

## **Administrative and organizational obstacles of development in the Jordanian ministries and their impact on administering and developing human resources: analytical study for the opinions of supervisors**

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**Abstract.** *This study aimed to identify organizational and administrative obstacles to the development of the administrative ministries in Jordan and their impact in improving the quality of services and simplifying procedures in the ministries from the viewpoint of their supervisory staff, through an analytical study of a number of ministries of Jordan. For the purposes of this study, a questionnaire was prepared to measure independent variables (the administrative and organizational obstacles) and the dependent variable (the reality of improving the quality of services and the simplification of procedures) in the study. A simple random sample consisted of (175) of the supervisory staff in (14) ministry was selected. Descriptive statistics and multiple regression methods were used in testing the hypothesis. Results of the study were as follows: firstly, administrative development in the Jordanian ministries faced obstacles on the organizational structure, organizational culture, financial and material resources, and human resources and secondly, the study showed the significant influence of the independent variables (the administrative and organizational obstacles) combined in the dependent variable (the reality of improving the quality of services and the simplification of procedures). The study provided a number of recommendations.*

**Keywords:** administrative obstacles, organizational obstacles, development of human resources, Jordanian ministries.

**JEL Codes:** O10, O15.

### **1. Introduction**

The concern of the Jordanian government culminated in administrative reformation and development programs in the governmental institutions. Since 1994, the Ministry of Administrative Development has initiated strategies and plans for administrative development programs. In 2004, the Ministry of Public Sector was established, it has developed operational plans and programs for administrative reformation and development, as the operational plan for administrative development was set to cover the period between (2004 and 2009). (the Ministry of Public sector, electronic website). However, the administrative development has frequently encountered obstacles, if it did not fail, it might be hindered or postponed. These obstacles differ in their nature and level of impact. Hence, this study aims to focus on organizational

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obstacles which encounter the administrative development in the Jordanian ministries and their impact on developing the quality of services and facilitating procedures according to supervisors.

## **2. Study topic and questions**

The study topic lies in the fact that it is an analytical study for discovering organizational obstacles that faces the administrative development in the Jordanian ministries and their impact on developing the quality of services and facilitating procedures according to supervisors. Thus, this study answers the following questions:

1. What are the administrative obstacles that faces the administrative development in the Jordanian ministries according to supervisors?
2. What is the impact of the administrative and organizational obstacles on administering and developing human resources according to supervisors?

## **3. Significance of study**

The significance of the study lies in the following:

1. The importance of administrative development derives from the improvement of the conditions of the internal environment to enable organizations to absorb challenges accompanying developments imposed by the external environment by using modern hypotheses, behavioural and administrative techniques to upgrade and develop the skills of the employees at work. In addition, it improves the quality of institutional performance.
2. The significance of this study derives from discovering the administrative and organizational obstacles that faces the administrative development in ministries and their impact on administration and human resources development according to supervisors, as it attempts to propose recommendations which contribute to overcome these obstacles. Thus, it opens doors for the development that will achieve efficiency and efficacy in organizations.

## **4. Study goals**

This study aims to achieve the following:

1. Discover the administrative and organizational obstacles that face the administrative development in the Jordanian ministries according to supervisors.
2. Discover the situation of the human resources administration and development in the Jordanian ministries according to supervisors.
3. Propose recommendations which contribute to overcome administrative and organizational obstacles which encounter the administrative development in the Jordanian ministries.

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## 5. Research method

The research depended on the descriptive analytical method, it depended on acknowledging the conceptual dimensions for the administrative development and its obstacles. To achieve this, the Desk and electronic research was applied, to observe books, periodicals, Arabic and foreign magazines. In addition, the electronic websites available on the internet; in order to be aware of the whole conceptual dimensions of the subject and build the conceptual frame, also mentioning the most important previous studies.

As for the field analytical method, a survey was applied in order to acknowledge the level of the administrative and organizational obstacles that faces the administrative development in the Jordanian ministries according to supervisors. Moreover, being aware of the situation of human resources development in these ministries depending on the compiled data using the questionnaire, and then these data were analysed using the SPSS (Statistical Package for Social Science). Moreover, the suitable statistical standards were extracted to test hypotheses, as well as the outcomes.

## 6. Study population and sample

The study population consisted of supervisors in the Jordanian ministries. As for the study sample, a random sample was isolated; it consisted of 175 employees selected from a number of ministries which approved the distribution of this questionnaire.

The questionnaire was distributed to the largest possible number of governmental ministries. 175 questionnaires were distributed, 141 questionnaires were retrieved and 51 questionnaires were excluded, as the information was insufficient and invalid for statistical analysis. Thus, the number of the analysed questionnaires was 126, i.e. 72%.

## 7. Hypothetical model

Based on the literature reviews, researches and studies related to the study and study problem; a hypothetical model was built to study the following variables:

1. The dependent variable: represented by the administrative and organizational obstacles for administrative development which are: organizational hierarchy obstacles, organizational culture obstacles, financial and material obstacles, human resources obstacles.
2. The independent variable represented by the situation of human resources development in the Jordanian ministries as one of the major points for developing the public sector which was set by the Ministry of Public sector.

## 8. Study hypotheses

### **The first major hypothesis:**

In the Jordanian ministries; administrative development is facing a number of administrative and organizational obstacles.

This hypothesis has the following branches:

1. In the Jordanian ministries, the administrative development is encountering organizational culture obstacles.
2. In the Jordanian ministries; the administrative development is facing organizational hierarchy obstacles.
3. In the Jordanian ministries, the administrative development is facing financial and material obstacles.
4. In the Jordanian ministries, the administrative development is facing human resources obstacles.

**The second major hypothesis:**

There is a statistical impact for the administrative and organizational obstacles of the administrative development (obstacles related to organizational culture, organizational hierarchy, financial and material resources and human resources) on the human resources development in the Jordanian ministries according to supervisors.

## **9. Conceptual frame and previous studies**

Administrative development concept: the literature reviews included a number of attempts to define the administrative development concept; the following are the main definitions: Beckhard defined organizational development as a planned effort which includes the whole system and administered by senior management to increase the organization's efficacy and security using planned interventions in organized procedures". (French Junior 2000:59).

Abu Al-Hasan Ibrahim believes that "the administrative development greatly reflects human efforts in institutions; it increases the institution's level which will help to solve different problems using encouragement and setting suitable strategies for future. As a result; the development programs will be achieved" (Ibrahim, 2007:62).

Moreover, (Abu Baker 2005:376) believes that organizational development is one of the major interventions to achieve the goals of organizational development. He also defined it as "a constant and planned intervention that is based on behavioural science and aims to increase the organization's efficacy and includes the whole system or a part of it".

One of the major concepts that discussed the administrative development and focused on the main features of development and administrative change is the one defined by Ahmad Maher as "the organizational development is a long-term plan to improve the organization's performance in solving problems, updating and changing the administrative practices. In addition, this plan depends on a cooperative effort between administrators taking into consideration the organization's environment, an intervention from an external party and practical application of behavioural science" (Maher, 2007:19).

Based on the above concepts, we can notice that administrative development is an activity designed to

increase productivity, improve the organization's efficiency and efficacy. Therefore, it is possible to say that organizational development is an organized activity that aims to improve inputs, processes and outputs which develops the organization and allows achieving the identified goals. In order to explain the concept of administrative organization, this requires an explanation of the main points:

1. An organized behaviour which means a range of behaviours set in concrete terms and chosen carefully not randomly which formulate a targeted and organized behaviour and main steps.
2. Making a targeted change; development comes from the current situation which creates a significant change according to planned parameters, strategies and policies.
3. Components of system: an organization is an opened system which consists of inputs represented by material, human and other resources, processes resulting from an integration of activities and movements and outputs represented by main products of commodities and services, also feedback. Thus, administrative development included all these aspects which will help to achieve the best level.
4. Planned objectives: these are the objectives which the organization aimed to achieve despite their levels and types.

## **10. Importance of administrative development**

Administrative development is one of the biggest projects applied by organizations in the private and public sectors with various objectives. This means that it is crucial to know the importance of administrative development. The reasons that led to applying organizational development are the following (Al-Utoom, 1994:68):

1. Increasing the number of employees, diversify their skills and efficiency reflects the quality of service, high competition to serve customers, create a satisfying organizational environment for employees, encouraging them, improving the relationships between the employees and with the administration, discovering the creative employees.
2. Constant change in the external environment has an impact on organization especially when it comes to improving resources, the ability to use them consciously based on planning. In addition, compete on having the largest market share.
- 3 Variability in organizations and activities, this requires developing hierarchies and updating them according to modern technology, achieving efficiency and efficacy in productivity, reinforcing strengths and overcome weaknesses.
4. Improving the strategies of choosing employees, employment and fair evaluation. In addition, setting up training programs, monitoring and facilitating work rules and achieving flexibility. Thus, the importance of administrative development is related to the achieved outcomes; as the regional and international tests have shown that this project achieves the best level of objectives with the lowest expenses as long as there is constancy and refurbishment. We therefore conclude that the administrative development is an imperative need for organizations that strive for change and improvement for viability, constancy in achieving

objectives, setting strategies, plans, monitoring application, correcting deviations that faces the organizational process.

## **11. Obstacles of organizational development**

Many researchers have indicated the most prominent obstacles that face the administrative development in governments, (Al-Kobisy, 2006:61) is one of them: the following are the foremost obstacles of administrative development:

1. Difficulties in polarizing, keeping and maintaining efficient and qualified employees for governmental work which makes the employees' turnovers an obstacle for the administrative development.
2. Weak leadership support for the quality of development in governments or the non-recognition by governments of the existence of problems and obstacles against the development.
3. Legislative obstacles.
4. Distrust or non-cooperation between the abilities and expertise of consultants and specialists.

Moreover, the following are major obstacles that Al-Mshary (2002:211) has indicated:

1. Material and human obstacles.
2. Obstacles of inappropriate connection system.
3. Employees are not participating in making decisions related to administrative development; they do not have a clear vision for the objectives either.
4. The administrations lack administrative development unit.
5. The absence of justice in applying the incentive system.

As for Al-Mosalamany (1999:19), he classified a number of obstacles into administrative, materialistic, legal, social and political.

## **12. Previous studies:**

In 2006, Al-Amayreh made a study, entitled "The impact of employing public employees to achieve administrative development in the Jordanian Hashemite Kingdom of Jordan". This study aims to explain the base of employment decisions in public jobs to achieve administrative development in Jordan. The researcher has used the analytical and theoretical method for the study using reference books of law and administration. In addition, the researcher concentrated on the relationship between employment processes of public jobs the plans and attempts of administrative development. The study found that the methods and types of competence are the main requirements for administrative

development. Therefore, the provisions of evaluating employees and institution performance are crucial elements in the process of administrative development.

In 2003, Sharar made a study entitled "The impact of organizational, technological and materialistic elements on the efforts of developing administrative development in the Government of Kuwait", which aimed to recognize the reality of organizational development in the Government of Kuwait. The following were the main issues considered: the case of balancing between responsibilities and authorities of the employees in the government centers is the significant problem that obstructs the coordination of administrative development efforts. Furthermore, the conformity between the interests of work and the employees is low. Hence, it created an obstacle for the administrative development. In addition, the study found that there was an impact for the organizational, technological and materialistic elements on the organizational development.

In 2006, Al-Soqor made a study entitled "The administrative development in the Jordan cement co". The study aimed to study the experience of the administrative development in the Jordan cement companies, especially after privatization and evaluate efforts in several directions: legislations, systems, re-engineering pattern of administration, information systems, technology, the means of communication, material resources and employees' efficiency. Moreover, the study aimed to evaluate the level of administrative development efforts in improving efficiency, increasing quality and profits, local community support, expeditious completion of work, increasing the market share.

The study came up with the following results:

1. On the one hand, the intervention of strategic party made a sufficient development for the following fields: legislation, systems, re-engineering processes, information and technology systems, means of communication. While on the other hand, the development of the pattern of administration and employees' efficiency was insufficient.
2. The dependent variables of the study have a statistical positive impact on the administrative development of the Jordan cement companies.
3. Some of the study population believed that there are some problems which obstruct the development system, the main obstacles are the following: old systems and instructions, changing the upper administration, poor administrative openness and bureaucracy.

In 2006, Kotter made a study entitled "Change management", which aimed to show the reasons of having 100 unsuccessful American and European organizations in making the necessary changes of development. The study conducted a number of results, the most significant one was that successful change and the development process goes through stages which require a considerable time and successful management. In addition, committing mistakes in any of the change stages might lead to failure. The study recommended creating a sense of necessity for the importance of change and development among employees. Thus, it will decrease their possible resistance for change.

In 2002, Wise made a study entitled "Administrative reform in public sector and change management". The study aims to criticize the attempts of administrative reform, it focuses on one concept or one framework of administrative development which are the economic dimension, committing to the principles of market economy, disregarding the principles of social and democratic principles, empowering the employees,



accountability principles and equalization of opportunities to enable minorities to have opportunities in management positions.

In 2001, Chackerian and Savima made a study entitled "Administrative reform and development" which aimed to show the impact of administrative and development using a field study for the experiment of administrative development in the American state, Florida. The study found an inverse relationship between reformation programs and the possibility of applying it. This shows that the reform and administrative development are facing a financial obstacle. In addition, there is a positive relationship between providing political support and succeeding in administrative reform and development.

### 13. Results

#### Firstly: Analysing study data

The following is a descriptive analysis for data; which are averages, standard deviations, materiality of study variables, items of variables, also taking into consideration the level of measurements which is used in the study as the following: (1) I totally don't agree, (2) I don't agree, (3) I'm neutral, (4)I agree, (5) I totally agree.

Based on the above, the averages will be used to explain data, as follows: Low level is between 2.49-1, average level is between 3.49-2.5, high level is between 3.5-and above. Thus, if the items' average is higher than 3.5, the perception will be high, this means that the study population agree on the item but if the average was 3.49-2.5; the perception will be average and if the average was less than 2.49; the perception level will be low.

Firstly: Administrative and organizational obstacles for development:

1. Estimation for the organizational obstacles according to study population:

Table 1. Averages and Standard Deviations for the obstacles of organizational culture.

Obstacles of the organizational culture	Averages	Standard deviation	Rank	Estimation
Organizational values	3.1746	1.18713	4	Average
Organizational beliefs	3.2778	1.12171	2	Average
Organizational norms	3.1984	1.11010	3	Average
Organizational expectations	3.1429	1.06369	5	Average
Organizational expectations	3.3175	1.97444	1	Average
All Items	3.2222	1.00851	-	Average

The estimated overall average for the obstacles of organizational culture has reached 3.22, in the second rank came in the organizational expectations; the average has reached 3.31, then came the organizational beliefs; the average has reached 3.27. While the lowest rank was for the organizational norms, it has reached 3.14. As mentioned above, the greatest obstacle was the organizational obstacle. Based on the foregoing, the study population agrees on having organizational obstacles that obstructs the efforts administrative development in the Jordanian ministries.



2. Estimation of the study population for the obstacles of organizational hierarchy:

Table 2. Averages and Standard Deviations for the obstacles of organizational hierarchy

Obstacles of organizational hierarchy	Average	Standard deviation	Rank	Estimation
The organizational hierarchy obstructs the efforts of administrative development	2.6429	1.15561	6	Average
Undeveloped organizational hierarchy	2.6905	1.26784	5	Average
Incompatibility between organizational hierarchy and job requirements	2.7540	1.28179	4	Average
The scope of supervision is inadequate for the workload in ministry	3.1270	1.11703	1	Average
	3.0159	1.19989	3	Average
The inflexibility of the organizational hierarchy	3.0238	1.23589	2	Average
All items	2.8757	.86716	-	Average

According to table 2, the estimated overall average for the obstacles of organizational hierarchy has reached 2.87, in the first rank came in the scope of supervision is inadequate for the workload in the ministry; the average has reached 3.12. Then came in the inflexibility of the organizational hierarchy; the average has reached 3.02. While the lowest rank was for the organizational hierarchy which obstructs the efforts of administrative development, it has reached 2.64. As mentioned above, the biggest obstacle was the scope of supervision is inadequate for the workload in the ministry. Based on the above, the study population agrees on having obstacles which obstruct the administrative development in the Jordanian ministries.

3. Estimation by the study population for the material and financial resources

Table 3. Averages and Standard Deviations for the material and financial obstacles

Material and financial obstacles	Average	Standard deviation	Rank	Estimation
The material and financial obstacles	2.8730	1.02750	5	Average
Lack of material and financial resources	3.0556	1.06812	3	Average
Misdistribution of material and financial resources	2.9841	1.18648	4	Average
Absence of the incentive system and remuneration	3.3651	1.21064	1	Average
Low salaries	3.2143	1.16349	2	Average
All items	3.0984	.81731	-	Average

According to table 3, the estimated overall average for the material financial obstacles of administrative development has reached 3.09. In the first rank came in the absence of incentive system and remuneration; the average has reached 3.36. Then came in the low salaries; the average has reached 3.21. The lowest rank was for the lack of material and financial resources; the average has reached 2.87. As mentioned above; the biggest obstacle was the absence of the incentive system and remuneration. Thus, the study population

agrees on having material and financial obstacles that obstruct the administrative development in the Jordanian ministries.

4. Estimation by the study population for the human resources obstacles.

Table 4. Averages and Standard Deviations for the obstacles of human resources

Human resources	Average	Standard deviation	Rank	Estimation
Obstacles of human resources	3.9762	1.03123	1	High
Subjectivity of the employment procedure	3.8651	1.01472	2	High
Weakness of training and development programs for human resources	3.8254	.98044	3	High
Weak evaluation activities	3.7540	.95236	4	High
Poor planning for human resources	3.4206	1.06097	5	Average
Resistance for change by the employees	3.3889	1.07311	6	Average
All items	3.7050	.61252	-	High

According to table 4, the estimated overall average for the obstacles of human resources was high; it reached 3.70. In the first rank came in the obstacles of human resources; the average has reached 3.97. Then came in the subjectivity of the employment procedure; the average has reached 3.86. The lowest rank was for the resistance of change by the employees; the average has reached 3.38. Based on the above, the study population agrees on the fact that the obstacles of human resources obstruct the efforts of administrative development in the Jordanian ministries.

5. Estimation for the efforts of human resources development:

Table 5. Averages and Standard Deviations for the efforts of human resources development

Items	Average	Standard deviation	Rank	Estimation	t-calculated	t-value
New development strategies are applied to evaluate performance	3.3651	.98471	2	Average	4.162	.000*
Ministries make consideration and concentration on career development	3.4286	.94173	1	Average	5.108	.000*
Ministries depend on meritocracy and accrual as a base for applying	3.3095	.99168	3	Average	3.504	.001*
The ministry applies employee empowerment	2.8651	1.10528	7	Average	-1.370	.173
The ministry gives employees the authority to take administrative decisions	2.9841	1.01968	6	Average	-.175	.862
Ministries develop new strategies to evaluate performance	3.1270	1.02750	5	Average	1.387	.168
Ministries make consideration and concentration on career development	3.1984	1.03553	4	Average	2.151	.033*
All items	3.1825	.75477	-	Average	2.715	.008*

\*It has a statistical at the level  $\alpha = 0.05$

According to table 5, the estimated overall average for human resources development was average; it reached 3.18. In the second place came in the average of the complaints of clients are studied and dealt with; it reached 3.42. In the third place was the ministry focuses on the requests and expectations of clients when it provides the service) with an average of 3.36. The lowest average was for the evaluation of the institutional performance using Balanced Score card; it was 2.86.

**Secondly: Hypotheses test results:**

1. **First hypothesis:** the administrative development encounters obstacles related to the organizational culture, organizational hierarchy, material and financial resources, human resources in the Jordanian ministries.

**Decision base: Hypothesis could be accepted if the following conditions were fulfilled:**

1. If the average was more than 3.

In order to test this hypothesis, it will be divided into subsidiary hypotheses and tested in the following way:

**Firstly:** based on the statistical inputs in table 1 and the decision base; the hypothesis which states that the administrative development encounters problems related organizational culture is partially accepted.

**Secondly:** based on the statistical inputs in table 2 and the decision base; the hypothesis which states that the administrative development encounters problems related to organizational hierarchy is partially accepted.

**Thirdly:** based on the statistical inputs in table 3 and the decision base; the hypothesis which states that the administrative development encounters problems related to material and financial resources is partially accepted.

**Fourthly:** based on the statistical inputs in table 4 and the decision base; the hypothesis which states that the administrative development encounters problems related to human resources.

2. **Second main hypothesis:** there is a statistical significance for the dependent variables of the administrative and organizational obstacles which encounter the administrative development (organizational culture, organizational hierarchy, material and financial resources, human resources) on the independent variable of human resources development in the Jordanian ministries.

The Multiple Linear Regression was used to test the second main hypothesis; the decision base depended on the following:

1. The Null hypothesis will be accepted if the significance level was more than 0.05.
2. The Null hypothesis will be rejected if the significance level was less than 0.05.

Table 6. Estimation of Variance for Linear Regression between the dependent and independent variables (human resources development)

Source	Freedom level	Sum of squares	Mean of squares	Calculated F	Significance level	R value	R <sup>2</sup>
Regression	4	18.516	4.629	10.629	*.000	.510(a)	.260
Standard error	121	52.694	.435				
Total	125	71.210					

\*It has a statistics at the level  $\alpha= 0.05$

According to table 6, there is a statistical impact for the dependent variables (administrative and organizational obstacles) on the independent variable (improve the type of services and facilitate procedures), based on the calculated F which is 10.629, at the level ( $\alpha=0.000$ ), freedom level (121.4), at the significance level ( $\alpha=0.05$ ). All the dependent variables explain (26%) of the variance in the dependent variable (human resources development). Thus, rejecting the Null hypothesis which implies that the dependent variables do not affect the human resources development and accepting the alternative hypothesis.

Table 7. Test for the impact of the dependent variables on the independent variables  
 (Human resources development)

Dependent variables	B value	T value	Significance level	Statistical significance
Organizational culture	-.175	-2.522	.013	Significant
Obstacles of organizational hierarchy	-.175	-2.321	.022	Significant
Obstacles of human resources	.177	1.656	.100	Insignificant
Obstacles of material and financial resources	-.258	-3.141	.002	Significant

- It has a statistics at the level  $\alpha= 0.05$ .

Based on the outcomes in the above table, there is a statistical significance at the level  $\alpha \geq 0.05$  for the dependent variables (obstacles of organizational culture, organizational hierarchy, financial and material resources) on the dependent variable. The significant t value was less than 0.05; it shows predictability of the dependent variables for the independent variable, as the significance was more than 0.05.

## 14. Conclusions

Based on the hypotheses test; the study concluded the following:

1. According to the study population, the Jordanian ministries meet obstacles related to the following fields: organizational culture, organizational hierarchy, financial and material resources and human resources.
2. There is a statistical impact for the dependent variables (administrative and organizational obstacles) on the independent variable (human resources development) as one of the main principles of administrative development. The obstacles of organizational culture, organizational hierarchy, financial and material resources were the most effective dependent variables.

## 15. Recommendations

It is necessary to take the required procedures to solve the obstacles faced by the administrative development in the Jordanian ministries depending on the following:

- Focus on building organizational culture that serves the organization and employees.
- Focus on providing fair distribution for the available financial and material resources.
- Focus on training, qualifying and enabling staff to keep up with modern technology in different working environments. In addition, improving the incentive system, remuneration, choosing methods, employment and promotion.
- It is necessary to raise staff awareness of the importance of administrative development and its positive impact on the organization and employees. Moreover, reducing the employees' resistance for change and development.

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- It is necessary to actively pursue the development of human resources appropriately in order to achieve objectives and reduce obstacles.

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