strategy development would be formulation and planning of strategic objectives of e-commerce within the hierarchy of objectives i.e. the vision, mission and organizational objectives of short and long term. In this paper, based on the strategic planning process, the strategic objectives of this process will be described under the framework of vision, mission and goals for the activities of the electronic environment. N. Kamal Abadi et al., 2010, used integrating SWOT matrix and hierarchical network analysis method to select the optimal strategy in Arak Petrochemical Company. This paper shows a process for a qualitative analysis of SWOT strategic for when there is interdependence between factors (Hekmatnia, 2010). It studied an analytical-descriptive approach to land-use planning in Bahabad city, using SWOT analysis model. His findings, with regard to the status quo in the city, would suggest that some uses at the city are put under an undesirable situation in terms of per capita (per person) and area (distance), and on the other hand, some uses, under desirable one, in terms of both. This suggests an imbalance and inconsistency between the uses that arise due to the lack of urban planners' adequate accuracy at the time. The economic, cultural, political and geographical planners must be considered within the use planning process that this process becomes succeeded, whether in the sustainable development preparation phase or the implementation phase. Landes, in a study in 2012, also discussed the issue of strategic management. The paper comprises three dominant approaches in strategic management, from perspective of industrial organization, process and resource-based which had a great influence on literature in this field. Firstly, the concept of strategy and its primary theories are explained and then the three approaches are analyzed. What can be resulted at the end of the paper concludes that the industrial organization and resource-based approaches both focus on the competitive advantage, but their views differ on what the competitive advantage is and it is based. While in strategic management of "content-centric" approach that seems both industrial organization and resource-based perspectives consist of viewpoints and are considered strategy content such as product characteristics, markets, competitors, activities, organization, resources, etc. the process-based approach of the strategy would be focused on the process in which the content and features are created and managed. Ouladleh and Sakagamy, 2009, used SWOT technique for analysis of land development system in some countries in Asia and West Africa. Their work includes analysis of the strengths, weaknesses, opportunities and threats of land development system in countries such as Japan, China, Thailand, Nigeria, Ivory Coast and Ghana. They suggest the managers and policy makers must develop their own development planning, with regard to strengths and weaknesses, opportunities and threats identified. Petra and Zndyk, in a study in 2015, examined the issue of environmental management in Slovenia by the ANP method within the framework SWOT. The results showed replacement of "sustainable development" as the most appropriate way illuminates the direction of using the new approach to environmental management. An example could be also problems of decision-making in various fields. Paraga et al in 2014 conducted a study titled "DELPHI- SWOT tool used in strategic planning of port of Manta". This paper aimed at DELPHI- SWOT analysis was designed to the strategic planning of the port of Manta. SWOT analysis is a quantitative model and specialists of Delphi panel consist of theoretical and practical experts with knowledge of the reality of the port of

Manta and researchers of logistics and transportation international. The strategic proposal is posed on the port of Manta, based on an aggressive strategy, which is an ideal location for a port led to rapid growth in the marine market.

Research Methodology

To explain the methodology, first the kind of research must be determined. In general, behavioral science methodology can be divided into due to two criteria for the purpose of research and data-collection way, the research can be divided into basic and applied in terms of objective (Sarmad, 2007: 87). This research main objective is to develop the strategies in the Directorate General of Roads and Urban of Razavi Khorasan, given marketing approach. According to the objective, this is an applied one in terms of objective. The study also is considered as a descriptive-survey, in terms of the nature and method.

The statistical population and sample selection

The statistical population consists of a collection of individuals or entities that have at least one common trait. Usually in each study, the study population is a statistical one that the researcher wants to study attribute (attributes) of the variable of entities (Bazargan, 2001: 177). The sample consists of a series of signs that are selected from an area, a group or larger society, so that it represents the qualities and characteristics of the area, group or larger society and the sampling would be the selection process (Khaki, 1999: 81). In this study, to determine the criteria for choosing the strategy, the experts and connoisseurs were employed at the General Office of Roads and Urban of Khorasan Razavi. Lindgreen referred to the fact that the number of experts as interviewees should not be too, totally it must be between 5 and 10 which is sufficient. Therefore, the 15 experts have been used to determine the criteria and the relationships between them. To avoid any ambiguity or problem of understanding the questions in phase of questionnaire distribution so that it is possible to affect the answers of those interviewees as well as greater understanding of AHP model by them, the interviewees are met in a face-to-face meeting.

The study algorithm

First, the internal factors and external factors are identified. After determining the strengths and weaknesses, threats and opportunities, internal factors evaluation matrix (IFE), external factors evaluation matrix (EFE) become formed. Internal strengths and weaknesses and external opportunities and threats are analyzed in matrix IFE and EFE, respectively. After determining and scoring internal and external factors, these are put in the strategies matrix. Then the strategies adopted by QSPM matrix were scored and the priority of for implementation of each was determined. Using literature research and skilled interviews, the most important indicators of any of the above criteria will be identified and then classified in form of strengths and weaknesses. In the same way, using literature research and skilled interviews, the most important indicators of any of the external factors are identified and then they will be classified in terms of opportunities and threats.

Step two: design of analysis model hierarchy (AHP) and calculating weights of internal and external factors:

Having identified the internal and external factors and classified them in terms of strengths and weaknesses and the opportunities and threats, the importance of each must be determined. Using the analytical model of network, the weights to every internal and external indicator were determined. Therefore, the output of the AHP technique is how much each indicator of a strategic decision is important.

Step three: Creating a matrix to evaluation of internal and external factors

To provide internal factors evaluation matrix (IFE), first list the strengths and weaknesses and assign a weight coefficient of 0 (insignificant) to 1 (very significant) for each factor. In this case, the weights assigned should be equal to 1. This weight will be calculated using the AHP method.

Each of these factors will be scored from 1 to 4. The 1 indicates a fundamental weakness, 2, the low weak, 3, the strengths and 4, the high strength.

Table 1, Scoring internal and external standards

1	2	3	4
Very strong	Strong	Weak	Very weak

- To determine the final score for each factor, the coefficient of each factor is multiplied by its score.

- Total final scores of each factor are calculated that the final score will be determined.

If the average is less than 2.5, that is, the organization has been weakened in terms of internal factors and if more than 2.5, it is strengthened.

To provide external factors evaluation matrix (EFE), it is to do so.

Step Four: SWOT Analysis model

The analysis of internal and external matrix

To analyze both internal and external factors, the internal and external matrixes are used. This matrix is used to determine the position of the industry or organization, and to establish them, the scores obtained from the evaluation matrix of internal and external factors should be substituted in the vertical and horizontal columns, respectively that the industry and organizations' situations to be determined in the market place and appropriate strategies to be identified for them. This matrix is based on the SWOT matrix and defines the appropriate strategies for the organization.

Far more in the form of a SWOT analysis of each of the strengths, weaknesses, opportunities and threats identified in the previous step are analyzed and strategies appropriate to the situation reflects.

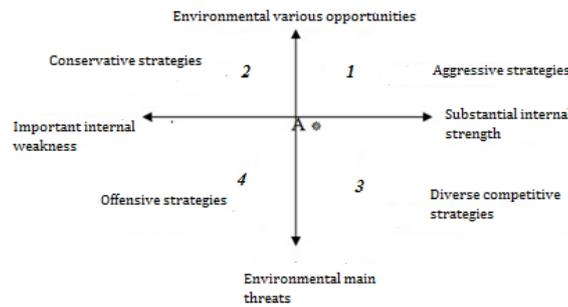


Fig 2- evaluation and selection model of strategy

The technique of SWOT model analyzes each of the strengths, weaknesses, opportunities and threats identified in the previous step, and it reflects the strategies tailored to the situation. In SWOT model after listing of the strengths, weaknesses, opportunities and threats from previous step and writing them in their respective cells based on weighted scores from the confluence of each one, the strategies will be resulted. So this matrix results in four categories of strategy: ST, WT, WO and SO. In Table 3.3, SWOT analysis matrix is shown.

Table 2: SWOT analysis matrix

Internal factors	List of strengths (s)	List of weakness (w)
External factors		
List of opportunities (O)	List of strategies SO	List of strategies WO
List of threats (T)	List of strategies ST	List of strategies TW

Data analysis

Identifying internal and external factors

In first step, the internal factors and external factors were identified and selected. The study main criteria i.e. the internal factors and external factors are classified into the four sub-criteria: strengths, weaknesses, opportunities and threats. 22 indicators have been identified for sub-criteria of the research. Each of the criteria and relevant sub-criteria are presented in Table 3. Also, for each criterion and sub-symbol, it is intended some symbols to facilitate the design and presentation of the model. In this study, to determine the weight of criteria and indicators of the model, the Analytic Hierarchy Process (AHP) was used.

Symbol	Sub-criteria
O1	The significance of managerial and director posts of the office’s organizational structure
O2	The capabilities of relationship between line and staff units
O3	Efficient planning in the Department of Road and Urban
O4	Transparency of training procedures
O5	Planning and budgeting processes
O6	Traditional distribution channels
S1	Lack of using appropriate structures, in face of competing market
S2	Lack of using marketing research
S3	A mismatch between the credit at the rate of market research
S4	The mandate of the General Directorate against the Budget Act
S5	per capita income of Department of Road and Urban
T1	Bank’s loans and credit capacities
T2	Proper position and location of other institutions of Road and Urban Development
T3	Subsidies
T4	Scientific and specialized international festival of Road and Urban Development
T5	Changing technologies in advertising
T6	Government budget deficits and constraints on credit distribution
W1	High sales for some institutes affiliated to Road and Urban Department
W2	The level of using advertisement and awareness tools
W3	The average level of education
W4	Leveraging irrelevant experts on legislation and MPs
W5	The lack of using of new technology in marketing research

Paired comparison of the main criteria based on the objective (W21)

The main criteria include strengths, weaknesses, opportunities and threats. So in the first step, the four elements of the matrix have been comprised in paired way, based on the objective. The results of paired comparisons are depicted in Table 4.

Table 4 - paired comparison matrix of main criteria

	Strengths	Weakness	Opportunities	Threats	Eigenvector
Strengths	1	1.080	1.463	1.835	0.321
Weakness	0.926	1	1.096	0.708	0.226
Opportunities	0.684	0.912	1	0.634	0.195
Threats	0.545	1.413	1.578	1	0.258

Prioritizing the criteria of strengths

The 5 factors were selected as strengths, in Table 3 below. So it should be done 10 paired comparisons. Therefore, the paired comparison matrix is presented in Table 5 by aggregating expert views, in geometric mean method.

Table 5: determining priorities of strengths

	The significance of managerial and director posts of the office's organizational structure	The capabilities of relationship between line and staff units	Efficient planning in the Department of Road and Urban	Transparency of training procedures	Planning and budgeting processes	Eigenvector
The significance of managerial and director posts of the office's organizational structure	1.000	2.496	1.379	0.684	1.189	0.244
The capabilities of relationship between line and staff units	0.401	1.000	1.364	0.865	1.057	0.173
Efficient planning in the Department of Road and Urban	0.725	0.733	1.000	1.784	0.787	0.192
Planning and budgeting processes	1.463	1.156	0.561	1.000	0.847	0.190
Planning and budgeting processes	0.841	0.946	1.139	1.181	1.000	0.201

Prioritizing the weaknesses

The 5 factors were selected as the weaknesses. So, 10 paired comparisons have been carried out. The paired comparison matrix of weaknesses is presented in Table 6 by aggregating expert views, in geometric mean method.

Table 6: Prioritizing sub-criteria of weaknesses

	Traditional distribution channels	Lack of using appropriate structures, in face of competing market	Lack of using marketing research	A mismatch between the credit at the rate of market research	The mandate of the General Directorate against the Budget Act	Eigenvector
Traditional distribution channels	1.000	1.105	0.879	1.344	1.435	0.224
Lack of using appropriate structures, in face of competing market	0.905	1.000	2.096	0.956	1.149	0.229
Lack of using marketing research	1.138	0.477	1.000	2.312	0.839	0.200
A mismatch between the credit at the rate of market research	0.744	1.046	0.433	1.000	0.772	0.151
The mandate of the General Directorate against the Budget Act	0.697	0.871	1.192	1.296	1.000	0.195

Prioritizing opportunities:

Table 7: Prioritizing sub-criteria of opportunities

	Per capita income of Department of Road and Urban	Bank's loans and credit capacities	Proper position and location of other institutions of Road and Urban Development	Subsidies	Scientific and specialized international festival of Road and Urban Development	Changing technologies in advertising	Eigenvector
Per capita income of Department of Road and Urban	1.000	0.857	1.119	0.780	0.360	0.612	0.126
Bank's loans and credit capacities	1.167	1.000	1.950	0.977	0.915	1.213	0.197
Proper position and location of other institutions of Road and Urban Development	0.894	0.513	1.000	1.218	0.515	2.761	0.163
Subsidies	1.282	1.024	0.821	1.000	1.012	1.719	0.188
Scientific and specialized international festival of Road and Urban Development	2.781	1.093	1.942	0.988	1.000	2.374	0.207
Changing technologies in advertising	1.634	0.825	0.362	0.582	0.421	1.000	0.119

Prioritizing threats:

Table 8: prioritizing sub-criteria of threats

	Government budget deficits and constraints on credit distribution	High sales for some institutes affiliated to Road and Urban Department	The level of using advertisement and awareness tools	The average level of education	Leveraging irrelevant experts on legislation and MPs	The lack of using of new technology in marketing research	Eigenvector
Government budget deficits and constraints on credit distribution	1.000	1.403	0.958	0.955	2.747	2.860	0.226
High sales for some institutes affiliated to Road and Urban Department	0.713	1.000	1.786	1.672	1.387	1.996	0.207
Leveraging irrelevant experts on legislation and MPs	1.043	0.560	1.000	1.177	0.961	0.818	0.139
The lack of using of new technology in marketing research	1.048	0.598	0.849	1.000	0.861	1.295	0.141
The lack of using of new technology in marketing research	0.364	0.721	1.041	1.162	1.000	1.503	0.181
The lack of using of new technology in marketing research	0.350	0.501	1.222	0.772	0.665	1.000	0.106

The final priority of indices by AHP Technique

In this step, the final priority of indicators is calculated. The results of comprising the research sub-criteria and their respective weights form matrix W2. To determine the final priority of indicators by AHP technique is sufficient the

weights of each main indicator (W1) to be multiplied by that of main criteria (W2). Having the weight of each of the main criteria (W1) and sub-criteria (W2), the weight of each indicator is calculated. The results and weights of the criteria were listed in Table 9:

Table 9: The determination of the final priority of final criteria

Main criteria	Weights of criteria	Sub-criteria	Weight of sub-criteria	Final weight of sub-criteria
Strengths	0.3207	The significance of managerial and director posts of the office's organizational structure	0.2441	0.0783
		The capabilities of relationship between line and staff units	0.1729	0.0555
		Efficient planning in the Department of Road and Urban	0.1915	0.0614
		Transparency of training procedures	0.1901	0.0610
		Planning and budgeting processes	0.2014	0.646
Weakness	0.2263	Traditional distribution channels	0.2244	0.0508
		Lack of using appropriate structures, in face of competing market	0.2292	0.0519
		Lack of using marketing research	0.1999	0.0452
		A mismatch between the credit at the rate of market research	0.1512	0.0342
		The mandate of the General Directorate against the Budget Act	0.1954	0.0442
Opportunities	0.1949	per capita income of Department of Road and Urban	0.1256	0.0245
		Bank's loans and credit capacities	0.1972	0.0384
		Proper position and location of other institutions of Road and Urban Development	0.1632	0.0318
		Subsidies	0.1884	0.0367
		Scientific and specialized international festival of Road and Urban Development	0.2066	0.0403
		Changing technologies in advertising	0.1191	0.0232
Threats	0.2581	Government budget deficits and constraints on credit distribution	0.2260	0.0583
		High sales for some institutes affiliated to Road and Urban Department	0.2067	0.0533
		The level of using advertisement and awareness tools	0.1388	0.0358
		The average level of education	0.1410	0.0364
		Leveraging irrelevant experts on legislation and MPs	0.1811	0.0467
		The lack of using of new technology in marketing research	0.1065	0.0275

Creating a matrix of internal and external factors evaluation

To provide internal factors evaluation matrix (IFE), the strengths and weaknesses of each factor were listed and the weight coefficient has been inserted using AHP method. It is worthwhile to mention that the weight of each criterion was normalized in every cluster (internal and external). Also, the weight of status quo to any factor has been inserted from the perspective of strategic management team. To determine the final score of each factor, the coefficient of each factor was multiplied by its score and the total score of each factor is calculated to determine the final score to the organization. To provide external factors evaluation matrix (EFE) is to do so.

Table 10: Matrix IFE

Internal factors	Sub-criteria	Weight	Score of status quo	Weighted score
Strengths	The significance of managerial and director posts of the office's organizational structure	0.122	4	0.488
	The capabilities of relationship between line and staff units	0.086	3	0.259
	Efficient planning in the Department of Road and Urban	0.096	4	0.383
	Transparency of training procedures	0.095	3	0.285
	Planning and budgeting processes	0.101	4	0.403
Threats	Traditional distribution channels	0.112	2	0.224
	Lack of using appropriate structures, in face of competing market	0.115	2	0.229
	Lack of using marketing research	0.100	1	0.100
	A mismatch between the credit at the rate of market research	0.076	2	0.151
	The mandate of the General Directorate against the Budget Act	0.098	1	0.098
Total		1.000		2.621

The number 2.621 obtained from matrix IFE represents weaknesses overcome the strengths.

Table 11: external factors evaluation matrix (EFE)

External factors	Sub-criteria	Weight	Score of status quo	Weighted score
Opportunities	per capita income of Department of Road and Urban	0.063	4	0.251
	Bank's loans and credit capacities	0.099	4	0.394
	Proper position and location of other institutions of Road and Urban Development	0.082	3	0.245
	Subsidies	0.094	3	0.283
	Scientific and specialized international festival of Road and Urban Development	0.103	3	0.310
	Changing technologies in advertising	0.060	4	0.238
Threats	Government budget deficits and constraints on credit distribution	0.113	2	0.226
	High sales for some institutes affiliated to Road and Urban Department	0.103	2	0.207
	The level of using advertisement and awareness tools	0.069	1	0.069
	The average level of education	0.070	2	0.141
	Leveraging irrelevant experts on legislation and MPs	0.091	1	0.091
	The lack of using of new technology in marketing research	0.053	2	0.106
Total		1		2.561

The number 2.561 obtained from matrix EFE represents the opportunities overcome the threats of the environment. To determine the organization's position, scores of matrixes EFE and IFE should be put in the vertical and horizontal columns to determine the organization's position within the market and to identify appropriate strategies for it. This matrix is compiled with SWOT matrix and determines the appropriate strategies for the organization.

Strategy development:

The aggressive strategy (SO)

- Promoting expeditions to make awareness on the dealing services fair
- Client access to administration sector
- Performance of communication units against the client
- Level of managerial and specialized personnel abilities and skills of the civil sector

Opportunity

- Changing the ways of providing remote services
- Changing technologies in Web advertising
- Existing capacity of Bank loans and credits

They emphasize on the internal strengths and the external opportunities and to exploit foreign opportunities, on dealing with the internal weaknesses and avoiding the external threats and try to implement the strategies of market penetration, market development, product development, vertical downward integration, vertical upward integration, horizontal integration, homogeneous diversification, heterogeneous diversity, horizontal diversity and or combined strategy.

Competitive strategy (ST)

- Promoting expeditions to make awareness on the dealing services fair
- Client access to the administration sector
- Performance of communication units against the client
- Level of managerial and specialized personnel forces' abilities and skills of the civil sector

Threats

- The level of use of advertising and awareness tools
- Changing technologies in advertising SMS
- The lack of using of new technology in marketing research
- Mismatch between the Budget of Directorate General and the inflation rate for activities, especially marketing
- Lack of independent marketing sector

That, using their own strengths, they reduce the impact of threats existing in the external environment or destroy them, in this regard through competitive strategies, market penetration, market development, project development and partnerships were used.

Conservative strategy (WO)

Opportunity

- Changing the ways of delivering remote services
- Changing technologies in Web advertising
- Existing capacity of Bank loans and credits

Weakness

- The traditional awareness channels
- The number of scientific and research works published by this office on the market

That by taking advantage of opportunities, they try to debilitate the organizational weaknesses, as keeping their own fundamental merits and not exposing themselves to great risks and it tried, in this line, the most conservative strategies such as market penetration, product development and market penetration to use.

Defensive Strategy (WT)

Weakness

Traditional channels of awareness

The number of scientific and research works published by this office on the market.

Threats

- The level of using advertising and awareness tools
- Changing technologies in advertising SMS
- The lack of using of new technology in marketing research
- Mismatch between the Budget of Directorate General and the inflation rate for the activities, especially marketing
- Lack of independent marketing sector

In this case, it aims at reducing the internal weaknesses and avoiding threats from the external environment, which in this context, homogeneous diversity to be used. Given that the matrix SPACE describes position of the Directorate General of Roads and Urban to be aggressive, making this matrix results complied with the matrix SOWT, it became clear that we should adopt the aggressive strategies.

Conclusion

The strategy development was the first step of strategic management in which considering the internal and external factors affecting the perception and extraction, it is implied the possible strategies and ultimately chosen the superior strategy for the firm. In this study, using analysis of SWOT, the appropriate framework was suggested to develop the strategy, the SWOT analysis to identify possible strategies and as a tool to compare the strategies and selection of superior strategy and the intuitive logic method, a useful and efficient method for decision making in the uncertain environment, will allow decision-makers that present their own intuitive judgments in the form of appropriate and suitable and integrate them in a certain process, and then propose the final decision framework which is the same superior strategy, and the proposed framework of practical articles was used as a solution to develop the strategy in the production company. In the step of strategy development, the process of vision and mission was determined, the factors that threaten the organization from external environment or establish the opportunities are identified, the strengths and weaknesses of the organization are identified, long-term objectives were determined and the different strategies and the special strategies are considered to select, to achieve the goals. Based on the results showed the best strategy would be the aggressive strategy (SO), for the General Office of Roads and Urban of Khorasan Razavi. Therefore, the managers of Directorate General of Roads and Urban of Khorasan Razavi are recommended to take some steps to develop this strategy, by promoting the dealing services fair, the client access to the administration sector, improving the performance of communication units with the clients, increasing ability and skill level of management and specialized personnel working at civil sector. This study attempts to analyze all aspects and indicators, but because there have been very few field studies in domestic academic circles, especially domestic, therefore, future researchers, while increasing the range of studies, will can improve the scale designed via the items and factors to be identified and adjusted. The use of fuzzy logic to overcome the uncertainties associated with verbal expressions is recommended on the same study. Another similar solution is to use gray relation analysis of less complicated. It is suggested that the gray relationship analysis technique is used to determine both the weight of criteria and the priority. Because these findings are not generalized to other statistical population, so it is recommended the similar studies to be conducted in other parts of the country in order to enhance the credibility of the study.

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