

The Role of External Environment in Developing the Administrative System: Comparative Study

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Abstract

The purpose of the study is to evaluate the external environment in both Jordanian and Palestinian cases in developing the administrative system, then exploring the similarities and differences regarding the dominant economical conditions, political climate as well as social and cultural variables.

The study consisted a sample of the central system of civil service called (Palestinian General Office of employees) totaling (50) employees in the higher management out of 59 employees; as well as Jordanian civil bureau totaling (62) employees in the higher monument of (70) employees. The findings of the study showed that regarding the application of civil service code in favor of the Jordanian one against the Palestinian office attributed to the absence of the legislative authority since 2007 due to the problems in the political opinions in Jordan resulting the malfunction of the legislative council.

With regard to the external environment the findings showed that the economical, financial and political aspects have an important role in the success of the development of the administrative system in both countries. Moreover, the findings showed that there are Differences in favor of the Jordanian office in both political and judicial aspects due to the ambiguity of clarity and stability because of the procedures of the Israeli occupation and the absence of the legislative authority since 2007 due to the problems in the political opinions in Jordan resulting the malfunction of the legislative council.

Based on the findings the researcher recommended the Palestinian side the need to activate the legislative council to obtain its role after eight years of absence especially in the filed of civil services laws; as well as the best use of financial resources to develop special plans to meet the needs of the development projects of the civil services systems.

Introduction

The current era is distinguished with the rapid information changes as well as dramatic technological developments in all aspects of life including civil services. The civil services in the Arab world goes through a state of change and modernization in order to cope with the knowledge, scientific and social developments; this calls upon the concerned people in such affair to take careful attention to the success of the administrative process before looking into its general content within all domains⁽¹⁾

The environment of civil service is affected by a number of factors and circumstances; this includes the political, social, economical and cultural factors then the technological factors, as administrative systems operate within different factors and variables, so it effects and affected as well. The active administrative system responds to all factors and variables as well as interacting with them.

⁽¹⁾John Devoli, Local Innovation in modern Era, 2005, NY, **Hudson Valley business Press**. P65.

Therefore; the administrative system applied in one country is not valid for another country especially countries which differ in its developmental levels.

The environmental data in any country reflects the general administration efficacy and its role in achieving the administrative, economical, and social and development goals. In the field of political environment the political stability along with the state support for change presents and affective way to change and alter structures, positions, jobs, laws as well as legalizations related to the administration. The political stability affects positively the administrative stability and the formation of public organizations⁽²⁾.

If the country is stable politically and enjoy security, the state works on administrative stability, diagnosing the administrative problems to detect in weakness points in it. As a result, change process and development process will be easier also; the neutralism of the political powers gives the administrative system the independence and freedom to perform all its tasks.

As for the economical domain, the lack of financial resources hinders the allocation of the needed resources for development in all fields including civil services, this leads to the dependence on grants and external aids. Lack of resources and the failure to allocate them leads to negative direct and indirect effects on civil service.

With regard to the social domain, the administrative system is affected by the educational level. As, whenever, the educational level is high it allows the system to choose the best qualified employees to be recruited in public services. The trained and educated human element is considered one of the important factors affecting the administrative system ability to perform its tasks and jobs.

Finally, the technological environment in the end of the 20th century led to the development of information systems, the use of computers and the vast information flow. Many information systems and databases emerged to serve the civil services goals contributing the in efficacy of the administrative system and supporting the administration missions (planning, organization, observation, direction and decision making) whenever its used inside the organization⁽³⁾.

Therefore, looking into the Arabic administrative system and its size reveals that this system had expanded widely in the last five decades, and there are many internal and external factors affected this system. Thus, the problem of this study is represented in the following question: **To what extent the external environment contributes in developing the administrative system in both Jordan and Palestine?**

Objectives of the Study

The current study is aiming to achieve the following goals:

1. Explaining the effect of the political and legal environment of central civil services systems in developing the administrative system and analyzing it with a focus on both Jordanian and Palestinian cases, within the effects of such environment.
2. Explaining the effect of the social and cultural environment of central civil services systems in developing the administrative system and analyzing it with a focus on both Jordanian and Palestinian cases, within the effects of such environment.
3. Explaining the effect of the economical environment of central civil services systems in developing the administrative system and analyzing it with a focus on both Jordanian and Palestinian cases, within the effects of such environment
4. Explaining the effect of the technological environment of central civil services systems in developing the administrative system and analyzing it with a focus on both Jordanian and Palestinian cases, within the effects of such environment.

⁽²⁾ Mwafq Hadid. **Public administration: Forming structures and making policies in public programs**. Amman, Al-shrouq publishers, 2000, P82.

⁽³⁾ Mohammed Al-hniti, E-government and its effect on the quality of e-services: case study of income department. **Paper presented to the business administration conference**, Jordan university. March, 2005, Pp 155-193.

Previous Studies

Study of the Jordanian Civil Bureau (**The status of Human resources and administrative organization in Jordanian civil services**)⁽⁴⁾

This study presents an informational base that reflects an understanding and diagnosis for the status of civil services and its requirements. The study addresses the human forces features in the civil services system in term of the academic qualifications; it seems that there is a drop on doctoral students despite their availability in the local market. The study showed that 45% of the civil services employees are above 40 years old; this indicates that the system is not renewable. Moreover, the findings showed that 46% of the employees are females indicating the role of women in the work force especially in the public sector.

A study conducted by the **Public Jobs Ministry and Modernizing Administration in Morocco**⁽⁵⁾

The study was about the modernization achievement and public services in the ministry. The ministry had set a comprehensive legal system related to the assignments in higher jobs, aiming to establish a quality principles, equal opportunities and transparency. This was achieved by issuing (12, 02) code related to the recruitments in higher posts. The law determines the conditions and procedures of the appointments and through advertisements on the related public sites.

Mamodouh Ismail Study⁽⁶⁾ The study concluded that despite the efforts since 1997 the date of the reform regarding employees recruitment there were no reduction in unemployment rates and the administrative system in Egypt stills inflated compared by the number of inhabitants as well as salaries still low and don't fit the inflation in the society.

Adhia Hasmuk Study⁽⁷⁾ The study considered that reforming and developing civil services in a difficult task and the most important requirement is the political well in the higher levels. It is a dynamic and continuous process and there is a need for learning from other countries experiments in this field.

Shephard Geoffry study⁽⁸⁾ concluded that The civil service in its modern institutional form as a merit system is to be observed in all the successful market economies but in none of the planned economies or import-substitution economies, whether these regimes are authoritarian or democratic.

Concepts of the Study

External Environment: All the external factors and variables affecting the organizations in general and the effect doesn't stand for one type of businesses or one place in the state, it is the general environment factors such as economical conditions or political climate or even some social and cultural variables.

Administrative system: It is all the public ministries that benefit from the administrative reform and devolvement efforts as well as all the branches of those ministers in the states' regions.

Administrative Development: in its comprehensive definition, it is the renewable ability to build and develop the concepts. Attitudes, systems, abilities as well as methods to meet the current and future needs in the political, economical, social and cultural aspects. It is the reform of the administrative system and all its bodies and systems.

⁽⁴⁾ Civil Service bureau, **The status of Human resources and administrative organization in Jordanian civil services**. First Stage. Jordan. 2005

⁽⁵⁾Public Jobs Ministry and Modernizing Administration in Morocco. **Public Jobs Ministry**. Annual report, 2014, Pp 30-72.

⁽⁶⁾ Dr. Mamdouh Mustafa Ismail. Policies of civil services in Egypt: Evaluation Perspective. (Dr. Saleh Ahmed – Edit). **Forum of Public polices, Cairo University: Public policies and Consultation Center**, October, 2005, Pp 27-28.

⁽⁷⁾Adhia Hasmuk, Making Bureaucracy; **work lessons from thw us experience ibm management review**, vol. 7, no, 4, December 2005, pp 30.39.

⁽⁸⁾Shephard Geoffry, civil service reform in developing countries; why is it going badly? 11 th international anti corruption conference 25028 may 2003, korea, www.unpan.un.org/intradco/group/public/documents/un/unpan.10813.pdf

Study Methodology

The methodology used by the researcher helps in obtaining data and information to answer the questions from its resources⁽⁹⁾. In order to study both the Palestinian and Jordanian cases and to reach a deep understanding for each case the researcher selected the comparative approach in order to uncover similarities and differences of both cases.

Population and Sample

The population of the study is all the employees in the central system of civil services that called Palestinian Public employees office totaling (50) male and female employees in the top management out of (59) employees; and the Jordanian civil bureau totaling (62) male and female employees in the top management out from (70) employees. The following tables show the demographic information of the study sample.

Table 1: Employees' distribution according to gender variable

Category	Jordanian bureau		Palestinian Bureau	
	No	%	No	%
Male	48	77.4	31	62.0
Female	14	22.6	19	38.0
Total	62	100.0	50	100.0

Table 2: Employees' distribution according to post variable

Category	Jordanian bureau		Palestinian Bureau	
	No	%	No	%
Dprt. head	24	38.7	15	30
manager	38	61.3	35	70.0
Total	62	100.0	50	100.0

Table 3: Employees' distribution according to scientific qualification

Category	Jordanian bureau		Palestinian Bureau	
	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

Table 4: Employees' distribution according to experience

Category	Jordanian bureau		Palestinian Bureau	
	No	%	No	%
Less than 5yrs	21	33.9	2	4.0
5- less than 10 yrs	24	38.7	17	34.0
10-less than 15yrs	9	14.5	16	32.0
15- less than 20yrs	4	6.5	12	24.0
+ 20years	4	6.5	3	6.0
Total	62	100.0	50	100.0

⁽⁹⁾ Ihsan Al-gha & Mahmoud Al-ostath. **Design Educational Research**. Palestine, Gaza, 2003, P82.

Study Questions

1. To what extent the political and legal environment of the central civil services systems contributes in developing the administrative system and analyzing it in both Palestinian and Jordanian cases imposed by the environment on those systems?

With regard to the political environment the findings showed differences in the employees' responses in the central civil services systems in favor of the civil services system in Jordan. These differences are due to the differences in the political circumstances in both countries especially the occupation in Palestine. The findings showed that the occupation imposed obstacles in all aspects of life affecting the development of the administration. Moreover, the findings showed in item (3) provided that (The political circumstances help in the success of the development programs), the differences here were in favor of the Jordanian case. This result is logical due to political stability in Jordan while, Palestine state is still under the Israeli occupation. It is known that political stability is the main factor in controlling the political environment. Such stability enables the state from changing and modifying the structures normally in certain periods. This enhances satisfaction among people and develops the administration movements towards modernizations and the efficiency of public systems in general. Moreover, the obstacles and instability prevent the civil services in Palestine from achieving more as this shown on item (7) about the government instability which affect the process as a whole.

Table (5) shows the means, standard deviations, (t) values and its significance regarding the political aspects in both cases

Table 5: Means, standard deviations, (t) values and its significance regarding the political aspects in Jordanian and Palestinian cases

No	Item	N	No	M	SD	T	f	Sig
1	Development program receive good political support	Jor Pal	62 50	3.97 4.00	0.789 0.700	0.226	110	0.821
2	Despite government changes the support is stable	Jor Pal	62 50	3.63 3.46	0.873 0.930	0.989	110	0.325
3	Political circumstances help in the success of administrative development programs	Jor Pal	62 50	3.81 2.60	0.955 0.926	6.736	110	0.000
4	The governments encourage administrative development programs	Jor Pal	62 50	3.69 3.70	0.879 0.995	0.036	110	0.971
5	Political stability affect directly the success of administrative development programs	Jor Pal	62 50	4.40 4.46	0.527 0.579	0.541	110	0.589
6	The council of ministers encourages and support administrative development programs	Jor Pal	62 50	4.13 3.96	0.877 0.699	1.108	110	0.270
7	The government trusts the transparency of the civil services bureau	Jor Pal	62 50	4.50 4.10	0.594 0.707	3.254	110	0.002
8	The government efforts in development is limited	Jor Pal	62 50	3.24 3.24	1.141 1.021	0.009	110	0.999
	Total	Jor Pal	62 50	3.92 3.69	0.438 0.472	0.009	110	0.999

With regard to **the legal environment** the findings showed that there are no significance statistical differences in the responses of the employees of civil services systems. However, through reviewing the results it is evident that there are differences for the Jordanian civil services bureau, this result is a logical one. While, the low rates of the employees responses in Palestine show that lack of a legislative authority since 2007 resulted in a huge instability in the legal environment. All this reflected on the inability of the administrative system in Palestine to carry out its tasks in the time, there is a need to modern laws and legislations in the administrative field.

Through looking into the items of the legal environment, the third item provided that (the government conducted continuous development for the rules of the civil services code) showed

differences in favor of the Jordanian case as a result of the existence of an authority which can carry out laws and exercising its power in development of the related laws. On the contrary the Palestinian case had a legislation council that didn't practice its power since 2007 so there were no advances in the administrative laws especially in the field of civil services. Table (6) shows the means, standard deviations, (t) values and its significance regarding the legal aspects in both cases.

Table 6: Means, standard deviations, (t) values and its significance regarding the legal aspects in Jordanian and Palestinian cases

No	Item	N	No	M	SD	T	f	Sig
1	Providing the legal references for planning and setting policies	Jor	62	4.29	0.524	0.699	110	0.486
		Pal	50	4.36	0.525			
2	Special laws of civil services help in administrative development	Jor	62	4.13	0.799	1.183	110	0.240
		Pal	50	3.94	0.890			
3	The government held a continuous development for employees laws	Jor	62	3.94	0.744	2.194	110	0.030
		Pal	50	3.58	0.971			
4	There is a review of the laws that don't fit administrative development	Jor	62	3.82	0.897	1.357	110	0.177
		Pal	50	3.58	0.992			
5	The interference between laws prevent development	Jor	62	3.23	1.234	2.035	110	0.044
		Pal	50	3.68	1.096			
6	The authorities of the system are clear and defined	Jor	62	3.56	0.952	0.411	110	0.682
		Pal	50	3.64	0.985			
7	There is a law providing the duties of the civil services system	Jor	62	4.45	0.739	1.744	110	0.084
		Pal	50	4.20	0.782			
8	The continuous development of laws and regulations	Jor	62	4.13	0.877	1.534	110	0.128
		Pal	50	3.88	0.824			
9	The civil service hasn't a policy formation role and doing procedural one only	Jor	62	3.32	1.128	1.745	110	0.084
		Pal	50	2.96	1.049			
10	Developing laws and regulations to cope with the civil services system duties	Jor	62	4.06	0.827	0.654	110	0.514
		Pal	50	3.96	0.856			
	Total	Jor	62	3.89	0.475	1.316	110	0.191
		Pal	50	3.77	0.445			

2. To what extent the social and cultural environment of the central civil services systems contributes in developing the administrative system and analyzing it in both Palestinian and Jordanian cases imposed by the environment on those systems?

With regard to the effect of the social environment the findings showed that there were no significant differences in the responses of the employees with high level evaluation. This means that the social and cultural environment in both countries helps civil services systems in carrying out development programs within the high rates of education leading to the selection of the best human resources. Moreover, traditions and customs in both countries are open and can accept change which in turn leads to acceptance of change and development. However, the findings showed that there are differences in the first item (Using social considerations in recruitment) in favor of the Jordanian case due to the high rate of unemployment that as social considerations hinder the selection of the most competent people, and all this prevent the processes of development and reform. The findings are consistent with Al-risi study in Oman concluded that recruitment in certain cases is for social purposes only. Moreover, that study of Mamdouh Ismail in Egypt concluded that despite the efforts since 1997 the date of the reform regarding employees recruitment there were no reduction in unemployment rates and the administrative system in Egypt stills inflated compared by the number of inhabitants as well as salaries still low and don't fit the inflation in the society. Table (7) shows the means, standard deviations, (t) values and its significance regarding the social aspects in both cases.

Table 7: Means, standard deviations, (t) values and its significance regarding the social aspects in Jordanian and Palestinian cases

No	Item	N	No	M	SD	T	f	Sig
1	Considering poverty and unemployment in recruitment polices	Jor	62	3.68	0.954	5.889	110	0.000
		Pal	50	2.58	1.012			
2	There is an expansion in higher education so the system can select the best	Jor	62	4.02	0.932	0.789	110	0.432
		Pal	50	4.14	0.670			
3	Adopting justice and neutrality far form any pressures	Jor	62	4.18	0.840	0.563	110	0.574
		Pal	50	4.10	0.544			
4	There are cooperation between public employees to carry out development	Jor	62	3.74	0.974	1.635	110	0.105
		Pal	50	4.00	0.606			
5	Society change culture help in the success of the development	Jor	62	3.87	0.949	0.303	110	0.763
		Pal	50	3.82	0.800			
6	Equity between employees regardless gender and race	Jor	62	3.84	0.995	2.368	110	0.02
		Pal	50	4.22	0.616			
7	Society traditions help in the success of the development	Jor	62	3.19	1.171	0.272	110	0.786
		Pal	50	3.14	0.833			
8	Public employees are committed to time and accuracy	Jor	62	3.10	1.141	1.518	110	0.132
		Pal	50	3.40	0.926			
	Total	Jor	62	3.70	0.625	0.264	110	0.793
		Pal	50	3.67	0.382			

3. To what extent the economical environment of the central civil services systems contributes in developing the administrative system and analyzing it in both Palestinian and Jordanian cases imposed by the environment on those systems?

The findings related to the economical and financial environment showed that there is an agreement in the samples' responses with high level evaluation in both cases. This is a logical result as both countries have limited resources; this affects the administrative development negatively. It is known the development needs budgets to achieve the aims of the programs. Therefore, the shortage in budgets prevents civil services systems from developing its duties and programs effectively or using the current resources. The scarce of resources puts a burden on the public administration in order to seek alternative resources or using the current ones to carry out its tasks. This was evident in item three (The scarce of resources is an obstacle in front of administrative development) as well as item five (financial resources are essential in administrative development).

Moreover, item six about the differences in salaries between the public sector and the private sector leads to the migration of qualified people and this prevents and hinders all the administrative development efforts. Furthermore, other items showed that the dependence on external aids and the occupation financial procedures form other obstacles in front of the Palestinian efforts for the authentic administrative development. Table (8) shows the means, standard deviations, (t) values and its significance regarding the economical aspects in both cases.

Table 8: Means, standard deviations, (t) values and its significance regarding the economical aspects in Jordanian and Palestinian cases

No	Item	N	No	M	SD	T	f	Sig
1	The shortage of financial budgets for administrative reform	Jor	62	4.13	0.799	0.920	110	0.360
		Pal	50	3.98	0.915			
2	Dependence on external aids for development	Jor	62	3.21	1.026	4.713	110	0.000
		Pal	50	4.06	0.843			
3	The shortage of financial resources hinder the administrative development	Jor	62	4.24	0.694	1.267	110	0.208
		Pal	50	4.04	0.989			
4	The best use of current resources for developing the administrative system	Jor	62	3.79	0.852	1.117	110	0.266
		Pal	50	3.96	0.727			

No	Item	N	No	M	SD	T	f	Sig
5	Financial resources are essential in developing the administrative system	Jor	62	4.29	0.710	0.584	110	0.560
		Pal	50	4.20	0.926			
6	Differences in salaries between private and public sector dehydrate expertise	Jor	62	4.35	0.925	1.326	110	0.188
		Pal	50	4.12	0.940			
7	The low buying power of employees affect development	Jor	62	3.84	1.074	1.659	110	0.100
		Pal	50	3.50	1.074			
8	The civil services system observes the best use of financial resources	Jor	62	3.81	0.865	1.482	110	0.141
		Pal	50	4.04	0.781			
9	There are plans to recruit money fro development	Jor	62	3.61	0.912	1.628	110	0.106
		Pal	50	3.88	0.799			
	Total	Jor	62	3.92	0.455	0.640	110	0.523
		Pal	50	3.98	0.470			

4. To what extent the technological environment of the central civil services systems contributes in developing the administrative system and analyzing it in both Palestinian and Jordanian cases imposed by the environment on those systems?

The findings of the study related to the technological environment showed that there were no differences in the employees' responses in civil services systems within high evaluation level. This means that civil services systems in both countries realize the importance of technology in facilitating the planning of human resources in investing in it as well as improving transparency through carrying out tasks electronically without any paper efforts. Technology provided high potentials in improving administrative systems therefore, it is essential to have a national policy to accept technology and using it within the structure of public administration. Moreover, in the light of technological advances the public administration must cope with the current changes and future challenges, thus; the results confirmed that civil services systems are conducting training programs to promote the use of technology and providing employees with all technical support to enable them from employing technology in the development of the administrative system. Table (9) shows the means, standard deviations, (t) values and its significance regarding the technological aspects in both cases

Table 9: Means, standard deviations, (t) values and its significance regarding the technological aspects in Jordanian and Palestinian cases

No	Item	N	No	M	SD	T	f	Sig
1	Improving the ability of employees to use Information technology	Jor	62	4.16	0.872	0.965	110	0.337
		Pal	50	4.30	0.580			
2	Providing technical support and assistant for employees using IT	Jor	62	4.21	0.792	0.078	110	0.938
		Pal	50	4.22	0.545			
3	Employees are trained through e-training methods	Jor	62	3.94	0.939	0.148	110	0.883
		Pal	50	3.96	0.781			
4	Introducing e- accounting methods in public organizations	Jor	62	4.24	0.783	1.316	110	0.191
		Pal	50	4.06	0.652			
5	Educating and training employees to use modern technology	Jor	62	4.11	0.943	0.696	110	0.488
		Pal	50	4.00	0.728			
6	Using modern system for employees information database	Jor	62	4.35	0.749	0.269	110	0.788
		Pal	50	4.32	0.587			
7	Adopting e-data and indicators for planning and decision making	Jor	62	4.00	0.975	0.233	110	0.816
		Pal	50	3.96	0.807			
	Total	Jor	62	4.14	0.745	0.226	110	0.821
		Pal	50	4.12	0.511			

Study Findings

In order to explore the effect of the external environment and its reflections on the central system the researcher studied the affecting environments affecting the work of the civil services systems. First: the economical environment: There is no success without the financial budgets needed to achieve programs, as the shortage of such budgets hinders the execution of programs effectively. Second: The political environment: The findings showed that there are differences in the employees' responses in the central civil services systems in favor of the civil services system in Jordan. These differences are due to the differences in the political circumstances in both countries especially the occupation in Palestine. The findings showed that the occupation imposed obstacles in all aspects of life affecting the development of the administration. Third: the legal environment: The results were in the favor of the Jordanian civil services system due to the lack of authority in Palestine due to the political problems and the absence of the legislative council since 2007.

With regard to the effect of the social environment the findings showed that there were no significant differences in the responses of the employees with high level evaluation. This means that the social and cultural environment in both countries helps civil services systems in carrying out development programs within the high rates of education leading to the selection of the best human resources. Moreover, traditions and customs in both countries are open and can accept change which in turn leads to acceptance of change and development. However, the findings showed that there are differences in the first item (Using social considerations in recruitment) in favor of the Jordanian case due to the high rate of unemployment that as social considerations hinder the selection of the most competent people, and all this prevent the processes of development and reform.

In the technological aspects it is evident that both countries are using modern technology and encouraging employees to use IT and related applications in order to cope with the current changes and future challenges.

Recommendations

Suggestion Presented to the Palestinian Public Employees Office

- [1] The need to activate the Palestinian legislative council in order to obtain its role in issuing laws and regulations needed for the Palestinian society after eight years of absence.
- [2] Activating a legal frame for civil services after a long absence, such frame must be modern and copes with challenges as well as determining the duties and roles of related organizations without any interference with other department and ministers such as the ministry of developing the public sector.
- [3] Employing information technology in administering the public job and human resources in civil services systems through an advanced infrastructure.
- [4] The best usage of the available resources of financial budgets or plans to meet the needs of the development in the light of the dependence on external financial aids.
- [5] Training employees to use technology and providing them with technical assistance and support as well as applying modern e-archives and databases on a national scale.