

Evaluation of Central Civil Services Bureaus in Developing the Administrative System: Comparative Study Between Palestinian and Jordanian Cases

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Abstract: The purpose of this study is to evaluate the policies of the civil services bureau in Palestine and Jordan within the effectiveness of services and the effect of internal and external environments in both bureaus. The sample of the study consisted of 50 top management employees from the Palestinian bureau and 62 from the employees from the top management in the Jordanian bureau. The beneficiaries sample consisted of 289 participants from Jordan and 262 participants from Palestine. The findings of the study showed an average success in developing the administration system in both countries while the application of the law was in the favor of the Jordanian bureau. Moreover, there is a great importance for the internal and external environments on the performance of the civil services bureau especially the economical and financial domains as well as political stability. Based on the findings several recommendations were presented.

Key words: Civil services bureau, Jordan, Palestine, administrative system, political

INTRODUCTION

In the current era, its imperative to improve the performance of the administrative body in countries as this becomes one of the importance challenges facing planners to enable public systems from carrying out its tasks effectively.

Accordingly many Arab countries since 1950s took careful consideration in to the establishment of civil services bureaus to draw and prepare plans to manage public employees (Mustafa, 2008). Therefore, it can be noted in many Arab countries extent of expansion of those bodies during the last 50 years and the considerations that took overshadow the reality of public administration in general and the department of civil service affairs in particular, recent changes in the culture of the community on the one hand and the culture of the civil service employees and ambitions on the other hand and of the need to participate to make decisions and increase citizens' expectations of government services in quantity and quality and the needs of manpower in government agencies for development opportunities and career upgrading and justice in the selection and appointment and assume management and leadership positions in institutions and each of these variables has become imperative for the service machines civil in the Arab countries directly involved in the organization of public service and public affairs employee to do the most that has in the development of the civil service management and responding to these developments (Abdelbaset, 2010).

Despite the efforts of both civil services bureaus in Jordan and Palestine in developing the administrative systems through laws amendment, jobs description, training strategies and evaluation there are no studies aimed to evaluate the policies of the civil services bureau in Palestine and Jordan within the effectiveness of services and the effect of internal and external environments in both bureaus.

Thus, the statement of purpose of this study is represented in the following research question: to what extent the central civil services bureaus contribute in developing the administration bodies in Jordanian and Palestinian cases?

Questions of the study: The main research question is: to what extent the central civil services bureaus contribute in developing the administration bodies in Jordanian and Palestinian cases? There are sub-questions as follows:

- What are the polices of central civil services bureau in the field of administrative development regarding the affairs of civil service in Jordan and Palestine?
- To what extent central civil services bureaus affected with the external environment the field of administrative development regarding the affairs of civil service in Jordan and Palestine?
- What are the authorities of central civil services bureau in the field of administrative development regarding the affairs of civil service in Jordan and Palestine?

- To what extent central civil services bureaus affected with the technological developments the field of administrative development regarding the affairs of civil service in Jordan and Palestine?

SIGNIFICANCE OF THE STUDY

The importance of this study emerged from its purpose as it seeks to reach several findings benefiting researchers on both practical and scientifically levels. This can be summarized as follows:

Scientific importance: The scientific importance of this study is represented from its goal of rooting an important issue regarding the role of civil services bureaus in administrative development.

Practical importance: The practical importance is emerged from the goal of this study which is the evaluation of the policies of the civil services bureau in Palestine and Jordan within the effectiveness of services and the effect of internal and external environments in both bureaus.

DEFINITION OF TERMS

Evaluation: A systematic determination of a subject's merit, worth and significance, using criteria governed by a set of standards. It can assist an organization, program, project or any other intervention or initiative to assess any aim.

Civil service: In Arabic terms, it is the services provided for citizens. While in the western literature it is all non-military branches to manage the country as it is called (public employee) or public affairs in some systems.

Civil services bureau: A public body to manage services in managing all public employees.

Administrative development: Providing administrators with the skills, information and competencies in order to improve their performance.

Administrative body: All the public ministries and its branches benefiting from the reform and development efforts.

PREVIOUS EMPIRICAL STUDIES

Hassna Al-azzmi study (the role of civil services bureau in the administrative development in the state of Kuwait). The aim of this study is to investigate the

opinions of the civil services bureau and the beneficiaries regarding the services of the bureau. The findings showed that 85% of the employees thought it was high while 79% if the beneficiaries gave the same result. Moreover, the study recommended the need to improve the services through continuous cooperation with stakeholders and concerned bodies.

Mamdouh Mustafa Ismail (Filmer and Lindauer, 2001) study concluded that despite the efforts since 1997 when the administrative reform program was initiated regarding the section of employees there was no effect on reducing unemployment and the administrative body still needs more reform as well as in the field of salaries and other benefits. The findings of the study showed that training still faces many technical and financial obstacles.

Elizabeth Woods study (Sean and Patty, 2007) aimed to explore the role of training in developing administrative performance in California. The sample of the study consisted of 496 managers attended many development programs. The survey findings showed that the center plays a vital role in training managers and developing their competencies especially in leadership, communication and conflict management.

Refat Al-faouri and Ibtam Al-Omsh (Al-Faouri and Al-Oumosh, 2002) study concluded that there were no qualified human resources to carry out the development and training affairs in the studied bodies while the effectiveness of development and training units in Jordan was in a good level in general.

The central office of organisation and management in Egypt found that there is a need to take careful attention to the training plan to develop the skills of public employees in order to achieve sustainable development and improve the general performance in public organisation (Kim, 2008).

Most of the studies had adopted a descriptive approach as in the current study. However, the current study differs in its sample (two cases from two different countries). Furthermore, the goal of this study is the evaluation of the policies of the civil services bureau in Palestine and Jordan within the effectiveness of services and the effect of internal and external environments in both bureaus. The researcher used previous studies to enrich the review of this study as well as in reviewing its procedures and methodologies.

METHODOLOGY AND PROCEDURES

The methodology of this study consisted of the functional structure used by the researcher to clarify the functions of central services bureaus within its adaptations, tasks, participants and authorities. Moreover, the comparative approach based on

comparing; the phenomenon to find differences and similarities between Jordanian and Palestinian cases (King and Teo, 2000).

SAMPLE OF THE STUDY

The sample of the study consisted of 50 top management employees from the Palestinian bureau and 62 from the employees from the top management in the Jordanian bureau. The beneficiaries sample consisted of 289 participants form Jordan and 262 participants from Palestine (Table 1-6):

Table 1: Samples' distribution according to gender

Variables	Jordanian beneficiaries		Palestinian beneficiaries	
	No	%	No	%
Male	141	48.8	134	51.1
Female	148	51.2	128	48.9
Total	289	100.0	262	100.0

Table 2: Samples' distribution according to age

Variables	Jordanian beneficiaries		Palestinian beneficiaries	
	No	%	No	%
<25y	12	4.2	16	6.1
25-<35	105	36.3	122	46.6
35-<45y	115	39.8	81	30.9
45->55	57	19.7	37	14.1
>55	-	-	6	2.3
Total	289	100.0	262	100.0

Table 3: Samples' distribution according to scientific qualification

Variables	Jordanian beneficiaries		Palestinian beneficiaries	
	No	%	No	%
Diploma	104	36.0	65	24.8
undergraduate	152	52.6	167	63.7
graduate	33	11.4	30	11.5
Total	289	100.0	262	100.0

Table 4: Samples' distribution according to gender

Variables	Jordanian beneficiaries		Palestinian beneficiaries	
	No	%	No	%
Male	48	77.4	31	62.0
Female	14	22.6	19	38.0
Total	62	100.0	50	100.0

Table 5: Sample distribution according to post

Variables	Jordanian beneficiaries		Palestinian beneficiaries	
	No	%	No	%
Department head	24	38.7	15	30.0
Manager	38	61.3	35	70.0
Total	62	100.0	50	100.0

Table 6: Samples' distribution according to scientific qualification

Variables	Jordanian beneficiaries		Palestinian beneficiaries	
	No	%	No	%
Diploma	3	4.8	2	4.0
Undergraduate	44	71.0	27	54.0
Graduate	15	24.2	21	42.0
Total	62	100.0	50	100.0

- First: characteristics of the beneficiaries sample
- Second: characteristics of the civil services bureau employees sample
- Third: findings of the study

Findings of the first question: what are the polices of central civil services bureau in the field of administrative development regarding the affairs of civil service in Jordan and Palestine? To explore the beneficiaries responses regarding the polices of central civil services bureau in the field of administrative development regarding the affairs of civil service in Jordan and Palestine manes, t-values were calculated as seen in Table 7.

Table 7 showed that there were no differences in the samples' opinions regarding the services of civil bureau in Jordan and Palestine as t-value totaled 0.546 at the level of $\alpha = 0.585$ with no significance at the level of $\alpha = 0.05$. This can be interpreted that both bureaus in Jordan and Palestine had succeed in developing the public bodies in an average level as seen from the total mean (Al-Faouri and Al-Oumosh, 2002).

Findings of the second question: to what extent central civil services bureaus affected with the external environment the field of administrative development regarding the affairs of civil service in Jordan and Palestine?

Means, standard deviations and t-value were calculated to explore the respondents' opinions about the items measuring the effect of external environment the field of administrative development regarding the affairs of civil service in Jordan and Palestine.

Table 8 showed that the political effect on Jordanian was higher as the political stability in Jordan affect their development positively since their means (3.92) against (3.69) in Palestine. Meanwhile, both bureaus in both countries are affected by the political factor. With regard to the legal effect it was clear that there were no differences in the samples' opinions except on items 3-5 in favor of Jordanian employees (Al-Odwan, 1995).

This can be attributed to the continues procedures in Jordan to develop laws regarding the work of public employees. Meanwhile, Palestinian employees thought that the conflict between laws had affected their performance negatively. In general the legal effect is evident in both cases.

In the economical and financial effect, it was clear there were no differences in opinions except in item 2 as Palestinian employees consider foreign aids affect their development. In general the economical effect is evident in both cases. In the social side, the same result was reveled except in items 1.6 as Jordanian employees

Table 7: Manes, t-values of beneficiaries responses regarding the polices of central civil services bureau in the field of administrative development regarding the affairs of civil service in Jordan and Palestine

Beneficiary	Items	No	M	SD	t-values	F-values	Sig.
Jordan	Selection and appointment	289	3.68	0.900	1.951	549	0.062
Palestine		262	3.83	0.904			
Jordan	Competency standards in hiring	289	3.47	0.939	2.069	549	0.039
Palestine		262	3.64	0.952			
Jordan	Promotion systems	289	3.45	0.943	0.887	549	0.375
Palestine		262	3.38	1.004			
Jordan	Training and development	289	3.37	0.992	1.674	549	0.095
Palestine		262	3.51	0.985			
Jordan	Incentives and rewards	289	3.13	1.090	1.262	549	0.207
Palestine		262	3.01	1.148			
Jordan	Job path development	289	3.30	1.001	0.431	549	0.662
Palestine		262	3.26	1.073			
Jordan	Evaluation standards	289	3.45	0.985	0.574	549	0.566
Palestine		262	3.40	1.003			
Jordan	Job description	289	3.46	0.982	0.025	549	0.980
Palestine		262	3.46	1.078			
Jordan	Problem solving	289	3.31	0.985	0.338	549	0.736
Palestine		262	3.28	1.052			
Jordan	Developing job structure	289	3.47	0.928	0.309	549	0.757
Palestine		262	3.50	1.016			
Jordan	Easing procedures	289	3.44	0.945	0.087	549	0.931
Palestine		262	3.45	1.081			
Jordan	e-Government shift	289	3.52	0.983	0.311	549	0.756
Palestine		262	3.49	1.031			
Jordan	e-Network for employees	289	3.41	1.020	1.467	549	0.143
Palestine		262	3.54	1.056			
Jordan	Collaborative between bodies	289	3.31	0.986	0.321	549	0.749
Palestine		262	3.34	1.084			
Jordan	-	289	3.41	0.782	0.546	549	0.585
Palestine	-	262	3.44	0.758			

Table 8: Means, standard deviations and t-value were calculated to explore the respondents opinions about the items measuring the effect of external environment the field of administrative development regarding the affairs of civil service in Jordan and Palestine

Employees	Items	No	M	SD	t-values	F-values	Sig.
Jordan	Political effect	62	3.92	0.438	2.683	110.000	0.008
Palestine		50	3.69	0.472			
Jordan	Legal effect	62	3.89	0.475	1.316	110.000	0.191
Palestine		50	3.77	0.445			
Jordan	Economical and financial effect	62	3.92	0.455	110.000	0.523	110.000
Palestine		50	3.98	0.470			
Jordan	Social effect	62	3.70	0.625	0.264	110.000	0.793
Palestine		50	3.67	0.382			

consider the job as a way to overcome poverty and unemployment while item 6 showed that Palestinian employees confirmed the equality regardless ethic or gender. In general the social effect is evident in both cases.

Findings of the third question: what are the authorities of central civil services bureau in the field of administrative development regarding the affairs of civil service in Jordan and Palestine? Table 9 showed the results of the third question.

Table 9 showed that there are differences in the employees' opinions in both countries about the effect of external environment on the performance of the civil service bureau within he functional side as t-value totaled 1.966 at the level of $\alpha = 0.048$ with a significance at the level of $\alpha = 0.05$ in favor of Jordanian employees. This can be attributed to the conflict of roles

between the bureau and other public systems as well as the huge load of work while, the relationship with decision makers and policy makers still weak. Furthermore, there wee no differences in the samples' opinions except in item 2 as Palestinian employees thought that the bureau had wide authorities. In item 8, Jordanian employees thought that their relationships with other decision making systems still weak and affect their bureau's work negatively. In general, the external environment has its effects on both cases.

Findings of the fourth question: to what extent central civil services bureaus affected with the technological developments the field of administrative development regarding the affairs of civil service in Jordan and Palestine?

Table 10 showed that there were no differences in the samples' opinions in both Jordanian civil services

Table 9: Means, standard deviations and t-value were calculated to explore the respondents opinions about the authorities of central civil services bureau in the field of administrative development regarding the affairs of civil service in Jordan and Palestine

Employees	Items	No	M	SD	t-values	F-values	Sig.
Jordan	The bureau is only caring out reform programs	62	2.24	0.900	0.439	110	0.661
Palestine		50	2.32	0.978			
Jordan	The bureau has wide authority in polices planning and application	62	2.77	1.093	2.595	110	0.011
Palestine		50	3.30	1.035			
Jordan	The bureau has limited authority in polices planning and application	62	3.48	0.882	3.585	110	0.001
Palestine		50	2.84	1.017			
Jordan	Conflict of roles affect the performance negatively	62	3.58	1.001	1.190	110	0.236
Palestine		50	3.36	0.942			
Jordan	There is accurate classification in jobs with other public systems	62	3.73	0.908	0.280	110	0.780
Palestine		50	3.68	0.794			
Jordan	Work load compared to the size of the bureau	62	4.31	0.951	2.591	110	0.011
Palestine		50	3.88	0.746			
Jordan	Authorities and tasks are set accurately	62	3.94	0.787	0.178	110	0.859
Palestine		50	3.96	0.638			
Jordan	Weak relationships with decision makers	62	2.73	1.089	2.104	110	0.038
Palestine		50	2.32	0.913			
Jordan	General trends in public job don't encourage development	62	2.85	1.084	0.970	110	0.334
Palestine		50	2.66	1.022			
Jordan	-	62	3.29	0.418	1.996	110	0.048
Palestine		50	3.15	0.335			

Table 10: Means, standard deviations and t-value of respondents responses regarding the role of the bureaus towards developing information technology systems

Employees	Items	No	M	SD	t-values	F-values	Sig.
Jordan	Developing employees abilities to us IT	62	4.16	0.872	0.965	110	0.337
Palestine		50	4.30	0.580			
Jordan	Technical support is provided for employees	62	4.21	0.792	0.078	110	0.938
Palestine		50	4.22	0.545			
Jordan	Employees are trained through e-Training	62	3.94	0.939	0.148	110	0.883
Palestine		50	3.96	0.781			
Jordan	Introducing computerized systems in public organizations	62	4.24	0.783	1.316	110	0.191
Palestine		50	4.06	0.652			
Jordan	Educating and training employees to use technology	62	4.11	0.943	0.696	110	0.488
Palestine		50	4.00	0.728			
Jordan	Applying modem archive systems	62	4.35	0.749	0.269	110	0.788
Palestine		50	4.32	0.587			
Jordan	Adopting e-Data to plan and decision making	62	4.00	0.975	0.233	110	0.816
Palestine		50	3.96	0.807			
Jordan	-	62	4.14	0.745	0.226	110	0.821
Palestine		50	4.12	0.511			

bureau and Palestinian employees bureau towards the role of the bureau in developing information technology as t-value totaled 0.226 at the level of $\alpha = 0.821$. And has no significance at the level of $\alpha = 0.05$. It is clear that both countries had been affected by the recent developments in technology in order to achieve administrative development.

CONCLUSION

The purpose of this study is to evaluate the policies of the civil services bureau in Palestine and Jordan within the effectiveness of services and the effect of internal and external environments in both bureaus. The findings showed that the findings of the study showed an average success in developing the administration system in both countries while the application of the law was in the favor of the Jordanian bureau. Moreover, there is a great importance for the internal and external environments on

the performance of the civil services bureau especially the economical and financial domains as well as political stability.

RECOMMENDATIONS

Therefore, it is recommended in the Palestinian case that the legislative council in Palestine must take its role in legislating all the needed laws in order to facilitate the work of civil bureau in development and evaluation.

Moreover, in both cases there must be a clear and modern legal frame that copes with the needs of civil services to clarify authorities and avoid conflict and routine. There is a need to link evaluation results with the training programs through activating the role of the national school of public administration.

In the Jordanian case its recommended to establish and independent body to select leaders according to their competencies to serve in public bodies. Furthermore,

enhancing decentralization and authorizing organizations with the supervision of the civil services bureau. In general, the researcher recommended the following:

- Adopting experience standard and performance level in promotion to instill excellence and innovation culture among employees
- Link evaluation results with the training programs through activating the role of the national school of public administration
- The suitable use of financial and human resources in triaging and qualification plans especially in Palestine to avoid problems of foreign aids
- Investing in technology in the management of employees and public job in general through a modern database and transform towards e-Government

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