

Designing a Capacity-Building Organizational Model with a Grounded Theory Approach (Case Study: Municipalities of West Azerbaijan Province)

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Article Info

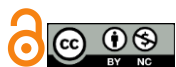
Article type:

Original Research

How to cite this article:

Mirhesami, A., Samiee, R., Gorji, M. B., & Tawre, N. (2024). Designing a Capacity-Building Organizational Model with a Grounded Theory Approach (Case Study: Municipalities of West Azerbaijan Province). *International Journal of Innovation Management and Organizational Behavior*, 4(2), 108-117.

<https://doi.org/10.61838/kman.ijimob.4.2.13>



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ABSTRACT

Objective: The purpose of this research is to design a capacity-building organizational model in the municipalities of West Azerbaijan Province.

Methodology: This study was conducted using a qualitative research strategy, employing grounded theory and the Strauss and Corbin paradigm model, aiming to provide a comprehensive model for capacity building in municipal organizations. In this regard, semi-structured interviews were conducted using theoretical sampling until theoretical saturation was achieved. In this study, data reached theoretical saturation after conducting 11 interviews. However, to ensure sufficiency, five additional interviews were conducted. Participants in the study were selected from university professors and individuals with management experience in municipal organizations. Data were collected during April to July 2022, with the permission of the participants recorded. The data were then transcribed and, after several readings, analyzed using MAXQDA10 software. After performing the three stages of open, axial, and selective coding, the final model was obtained by the researcher.

Findings: The findings include the capacity-building organization as the central category, causal conditions (capacity-building manager and structure), contextual factors (capacity-building employees), intervening conditions (capacity-building culture), strategies (capacity-building policy), and consequences (outcomes for the organization, individual, and group) within the framework of the paradigm model.

Conclusion: Each of these conditions and factors are composed of variables and categories that contribute to achieving the ultimate goal of the capacity-building organization in the municipalities.

Keywords: Model, Organization, Municipality, Capacity Building, Grounded Theory.

1 Introduction

Today, one of the fundamental challenges organizations face in dealing with human crises, according to studies, is the reduction of social responsibility, social responsiveness, and social performance (Brownson et al., 2018). The accountability of organizations today is challenged by extreme uncertainty and political pressures they face, which may affect non-profit sectors. On the other hand, capacity-building organizations need to be established to invest in the non-profit sectors. Capacity-building organizations are those that possess good crisis management and appropriately respond to social and human crises such as the AIDS pandemic, illiteracy, and poverty (Millar & Doherty, 2016).

A capacity-building organization can enhance its ability through the development of human resource capacities, increasing resources, restructuring, and improving how work and services are conducted, thus aiding the organization in achieving its goals and missions (Torkzadeh et al., 2020). One of the most serious issues today in public life is the erosion of the relationship between citizens and the government. The government, focusing on integrity and responsiveness through rebuilding a crucial element known as capacity building, can significantly restore citizens' trust. From this perspective, governmental organizations operate more effectively and efficiently in decision-making, action, and outcome delivery (accountability) to address the needs and desires of the community. Creating capacity and providing more incentives by organizations may support responsiveness. Capacity building in governments often involves providing tools to assist them in performing their duties optimally, including developing government abilities in budgeting, revenue collection, law enforcement, promoting civil interaction, transparency, accountability, and combating corruption. Capacity-building programs are implemented to respond to emerging opportunities and environmental changes towards sustainable development (Rajabzadeh et al., 2020).

Capacity-building organizations serve as a fundamental strategy in compelling governance development and effective management in interaction with their environment. According to Mignon et al. (1997), commitment to capacity development in the implementation and execution of operational strategies and business culture in relation to the community where organizations operate is crucial (Ziervogel et al., 2016). Achieving increased productivity requires the development of environmental and contextual

factors in an organization that has a supportive culture and structure for learning and change. Although these factors alone are insufficient for the realization of capacity-building organization initiatives. Institutionalizing vision and values requires the development of organizational capabilities and capacities. The development of a capacity-building organization depends on good governance, social and political awareness, responsible supply chain management, stakeholder management, and business rights. Supervision and oversight of production, pollution-free technology, and support for non-profit organizations, providing training, organic organizational structures, and accessing resources to achieve the mission and serve shareholders are possible through organizational capacity-building tools. Organizational capacity in the non-profit sector is defined (Strawser, 2017). Capacity building has seen significant growth in the last decade. A capacity-building organization facilitates voluntary employee and manager participation for changes in various sectors, especially in social areas, liquidity provision, increased responsiveness, initiative and creativity, and reducing public demands (Strawser, 2017). Capacity-building organizations contribute to the development of capabilities in the non-profit sectors and affect work in other sectors, creating sustainable development (Keller et al., 2017). The more an organization focuses on attracting capacity, evaluating capacity, and developing and improving its human resource capacity, the greater the organizational capacity will increase, as results show that the more components of capacity management are considered, the greater the increase in organizational capacity, and vice versa (Pond et al., 2018).

Undoubtedly, changes and transformations resulting from environmental dynamics are serious challenges for today's organizations, and the success of organizations depends on their capacity for adaptation and alignment with changing environmental factors. Adaptability indicates the capacity of organizations to respond to environmental changes. Organizational adaptability also represents the ability of organizations to continuously learn and respond to internal and external changes, which plays a fundamental role in the efficiency, effectiveness, and productivity of organizations. Adaptability is the intelligent and continuous change in response to an altered situation, and an adaptable organization is one that can quickly respond to customer demands, market opportunities, and external threats (Tavasoli, 2018).

Following recent years' protests related to service provision and negative reports about the situation in the

municipal sector, the effectiveness of city councils in providing services has increasingly been questioned. The current state of affairs related to municipal councils raises numerous questions about the required skills and the challenges of capacity building for their successful mission execution. In the municipalities of West Azerbaijan Province, a very important issue that has not been mentioned so far is the lack of use of necessary local capacities and potentials in sustainable urban regeneration, as well as the lack of integrated resource management in municipal management institutions, inappropriate urban infrastructure conditions, high levels of social anomalies, and also the inappropriate condition of access networks and services. Thus, this issue can be examined from a scientific gap perspective, thus operationalizing capacity building in sustainable urban regeneration that involves creating human, organizational, social, and equipment capabilities to address the issues and problems of municipalities, as well as achieving integrated resource management in a sustainable state in the local community and management institutions towards the goals of sustainable regeneration (for example, the organization of old and inefficient urban textures, the organization of informal settlements), would be a worthy action and from this perspective, capacity building in municipalities can be seen as a tool to increase effective service provision in public services. On the other hand, the presence of some officials who do not effectively perform their duties results in the inefficient use of existing resources for rapid and sustainable urban development, thereby endangering the quality and quantity of services provided.

Capacity building is fundamentally related to human resource management and specifically, the improvement of the skills and quality of government personnel. From this perspective, capacity building should focus on attracting, training, and retaining skilled personnel for government organizations with strategic positions to improve performance. One compelling reason for municipal capacity building is the global trend toward increasing urbanization in developing countries, where more than half of the world's population lives in cities and towns. Many of the adverse consequences also arise from rapid urbanization. With the increasing population and demand for urban infrastructure services, the capacities of municipalities in many cities have been overly pressured. The negative effects of this massive migration to cities are evident. According to the latest joint report published by the World Health Organization and the United Nations Children's Fund (UNICEF), if progress made in providing access to clean water is not at least quadrupled,

billions of people worldwide will not have access to clean drinking water and sanitation services by 2030. Solutions to these problems must be planned and implemented by municipalities. They are not only responsible for providing essential services but also contribute to promoting economic growth and improving the quality of life for people living in their jurisdiction. Therefore, the discussion of capacity building is apparent and urgent. Capacity must be created in financial resource production, human resource management, institutional reforms, corruption reduction, creating private sector and NGO partnerships, and training elected officials in recent challenges.

Therefore, what is presented as a problem in the current study is actually the lack of a model regarding capacity-building organizations in municipalities, and the current study attempts to reach a consensus among experts and study existing texts in the field of capacity-building organizations to achieve this framework. Given the special conditions of municipalities in terms of ownership and their authority, as well as the opportunities they have for capacity building, they can create significant capacities for themselves. Municipalities are semi-governmental organizations whose actions will affect all citizens; therefore, if a model for a capacity-building organization in municipalities can be achieved, it can result in very attractive and practical research findings. Also, according to reviews conducted, there is no model called a capacity-building organization in municipalities, and this research is innovative in this regard. In the current study, the fundamental question is, what is the model of a capacity-building organization in the municipalities of West Azerbaijan Province?

2 Methods and Materials

The aim of this research is to design a capacity-building organizational model in the municipalities of West Azerbaijan Province. The research method of this study is exploratory in nature and inductive and qualitative in terms of data collection methodology, based on the systematic approach of Strauss and Corbin (1998).

Participants included 11 academic experts and municipal experts with relevant scientific and executive backgrounds selected through theoretical sampling using the snowball technique. Data were collected through semi-structured interviews with experts until theoretical saturation was achieved, such that repetition in the interviews was clearly observed from the tenth interview onwards. However, to

ensure that theoretical saturation was reached, the interview process continued to the eleventh sample.

The thematic scope of this research was human resource management. Data collection, both library and field-based, was conducted in 2021. The geographical scope of the study was West Azerbaijan Province.

In addition to observation, in this study, the researcher used field notes to document observations. During note-taking, the researcher wrote down what they heard, saw, smelled, thought, and experienced. In the qualitative part, data analysis was conducted using MAXQDA10 software with a grounded theory approach (open, axial, and selective coding).

Open coding: In the current research, the interviews conducted were transcribed, examined line by line, conceptualized, and then grouped based on similarities, conceptual connections, and shared characteristics among the open codes.

Axial coding: In this stage, the grounded theory theorist selects a concept from the open coding stage, places it at the center of the process under examination, and then relates other categories to it. Categories include: causal conditions,

intervening conditions, contextual conditions, strategies, consequences.

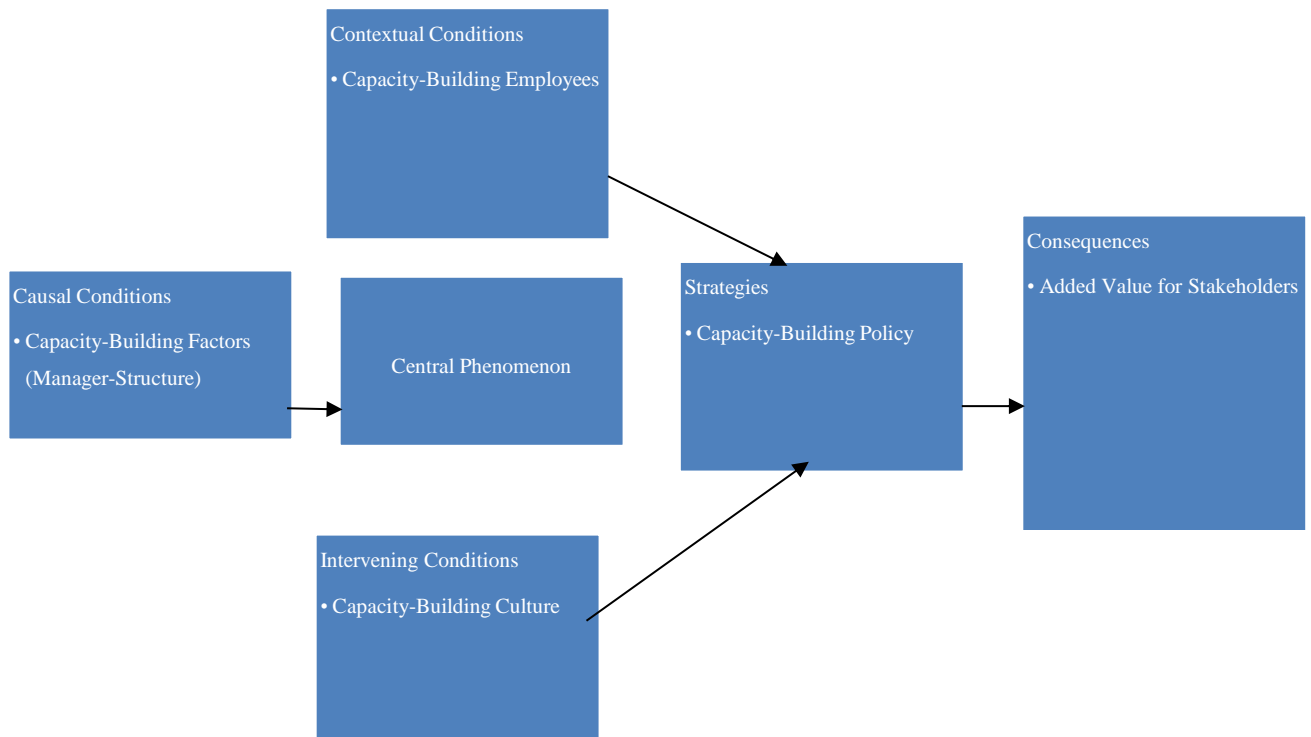
Selective coding: The final stage of coding is selective coding. The researcher chooses the central phenomenon and systematically relates it to other related categories.

3 Findings and Results

Based on the analysis conducted through three stages of coding (open, axial, and selective) from 11 interviews, 190 codes were extracted, which led to the identification of 10 subcategories. Ultimately, from these classifications, 6 main categories were extracted. Also, the relationships among the categories formed in the data showed that the developed model aligns with the original paradigm model (template model) of Strauss and Corbin, meaning the central phenomenon (capacity-building organization) is influenced by causal conditions and in turn affects strategies. Strategies also, in turn, influenced by contextual and intervening conditions, shape the outcomes associated with the phenomenon under examination.

Figure 1

Final Model of The Study



To establish the validity of the research, Lincoln and Guba's method was used. Table 1 presents the stages of validity confirmation.

Table 1

Validity and Reliability Based on Lincoln and Guba's Method

| Index | Process |
|-----------------|---|
| Credibility | Spending sufficient time on research and validating interview data by reviewing it with participants |
| Transferability | Obtaining opinions from experts who did not participate in the research |
| Confirmability | Documenting and preserving research steps and documentation during the research process |
| Dependability | Maintaining and preserving all raw data including key document points, interviews, and analyses during the research process |

Additionally, for evaluating reliability in qualitative research, the audit process method can be used. Results are auditable when another researcher can clearly and distinctly follow the decision process used by the original researcher during the interview and demonstrate the consistency of the study. Therefore, in the present research, the process of implementing decisions, as well as all data, concepts, categories, study processes, objectives, and questions were made available to three experts who, in addition to being experienced in management, were also proficient in grounded theory, and with a thorough audit, all steps taken were confirmed.

4 Discussion and Conclusion

Causal Conditions: Causal conditions are events that create situations, discussions, and issues related to the phenomenon. After each interview, the primary codes were refined and grouped under a broader concept based on their relevance and coherence with other discovered codes. This process was repeated until the initial codes were organized into 87 open codes, and each data point was organized into 33 axial codes and 2 selective codes. Consequently, two selective codes included the capacity-building structure in the form of concepts (enhancement of motivation, enhancement of accountability, continuous structural reform, creation of appropriate technology, establishment of order in the organization, improvement of performance evaluation, delegation of authority, organizational development, elimination of excessive bureaucracy, internal conflict resolution, flexible structure, meritocracy, transparency, efficient supervision), and the capacity-building manager in terms of concepts (appropriate control tools, creation of

motivational programs, flexible planning, improvement of goals, influencing employee behavior, drafting appropriate strategy, promoting creativity, promoting

justice, participative decision-making, principle-based division of labor, strengthening communications, identifying capacity-building opportunities, designing programs for continuous improvement, commitment fostering, flexible management, targeted management, efficient guidance, aligning individual and organizational goals, organizational integration).

Capacity-building Structure: From the experts' perspective, the capacity-building structure is a significant factor in capacity-building organizations in the municipalities of West Azerbaijan Province. The structure should embody an appropriate supervisory system, allowing the manager to control the capacity-building organization effectively. It should be highly adaptable to changes in the environment and maximize capacity-building opportunities as they arise. The structure should emphasize meritocracy to recognize and advance individuals capable of enhancing the organization's capacity. It should focus on performance evaluations to assess the outcomes of identified capacities. Motivation is a critical element in capacity-building; motivated employees deploy their full potential in organizational activities, thus highlighting the need for organizational structures to focus on enhancing employee motivation. Delegating authority and enabling employees to make some decisions facilitates testing and showcasing their creativity and capabilities, making it essential for a capacity-building organization's structure to emphasize delegation. The organizational structure in a capacity-building organization should be continuously focused on improvement and development. It should be designed to eliminate unnecessary bureaucracy and increase organizational agility. The organizational structure should always be open to adopting new technologies and utilize them optimally for capacity-building. The presence of conflicts in organizations is acceptable to an extent, but excessive conflicts can disrupt activities. The organizational

structure should balance conflicts within the organization. Transparency is crucial because a governmental capacity-building organization is fundamentally about utilizing capacities for transparency, justice, and accountability. Therefore, the structure of a governmental capacity-building organization should be designed to emphasize transparency. The dynamic nature of the capacity-building organizational structure in governmental settings is essential, and the structure should continually self-reform since continuous improvement is a prerequisite for capacity-building. The structure should be designed to establish effective order within the organization.

Capacity-building Manager: In forming a governmental capacity-building organization, managers play a crucial role. When managers have the ability and motivation for capacity-building, a significant part of the capacity-building occurs in governmental organizations. Capacity-building managers should consistently strive to design programs for continuous improvement, aiming for the organization to surpass its previous states. Designing motivational programs is one of the most critical tasks for capacity-building managers. Creating motivational programs leads to increased employee activity and reveals the organization's hidden capacities. In a governmental capacity-building organization, managers should act like leaders, influence their followers profoundly, and significantly impact their behavior. Imagining a capacity-building organization without creativity is impossible; the manager is responsible for fostering creativity among employees, as creativity is vital in a capacity-building organization. An organization becomes a capacity-building organization when its management promotes a sufficient degree of flexibility because flexibility is an integral part of a governmental capacity-building organization. Participative decision-making is highly effective for unleashing capacities, and organizational management should consider participative decision-making an integral element of the organization. Justice must be maintained in any organization so that employees engage in activities with a sense of satisfaction from established justice, but in a governmental capacity-building organization, justice plays a more crucial role since it is based on enhancing employee capacities, and the manager must emphasize establishing justice within the organization. The manager in a governmental capacity-building organization should constantly seek capacity-building opportunities to transform the organization into a capacity-building entity. The manager should focus on identity formation and commitment among employees. Capacity-

building in governmental organizations must be accompanied by effective leadership. Proper and specialized division of labor in a governmental capacity-building organization is critically important because it ensures that employees fully commit to their organizational roles. The manager in a capacity-building organization should define their goals, design pathways to achieve them, and develop employees to reach those goals. Goals in a capacity-building organization should be continuously developed, and the objectives of one period should not be identical to those of the previous one. Strategies in a governmental capacity-building organization should differ from those in other organizations, apart from organizational strategies; the manager should design strategies for capacity-building and employee development. Capacity-building in governmental organizations is the result of interaction and teamwork, and the capacity-building manager should emphasize strengthening communications. A proper control system is essential in a capacity-building organization, allowing the manager to oversee the entire organization. Capacity-building is not possible without organizational integration because it results from internal interactions. Planning in capacity-building organizations should be flexible, enabling the manager to adapt to environmental changes and strive for organizational capacity-building. One of the critical issues in capacity-building organizations is aligning individual and organizational goals; in this case, capacities will flourish, and the manager can leverage organizational capacities.

Intervening Conditions: Intervening conditions are broad and general conditions such as time, space, and culture that act as facilitators or limiters of strategies and policy implementation. After each interview, the codes were refined and, based on their relevance and coherence with other discovered codes, organized into 16 open codes and each data point based on the conceptual coherence process, framed within three axial codes and one selective code. Consequently, the capacity-building culture category was delineated with concepts promoting a culture of transparency and accountability, institutionalizing a culture of creativity fostering, and institutionalizing a learning organization culture.

Capacity-building Culture: Accountability is essential for any governmental capacity-building organization, but this accountability becomes realistic when institutionalized in governmental organizations. Transforming governmental organizations into capacity-building organizations requires changes in the organization, and the organizational culture should be institutionalized in a manner that is receptive to

any changes and reduces resistance to change in governmental organizations. Sloganeering has affected many governmental organizations, but one of the goals of a capacity-building organization is to achieve objectives that are in conflict with sloganeering. In a governmental capacity-building organization, employees should have a positive attitude towards their development and, consequently, the organization's development, and a culture of development should be institutionalized in their minds. No organization's success is possible without effective communication. In a governmental capacity-building organization, communication plays a special role that should be institutionalized in the organizational culture. A capacity-building organization should always be aligned with a learning organization because continuous learning is essential for capacity-building. The organizational culture should be receptive to creativity, and creative and innovative goals should occupy a special place because when employees understand that creative individuals are valued by the organization, they are driven towards creativity. Promoting a culture of transparency in the organization is one of the requirements of a governmental capacity-building organization, and capacity-building is not feasible without establishing transparency in the organization.

Contextual Conditions: Contextual conditions are the conditions under which strategies and actions are managed concerning the phenomenon. After each interview, the codes were refined and, based on their relevance and coherence with other discovered codes, organized into 29 open codes and each data point based on the conceptual coherence process, framed within 11 concepts (axial codes) and 1 selective code. Consequently, the category of capacity-building employees (increasing job satisfaction perception, enhancing practical capabilities, improving communication skills, job security, strategic human resource planning, staffing, changing employee attitudes, human resource development, team building, attracting efficient employees, continuous organizational support) was explained.

Capacity-building Employees: Fundamentally, capacity-building in governmental organizations should emphasize capacity-building and development of employees, and the existing capacities in them should be identified and utilized for organizational development. Therefore, a capacity-building organization should emphasize human resource development. To identify employee capacities, it is necessary that employees have a sense of job satisfaction. Employees should have the ability to build teams and a spirit of teamwork so that in the shadow of this interaction, their

capacities can be identified and be beneficial for the organization. Employees should continually strive to increase their practical abilities and perform capacity-building for the organization. The technical ability of employees in any organization is very important and significant, and in a capacity-building organization, employees should strive to always enhance their practical abilities. Employees with satisfactory public relations are very important for a capacity-building organization, and employees in a capacity-building organization should always strive to improve their public relations. Hiring in a capacity-building organization should be given attention, and employees who, in addition to the necessary specialized knowledge, have the potential for creativity should be attracted. The presence of job security and its perception by employees result in employees confidently engaging in activity and creativity and ultimately helping in the organization's capacity-building. A capacity-building organization should support and back specialized and creative employees and consider appropriate compensation for them. Employees of a capacity-building organization should have different attitudes compared to other organizations, and issues such as change and accountability should be institutionalized in them. Employees in capacity-building organizations should not have financial problems because it reduces their capacity-building. In a capacity-building organization, strategic human resource planning should be established, and always specialized and efficient workforce ready to replace employees who do not have the necessary ability should be available.

Strategy: In strategies and actions, the main actions and activities that could be instrumental in implementing a capacity-building organization were considered. After each interview, the codes were refined and, based on their relevance and coherence with other discovered codes, organized into 23 open codes and each data point based on the conceptual coherence process, framed within 9 axial codes and 1 selective code as capacity-building policy. Consequently, the capacity-building policy category (fostering entrepreneurship, employing risk-taking managers, outlining long-term and short-term goals, defining visions, sustainable development, removing political and economic barriers, breaking down structural laws, networking, providing infrastructure) was explained.

Capacity-building Policy: In forming governmental organizations, laws and regulations should be enacted in a way that facilitates the emergence of capacity-building for governmental organizations. The implementation of any

plan or program in governmental organizations requires that facilities and infrastructure be available; thus, converting governmental organizations into capacity-building organizations requires appropriate infrastructures that should be considered in policies. Governmental laws should be delineated in a way that does not contradict the goal of capacity-building in governmental organizations. Policies in governmental organizations should emphasize employing risk-taking and innovative managers to facilitate the emergence of capacity-building in governmental organizations. General policies should determine the short-term and long-term goals of capacity-building for governmental organizations so that the path for governmental organizations towards capacity-building is smoothed and a roadmap is provided for them. Networking in governmental organizations is one of the most important factors that can influence the capacity-building of governmental organizations. For capacity-building in governmental organizations, financial resources in addition to the previous budget are necessary so that the path for capacity-building in organizations is provided. Policies, in addition to planning, should outline visions for capacity-building for governmental organizations to continually accompany the activities of governmental organizations like a guiding light. Capacity-building in governmental organizations is not possible without entrepreneurship, and entrepreneurship is essential for a governmental capacity-building organization. In the path of any change in the organization, there are oppositions and resistances. Transforming governmental organizations into a governmental capacity-building organization is no exception. Policies should be designed and explained in a way that removes social and economic barriers and problems.

Outcome: Finally, in outcomes, the expected results and outcomes from a governmental capacity-building organization were considered. After each interview, the codes were refined and, based on their relevance and coherence with other discovered codes, organized into 35 open codes and each data point based on the conceptual coherence process, framed within 16 axial codes and 3 selective codes as organizational, individual, and group outcomes. Consequently, the category of organizational outcomes included nine concepts (enhancing accountability, increasing public trust, improving service quality, creating a thriving organization, establishing order, cultural transformation, human resource development, client satisfaction, meritocracy), the category of individual

outcomes included six concepts (enhancing efficiency, increasing motivation, increasing organizational commitment, enhancing job satisfaction, creativity and innovation, talent flourishing), and the category of group outcomes with the concept of increasing group relations was explained.

Organizational Outcomes: A capacity-building organization aims to enhance the organization's capacities in various dimensions. This research covered all aspects that a capacity-building organization could enhance its capabilities in, and ultimately showed that if an organization becomes a capacity-building organization, it will have outcomes such as increasing public trust. Public trust is one of the most important pillars of any political system, and the foundation of any political system is public trust, and in any political system where public trust is at a satisfactory level, it has undoubtedly been successful. Any governmental organization is part of the political system structure that influences public trust to its extent. If an organization becomes a capacity-building organization, it will increase public trust to its capacity. Another one of the most important outcomes of a capacity-building organization is the enhancement of accountability. Accountability can be said to be the primary goal of governmental organizations, and when a capacity-building organization is realized, organizational accountability is significantly enhanced. As mentioned, accountability is very important for governmental organizations, and enhancing accountability can be a significant outcome for any organization. Additionally, one of the most important achievements of a capacity-building organization is human resource development because with the flourishing of hidden organizational capacities, the organization develops, and with the development of the organization, employees are obligated to increase their capabilities to align with the organization, and as a result, human resource development is created in the organization. Furthermore, performance evaluation in governmental organizations is much more difficult than in other private organizations because the goals of governmental organizations are intangible, such as justice, transparency, and accountability. Performance evaluation in governmental organizations has its specific difficulties. If a governmental capacity-building organization is established, performance evaluation in governmental organizations improves due to the identification of hidden organizational capacities. In a capacity-building organization, it is emphasized that employees be promoted both technically and in terms of

public relations, and when this is implemented, clients and visitors achieve their desires more satisfactorily and quickly. When employees of governmental organizations are satisfied with their jobs and committed to their organization, they fully engage in activities for the organization, resulting in a significant impact on the organization's productivity. Additionally, an organization that uses all capacities towards organizational development is undoubtedly a thriving organization. When employees engage in activities for the organization with greater skills, it is obvious that the quality of services of governmental organizations increases, and in the culture of a capacity-building organization, issues are institutionalized that are not visible in other governmental organizations, resulting in a cultural transformation. Meritocracy and merit selection are another one of the most important fundamental outcomes of a capacity-building organization, in that a capacity-building organization is a flexible organization, but in it, order is one of the most fundamental issues, and when all organizational capacities are identified and used towards the goals of governmental organizations, sloganeering will no longer have any meaning because all slogans will be converted into action.

Individual Outcomes: Capacity-building in an organization brings along the outcome that employees with special expertise are stimulated and actively work towards the organization's goals, and this itself is one of the outcomes of a capacity-building organization. Moreover, when capacity-building governs an organization, employees gain the necessary ability to perform work, resulting in increased organizational efficiency. Another individual outcome resulting from a capacity-building organization is the increase in organizational commitment. When the organization provides a path for career advancement and fosters creativity for employees, employees become attached to their organization, and as a result, their commitment to the organization increases. Additionally, when employees experience participative decision-making and this feeling arises in them that career advancement opportunities are provided for them, they will have greater job satisfaction. The goal of a capacity-building organization is to identify all internal organizational capacities and use them to enhance the organization, thus paying significant attention to employee creativity and ideas.

Group Outcomes: Capacity-building is based on increasing skills and internal relations; thus, a governmental capacity-building organization has appropriate group relations. Participation is one of the important pillars of a capacity-building organization, and a capacity-building

organization is in pursuit of strengthening team building and teamwork.

Given the research results, recommendations can be offered that can be used to achieve the research objectives. All the following strategies are presented based on the research model, theoretical studies, and the analyzed results from the interviews:

Management in the structure of municipalities requires a completely different set of competencies and abilities. In addition to planning, budgeting, and other traditional tasks, the municipality requires expertise in other tasks such as activation, arrangement, stabilization, and integration, for which it is recommended to develop legal, political, executive, corruption-resistant, communicative, learning, and accountability capacities.

It is recommended to municipal managers to have skills in devising appropriate strategies, promoting creativity, promoting justice, participative decision-making, principle-based division of labor, strengthening communications, and designing programs for continuous improvement so that they can improve and develop the organization while evaluating and managing the organization's resources towards achieving its goals.

It is suggested to municipal organizations to promote a culture of transparency and accountability and institutionalize a culture of creativity fostering and a learning organization culture to create a capacity-building organization and enrich it.

It is recommended that relevant officials in municipal organizations provide job conditions such as raising job satisfaction perception among employees, increasing communication skills, job security, human resource development, team building, and continuous organizational support.

It is also recommended for future researchers and scholars to take action to develop a model for a capacity-building organization in the private sector and in higher education institutions.

Like most studies based on grounded theory, the findings of this study are based on the views and experiences of a relatively limited number of individuals, which can limit the generalizability of the research findings.

Authors' Contributions

All authors have contributed significantly to the research process and the development of the manuscript.

Declaration

In order to correct and improve the academic writing of our paper, we have used the language model ChatGPT.

Transparency Statement

Data are available for research purposes upon reasonable request to the corresponding author.

Acknowledgments

We would like to express our gratitude to all individuals helped us to do the project.

Declaration of Interest

The authors report no conflict of interest.

Funding

According to the authors, this article has no financial support.

Ethical Considerations

In this research, ethical standards including obtaining informed consent, ensuring privacy and confidentiality were observed.

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