

Dimensions of Structure and Development in Jordan

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ABSTRACT

Concept of bureaucracy, as defined by Max Weber, has been criticized by various scholars. However it still has relevance in civil services of developing countries. In this study, the researcher found that out of 149 civil servants 144 thought that their organization is bureaucratic in nature, the data analysis clearly demonstrate that the level of bureaucracy, whether it is low or high is positively related to the dimensions of development administration. The researcher also found that Jordanian civil Service is variables to the social and economic development; stepwise multiple regression analysis has amply demonstrated that Jordanian bureaucracy is actively involved in the social and economic development of Jordan.

Keywords: Dimensions, Development, Jordan.

INTRODUCTION

Socially and economically backward states required a bureaucratic structure that is committed to achieve the goals and objectives defined by the political system. Since the early 1990s the role of Government in social and economic development has been redefined. Milten Friedman, on the basis of empirical analysis, states that market mechanism is more effective that government in achieving social goals. He further states that under the influence of Public Choice Theory, it was insufficient to convince the public on the merits of a limited government. In his view special interests wanting government intervention in their favor have excessive influence over the political process. Government is artificially inflated, it has to be naturally cut down to essentials only (for more details see: Jordan, Ashfod, 2012).

However in a developing country like Jordan, state intervention in social development and economic development is a necessity. In addition, there is a dire need of bureaucracy which favors social and economic development as defined by the political system.

Despite the fact that the terms developed, developing and underdeveloped connote different meanings to

different scholars. There is, however, an undercurrent of similarity whereby economic factors overshadow the political, social, and administrative factors in defining the term 'development'. Bureaucracy is another concept which evokes different kinds of interpretation among the scholars. For Max Weber bureaucracy is an indispensable tool for running government administration. Warren Bennis saw it dying in the times to come. However, bureaucracy has come to stay with a changed outlook and a new outfit. A process of change continues in the formation of bureaucratic structures. Traditional concept of bureaucratic structures still forms a basic tool in running administration of developing or underdeveloped countries. Hence the question that needs to be asked whether the nature of civil service of a given country is bureaucratic or non-bureaucratic and what is the impact of such bureaucratic attitudes on factors like motivation and development.

This is a difficult proposition for the purpose of research. There have been studies where relationship between bureaucracy and motivation, bureaucracy and job satisfaction have been tested but relationship between bureaucracy and development still needs to be explored.

The role of administration in social and economic development is of immense value. If any bureaucracy is not wedded to social and economic development in a developing country, the policy framers may find themselves in a very uneasy situation. Appropriate administrative potential, attributes and skills make the task of development easier as the bureaucracy is able to

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harness the country's resources to its maximum utility. The process of development can be accelerated if the bureaucracy is committed to it. Lack of administrative potentials and skills, lack of appropriate understanding of the needs of the people, and negative attitude of the bureaucracy can down the rate of social and economic development. This is what (Al-Kaisouni, 2005) has to say about Arab Economic affairs.

"I have seen with my own eyes developing countries spend a lot of money on establishment of projects and import of up-to date machinery and equipment, but they fail to run them because of lack of sound, capable and enlightened administration. I have also seen other countries spend less on new projects, but they succeed in their implementation and the achievement of their objectives because of administration".

The socio-economic development is dependent not only on good planning but also on effective implementation. Implementation of these plans is done by bureaucracy in developing countries. If the concerned bureaucracy is not well-acquainted with the administrative techniques and lacks appropriate attitude towards socio-economic needs of the people, the plans may not be successful.

Despite privatization of public sector in a number of countries, and thus reducing the role of government, Jordan has witnessed a growing role of public bureaucracy particularly in the process of nation building, socio-economic development, policy formulation and implementation. However, it is a bitter truth.

Despite privatization of public sector in a number of countries, and thus reducing the role of government, Jordan has witnessed a growing role of public bureaucracy particularly in the process of nation building, socio-economic development, policy formulation and implementation. However, it is a bitter truth that all the Middle East Arab States have not been able to exploit the full potential and capabilities of their civil service. In some countries, strangely the civil services have suffered a lot from their own structural drawbacks. In many others the environmental and political factors have impeded their more effective and positive role in the process of nation building and growth in various segments of their economy. In the light of the above observation, it is being realized that underdevelopment seems to go hand in hand with maladministration.

Jordan too is marching ahead with an all-round growth in various areas, the institutional and functional

apparatus to accelerate the pace of industrial growth and channelize the available resources to purposeful ventures. It is in this light that this project has focused the attention of all concerned for a concerted growth of Jordanian economy and expand its communication and interaction with the world outside.

Statement of the Problem

Civil Service constitutes the main bulwark of envisaging development activities, especially in the context of a developing country like Jordan. The establishment of a welfare state as an attainable goal is a dream of every government irrespective of the political system pursued by that government. All its programmers and policies designed to promote economic and social development, as enacted by the legislature with the aid and assistance of the upper crust of the executive, are to be implemented by civil servants who are well-entrenched in the different rungs of the government.

Civil Service plays a very crucial and significant role in the formulation as well as implementation of development policies and programs. Indispensability of the civil service emanates from the latter's being the part and parcel of the powers that be at the helm of affairs and being a strong link between the ruler and the ruled.

Being an integral part of government machinery, civil servants play a very important role in the formulation of programs and policies which are recommended by the Executive to Legislature for enactment. The onus for implementing the enacted laws again falls on the shoulders of the civil servants. It is in this process that there lies the indispensability of the civil service in every political system. The Hashemite Kingdom of Jordan having a constitutional hereditary monarchy with a parliamentary system is no exception of this inevitability of the significance of civil service for economic and social development despite its sparse physical and natural resources.

Accordingly, the role and scope of civil service in Jordan also got widened. Along with the emphasis on the substance of development endeavors, each successive five year plan also paid a great deal of attention on the reorganization of public administration as well. The first five years kept in view the crucial role played by the civil service and its immense significance in promoting the social and economic progress, in Jordan.

The problem that needs to be addressed is whether the bureaucracy can effectively work for the uplift of masses.

Even when the state has proposed exhaustive socio-economic plan, the question still remains whether bureaucracy is result oriented, equipped with techniques and attitude to implement these plans. (Ansari, 2006) has observed: "These states (Read Gulf States) could not, in a short period of time, even with good intentions, setup the required competent administration, capable of utilizing oil resources most efficiently".

From the above review of the problems, it raised the two following questions:

Whether bureaucracy is related to social and economic development?

Whether a predictive relationship exist between bureaucracy of Jordan and social and economic development?

Methodology

This project has made use of basic tools of research-historical, field study, and analytical tools e.g. statistical data, tables where appropriate. Both primary and secondary data have been used. Primary sources have been relied upon for the authenticity and veracity of the data and statements. While secondary sources have been used to substantiate the arguments and findings.

The following methodological aspects have been discussed in the following pages.

1. The Independent Variable

(a) Demographic and Personal Variable

(b) Bureaucracy

2. The Dependent Variable

(a) Social Development

(b) Economic Development

3. Instrumentation

(a) Bureaucracy

(b) Demographic and Personal

(c) Social Development

(d) Economic Development Economic

4. Survey

Independent Variable: For this research independent variables divided into two distinct parts.

(a) **Geographic Variables:** Geographic Variables have been treated as independent variable as it was thought that socio-cultural aspects of Jordan may have telling effect on these geographical variables. The independent geographical variables are -Age, Experience, Education and Organization.

(b) **Bureaucracy:** The second independent variable that has been selected for this study is bureaucracy. The term bureaucracy has been defined as per Max Weber's concept of bureaucracy. Max Weber has not given any particular definition of bureaucracy but has identified certain important features that explain the concept of bureaucracy (for more details see: Good sell, Sh, T. 2004). The following are the various features of bureaucracy along with the nature of staff as suggested by Max Weber:

Table (1)

Nature of Legitimate Authority	Nature of Administrative Staff of Bureaucracy
1. Obedience is owed to the legally established impersonal order.	1. Legal authority in purest form utilizes bureaucratic administrative staff.
2. Legal norms may be established on any of a variety of bases (expediency value etc.).	2. Characteristics of bureaucrats are:
3. Abstract rules which are intentionally established are applied to specific cases.	(a) Subject to authority only in official capacity.
4. Person in authority occupies an "office".	(b) Organized in hierarchy of office.
5. Person who obeys command and obeys "only the law", not an individual.	(c) Each office has defined competence.
6. Offices arranged in hierarchical manner with appeal and grievance machinery.	(d) Office filled by free selection. (e) Officials appointed on basis of technical competence.
7. Because application of norms is a rational process individuals in authority need specialized training.	(f) Paid in money fixed graded salary scale, pensions responsibility as well as social status taken into account.
8. Officials separate from ownership of means of production; their private property strictly separated from public property.	(g) Office is primary occupation.

9. Office separated from living quarters.	(h) There is a career advancement by seniority and/ or achievement.
10. Official does not appropriate his "Office".	(i) Official is responsible for means of administration.
11. Written documents are heart of process, all decisions in writing.	2. Appointment is crucial feature because election impedes hierarchical discipline.
12. Ultimate source of authority in a legal-rational system may well be in another order (Charisma).	3. Specialized knowledge is indispensable even though on top of bureaucracy there is a non-bureaucrat.
	4. Administrative bureaucratic staff in purest form.
	(a) The most rational means of carrying out imperative control over human beings.
	(b) Primary sources of superiority is technical knowledge.
	(c) Can escape essential bureaucratic authority only by creating authority
	(d) Capitalism has been major spur towards bureaucratization.
	(e) Development of bureaucracy leads to social leveling and social leveling favors bureaucracy (appointment by merit.).

For this research we have identified the following six dimensions of bureaucracy in accordance with the concept of bureaucracy as defined by Max Weber.

1. Hierarchy of Authority: A clearly defined system of super subordinates.
2. Rules: A system of rules covering the rights and duties of the members of the organization exists and is enforced.
3. Procedural specifications: A set of specifications which regulate how work its to be done.
4. Impersonality: Relation between members of different hierarchal strata are formal and business like.
5. Technical competence: Promotion and selection based upon competence training.
6. Specializations: A division of labor based upon functional specialization.

The concept of bureaucracy has various interpretations for different scholars. (Du Gay, 2000) a bureaucratic organization is a particular ordering of human behavior. Bureaucracy orders in a tie of complexity uncertainty and disorder is analyzed. Central to the nature and role of the bureau is the relationship of individuals and institutions. Similarly Max Weber has also defined bureaucracy in terms of authority and staff.

The concept of bureaucracy as defined by Max Weber and accepted by us for this project is basically a model to be tested again and again to verify the validity of Max Weber's concept of empirical analysis is a must. This concept has come in for severe criticism at the hands of many western scholars but its utility as a model cannot be underestimated. According to (Jain, 1984) "Weber's model has empirical reference and at the same time he did not specifically mention any particular criterion for structuring our bureaucratic type of organization".

The shape of bureaucracy depends on a number of factors like knowledge of human beings, culture, environment etc. despite the severe criticisms, 'Max Weber's concept' of bureaucracy has been found useful for the purpose of field Research. (Ansari's, 2006) observation towards the concept of Max Weber's needs to be assessed. He observes.

Bureaucracy in the Weber sense, is an ideal modal devoid of subjective elements (such as whims, fancy inclinations etc.) and concerned with objectivity and productivity. In reality, this model is not in practice. Bureaucracy in the Arab Gulf States and other developing countries is not just a tool for achievement of development objectives. It also tends to influence development process since it plays the major role in

policy formation, interpretation and implementation.

The question whether Weber's ideal model is a reality or not is debatable. In one of the studies, Max Weber's model of ideal type was tested by (Jain, 1984) and found that Superintendents of Schools were rated as bureaucratic in U.S.A. This model is relevant from the point of understanding whether the administrators consider their organization as bureaucratic or not.

Personal and Demographic Data

Along with bureaucracy, other independent variables are; Age, Education, Experience of senior civil servants of Jordan in various ministries of the Government of Jordan. In this project, only category-I and II of Jordan Civil Service have been the subject of study.

The Dependent Variable

The dependent variables that have been selected for this research are: Economic Development and Social Development. In the Five year Plan document of Jordan, consistent importance has been given to social and economic development. (King Hussein, 1981) very correctly stated, "...The foremost responsibility which merits our special attention on unrelenting effort is to ensure the provision of food, energy, water and basic services to all parts of the country".

His Majesty very correctly observed that the judicious use of resources is very important for the plans to be successful. The two dependent variable –social and economic development have been chosen to find out the attitude of the Jordanian administrative staff towards social and economic development. We have chosen these two variable because politically it has been emphasized that social and economic development must take place and we know that this is possible only when the administrative staff is conducive towards such development.

Economic Development

Economic Development is generally seen from the point of industrialization, self-sustained growth, production, efficiency etc. though economic development, as well all know, depends on number of factors, yet role of bureaucracy in economic development cannot be overlooked.

Economic development goes through two fundamental stages: (a) traditional society is one where 75 per cent of the population is dependent on agriculture. The substantial part of this income is spent on non-productive activities like wars etc. the second stage can

be termed as the stage of pre-conditions for take-off (Michael. T, 2009).

Jordan has moved from the first stage to the second stage to the second stage which is an emerging knowledge economy, liberalization of the economy is spurring growth in urban center like Amman and Aqaba . Jordan also has a plethora of industrial zone predicting goods in the textile ,defense, ICT ,pharmaceutical and cosmetic sectors (world bank ,2012), but the pertinent question that needs to be asked is whether or not the Jordanian bureaucracy is inclined towards economic development or not? This analogy explains best Jordanian administrative staff of the Hashemite Kingdom which is a developing Arab country of the Middle East.

Social Development

Social development is generally construed from the perspective of welfare of the poor, neglected women, old persons and children. Every government strives for producing social development programs with the twin objectives of gaining popularity as well as to display its commitment to welfarism. However, it goes without saying that the task of promoting social development cannot be accomplished without the active cooperation, involvement and commitment of the civil service.

The pace of development in the social sector has not been in keeping in consonance with the goals set by the respective plans during 1980-1994 period. Lack of trained and dedicated personnel in the social work and other related factors have proved instrumental in bring into focus the role of bureaucracy in this regard. It gives rise to question as to whether the Jordanian bureaucracy is disinclined or apathetic towards social development.

Rationale and Hypotheses

Jordan is one of the very few countries of the world which has to face problems that are not of its own making. The Israel-Arab wars, the Iran-Iraq war etc. have a negative impact on Jordan's socio-economic development on one hand and on the other faces the challenges of socio-economic development, has a difficult task on its hand. This study is the result of this basic assumption.

As it was assumed that Jordanian civil service will be highly bureaucratic in nature and which has been subsequently proved by the collected data. The question is as, how did it react to socio-economic development of Jordan.

It was thought that an earnest attempt needs to be made to assess the role and attitude of civil service with regard to socio-economic development in Jordan. The study has also taken into account the role played by civil servants to meet the challenges of socio-economic development through the private sector.

Hypotheses

While undertaking the present study, the following questions have been asked:

H₁: There is a predictive relationship between the civil service of Jordan as perceived as by the civil servants of various ministries and the level of social development of civil servants?

H₂: There is a predictive relationship between the civil service of Jordan as perceived as by the civil servants of various ministries and the level of economic development of civil servants?

Instrumentation

Bureaucracy: To measure bureaucracy as defined by Max Weber, we have used the instrument development by, Hall (1983) and confirmed by punch (1999). This instrument is entitled, "The Organizational Inventory". The instrument measures six variables of Max Weber's bureaucracy, viz.:

1. A division of labor based on functional specialization.
2. Hierarchy of Authority.
3. Rules and regulations defining rights and duties.
4. A system of procedure to deal with work situation.
5. Impersonality of interpersonal relationship.
6. Concept of merit and promotion based on technical competence.

The instrument has 60 questions. When the instrument was administered to civil servants in Jordan, care was taken to make it convenient for the civil servants of Jordan. (For more details see: Punch, 1969) also (Du Gay, 2000). The instrument was translated in Arabic so that uniformity of interpretation of the questionnaire could be maintained. (For more details see: Al-Mesdin, 1997). These researcher, wherever required, had the questionnaire filled in his presence in all 149 questionnaires were filled.

For the purpose of statistical analysis, the responses of civil servants to the questions was pooled. Max Weber concept of bureaucracy has been treated as a unitary concept for this research. Max Weber (1946) defined bureaucracy by indicating various features but

collectively they were called bureaucracy.

Social Development

To measure socio-economic development, we have relied heavily on the documents published by the Planning Ministry of Jordan. The rationale for this assumption is that the socio-economic position of Jordan is quite different from other developing countries. On one hand Jordan has to face the perils of war of neighboring countries, and on the other its natural resources are not only limited but the resources have not been fully exploited.

The social development has been measured by three sub-scales:

1. Training.
2. Poverty.
3. Role of Private Organization/ Government in implementing social development program.

To measure each sub-scale we have asked questions- some of these questions are open ended. These open ended questions gave bureaucracy a chance to explain problems related to social development.

Economic Development

Economic development has been defined and variables to measure economic development have been selected on the basis of reports of Planning Ministry of the Jordanian Government. To measure economic development, the three sub-scales are as follows:

1. Planning.
2. Public sector and Private sector.
3. Industrialization.

The questions are directed to extract and seek information of the attitude of civil servants towards the government policy of economic development. The assumption here is that civil service of developing countries is generally bureaucratic in nature and is also more favorably drawn towards regulatory functions rather than development functions. With this objective, this study has been more or less exploratory in nature. While asking questions, we have emphasized on the aspect of attitude of civil servants to development.

Previous Studies

Laurence E (2006) He argues that no authoritative distinction can be down between the concept of administration and that of management despite considerable scholarly effort to make such a distinction, he

also argues that public management is not confined to what manager do or to governmental operation, it comprises the structure of formal authority the practices of those in managerial roles and the institutionalized values that infuse choice and decision making throughout government. Laurence has been riveted discussion of public management reform by claims that a new paradigm, a business like new public management is replacing traditional bureaucratic government on global scale by examining the evolution of managerial structures practices and values in France, Germany, UK and USA, Public management old and new reveals how public management reform in any country is inevitably shaped by that country history. Laurence illuminates the historical institutional and political factors that are essential to understanding contemporary public management practices and reform process he argues that constitutional institutions legislatures and courts regulate the evolution of managerialism and that is the triumph of democracy not of capitalism is the most influential of recent global developments shaping public management reform.

Rostow (1970) His approaches to development had been based on the assumption that “modernization” was characterized by the western world (wealthier, powerful) which were able to advance from the initial stages of underdevelopment, accordingly other countries should model themselves after the west aspiring to a modern state of capitalism and liberal democracy by using five steps through which all countries must pass to become developed:

- traditional society this stage characterized by subsistent agricultural, low level of wages and low of trading.
- Preconditions to take off here society begins to develop manufacturing.
- Take off this stage describes as a short period of intensive growth in which industrialization begins to occur.
- Drive to maturity this stage takes a long period of time as a standard of living raised, technology increases and national economy grows.
- Age of high mass consumption which is the last occupied developed stage characterized by mass productions and consumerism.

The main Criticism of Rostow model was disregard one of the most fundamental geographical principles site and situation Rostow assumes that all countries have an equal chance to develop without regard to population size, natural resources or location Singapore for instance

has one of the world’s busiest trading port, but this not possible without its advantage of geography location as an island nation between Indonesia and Malaysia.

From the previous studies we can anal yes that the two authors believed in max weber concept of bureaucracy is an ideal construct and easy to any country to become a developed by following Rostov stages different than other for instance Karl Marx he thought that bureaucracy ere used by the capitalist class to control the other lower social class.

Survey

Survey method was used to collect data. In all questionnaires were administered. These questionnaires were administered to category-I and II civil servants in the Government of Jordan. The criteria for selecting ministries was on the basis of fundamental administrative functions, viz, policy making. Socio-economic developmental functions and routine functions.

In all 149 responses were received. The two instruments were mailed and or handed over to the civil servants with a cover letter. In all 120 questions were asked. These questions were related to the following variables:

- (a) Demographic variables.
- (b) Bureaucracy.
- (c) Social development.
- (d) Economic development.

In Table I high bureaucracy and demographic data are independent variables and economic development is the dependent variable. The statistical technique of stepwise multiple regression has been used. Stepwise Multiple Regression Analysis were computed to predict relationship between bureaucracy, demographic variables and economic development.

Table (I) displays simple regression co-efficient, squared multiple correlation coefficients, increment in R^2 and F values. As per the computed F-values, we find that the relationship is significant at 0.01 level. In other words the predictive value of data is correct to the extent of 99 percent and its chances of being proved wrong is only 1 percent.

What is most interesting is that high bureaucracy as well as low bureaucracy are positively related to social development. The bureaucrats who perceive their organization as highly bureaucratic or low on bureaucratic scale, are positively related to social development i.e. look upon social development as one of

the most important function of bureaucracy.

Analysis of Table I in which predictive relationship between high bureaucracy and low bureaucracy, demographic data, and economic development were regressed, reveal that all the six independent variable entered the regression equation at a significant level. The six independent variables are:

Step-1: Education (F=2.368, p 0.01).

Step-2: Low Bureaucracy (F=2.596, p 0.01).

Step-3: High Bureaucracy (F=1.601, p 0.01).

Step-4: Organization (F=1.249, p 0.01).

Step-3: Experience (F=1.073, p 0.01).

Step-3: Age (F=1.229, p 0.01).

Table (I)

Stepwise Multiple Regression Analysis for Economic Development as the Criterion Variable and High Bureaucracy, Low Bureaucracy and Demographic Data as Predictor Variables

Predictor Variable	Multiple R	R*R	Increment R*R	F-Value
Education	0.9319	0.8684	0.8684	2.368*
Low Bureaucracy	0.9457	0.8944	0.0260	2.596*
High Bureaucracy	0.9692	0.9395	0.0451	1.601*
Organization (No. of persons working under your supervision)	0.9762	0.9530	0.0135	1.249*
Experience	0.9830	0.9664	0.0134	1.073*
Age	0.9942	0.9885	0.0221	1.229*

* p< 0.01.

Table (II) shows the predictive relationship between high bureaucracy, low bureaucracy, demographic data and social development. Statistical technique of stepwise Multiple regression analysis was used to predict the relationship.

In Table (II), we find all the six independent variable entering the regression equation. Out of six independent variables, five were significantly related at 0.01 level. With the exception of education, five other independent variables show the predictive relationship.

Table (III) shows the predictive relationship between high and low bureaucracy and economic development. Table (IV) shows predictive relationship between low and high bureaucracy and social development. This table shows that low and high bureaucracy are able to predict

at a significant level either social or economic development.

In Table (V) and (VI) Statistical Technique of Stepwise Multiple Regression analysis was used. The independent variables were the six sub-scales of bureaucracy and four demographic variables were also introduced as independent variables. The demographic variables were introduced only to see that in case bureaucratic sub-scales were found not to have predictive relationship, then demographic data will explain the predictive relationship. All the ten independent variables entered into the regression equation with economic development being dependent variable. In Table (VI) the dependent variable is social development.

Table (II)

Stepwise Multiple Regression Analysis for Social Development as the Criterion Variable and High Bureaucracy, Low Bureaucracy and Demographic Data as Predictor Variables

Predictor Variable	Multiple R	R*R	Increment R*R	F-Value
High Bureaucracy	0.9226	0.8512	0.8512	2.437*
Age	0.9415	0.8864	0.0352	2.295*
Education	0.9601	0.9219	0.0355	2.576**
Low Bureaucracy	0.9700	0.9410	0.0191	2.494*
Experience	0.9722	0.9452	0.0042	1.483*
Organization (No. of persons working under your supervision)	0.9841	0.9685	0.0233	1.738*

* p< 0.01.

** p< 0.05.

Table (III)

Multiple Regression Analysis for Economic Development as the Criterion Variable and High Bureaucracy, Low Bureaucracy, as Predictor Variables

Predictor Variable	Multiple R	R*R	Increment R*R	F-Value
High Bureaucracy	0.983	0.966	0.966	1.540
Low Bureaucracy	0.994	0.988	0.022	1.512

Table (IV)

Multiple Regression Analysis for Social Development as the Criterion Variable and High Bureaucracy, Low Bureaucracy, as Predictor Variables

Predictor Variable	Multiple R	R*R	Increment R*R	F-Value
High Bureaucracy	0.972	0.945	0.945	2.663
Low Bureaucracy	0.984	0.968	0.023	5.752

Looking at Table (V), all the ten independent variables i.e. the six sub-scales of bureaucracy and four demographic variables and the dependent variable, viz, economic development were regressed, revealed that all the ten independent variables entered the regression equation of the ten independent variable nine were found to predict economic development, at a significant level. Only organization variable was found to have no predictive relationship with economic development.

The nine independent variables in the stepwise multiple regression analysis were:

Step 1: Education (F=2.368, p0.01).

Step 2: Education, Experience (F=2.596, p0.01).

Step 3: Education, Experience, and Division of Labour (F= 1.388, p0.01).

Step 4: Education, Experience, Division of labour, Impersonality of Interpersonal Relationship (F= 1.181, p0.01).

Step 5: Education, Experience, Division of labour, Impersonality of Interpersonal Relationship, Selection and Promotion based on technical competence (F= 1.601, p0.01).

Table (V)

Stepwise Multiple Regression Analysis for Economic Development as the Criterion Variable and Six Sub-Scale of Bureaucracy and Demographic Data as Predictor Variables

Predictor Variable	Multiple R	R*R	Increment R*R	F-Value
Education	0.9359	0.8760	0.8760	2.368*
Experience	0.9491	0.9008	0.0248	2.596*
Division of Labour	0.9679	0.9370	0.0362	1.388*
Impersonality of Interpersonal Relation	0.9724	0.9456	0.0086	1.181*
Select and Promotion based on Technical Competence	0.9735	0.9477	0.0021	1.601*
Age	0.9737	0.9482	0.0005	1.283*
Hierarchy	0.9775	0.9555	0.0073	1.111*
Rules and Regulations	0.9813	0.9629	0.0074	1.151*
System of Procedure	0.9818	0.9639	0.0010	1.265*
Organizations	0.9833	0.9670	0.0031	3.370*

Step 6: Education, Experience, Division of labour, Impersonality of Interpersonal Relationship, Selection based on technical competence Age (F= 1.283, p0.01).

Step 7: Education, Experience, Division of labour,

Impersonality of Interpersonal Relationship, Selection based and Promotion on technical competence, Age, Hierarchy (F= 1.111, p0.01).

Step 8: Education, Experience, Division of labour,

Impersonality of Interpersonal Relationship, Selection and Promotion based on technical competence, Age, Hierarchy, Rules and Regulation, (F= 1.51, p0.01).

Step 9: Education, Experience, Division of labour, Impersonality of Interpersonal Relationship, Selection and Promotion based on technical competence, Age, Hierarchy, Rules and Regulation, System of Procedure (F= 1.265, p0.01).

On examination of Table (VI), all the ten independent variables-six sub-scales of bureaucracy and four demographic variables and social development entered the regression equation. All the ten variables were found to predict social development at a significant level.

Step 1: Education (F=2.094, p0.01).

Step 2: Education, Age (F=2.295, p0.01).

Step 3: Education, Age, and Division of labour (F=1.227, p0.01).

Step 4: Education, Age, Division of labour, Experience (F=1.227, p0.01).

Step 5: Education, Age, Division of labour, Experience, Selection and Promotion based on technical competence (F=1.018, p0.01).

Step 6: Education, Age, Division of labour, Experience, Selection and Promotion based on technical competence and Hierarchy.

Step 7: Education, Age, Division of labor, Experience, Selection based on technical competence, Hierarchy, Impersonality of Interpersonal relations (F=1.135, p0.01).

Step 8: Education, Age, Division of labour, Experience, Selection based on technical competence, Hierarchy, Impersonality of Interpersonal relations, system of procedure (F=1.118, p0.01).

Step 9: Education, Age, Division of labour, Experience, Selection based on technical competence, Hierarchy, Impersonality of Interpersonal relations, system of procedure, Rule and regulations (F=1.018, p0.01).

Step 10: Education, Age, Division of labour, Experience, Selection based on technical competence, Hierarchy, Impersonality of Interpersonal relations, system of procedure, Rule and regulations Selection and promotion based on technical competence (F=2.979, p0.01).

Table (VI)

Stepwise Multiple Regression Analysis for Social Development as the Criterion Variable and Six Sub-Scale of Bureaucracy, and Demographic Data as Predictor Variables

Predictor Variable	Multiple R	R*R	Increment R*R	F-Value
Education	0.922	0.851	0.51	5.899*
Organization (No. of persons working under your supervision)	0.970	0.941	0.089	13.369
System of Procedure	0.961	0.923	0.026	1.201*
Select and Promotion based on Technical Competence	0.960	0.91	0.026	1.063*
Hierarchy	0.960	0.921	0.020	2.027*
Age	0.941	0.886	0.000	6.758*
Experience	0.955	0.913	0.000	1.147*
Rules and Regulations	0.966	0.933	0.000	1.114*
Division of Labour	0.946	0.896	0.000	1.733*
Impersonality of Interpersonal Relation	0.960	0.923	0.000	1.318*

CONCLUSION

From the above data we conclude the following:

- 1 - Jordanian Civil Service, which is rated high on the bureaucratic scale, is positively related to the social and economic need of the people.
- 2- There is no approve avoidance that finding out

significant difference in the level of bureaucracy as received by civil servant of Jordan.

- 3- Demographic variable have an important bearing on the economic development of Jordan.
- 4- The level of bureaucracy whether high or low is positively related to the dimensions of development administration.

- 5- Education and experience of Jordanian administrators contributing positively towards economic development.
- 6- Rules and regulations in organization of Jordan become standard bearers of morality.

SUGGESTIONS

- The Jordanian bureaucracy should start viewing the Jordanian civil service in a systemic framework made up of interaction parts which means the stresses of input

- from the environment should be adjusted in the system.
- we suggest to do the processing of information within the system should be based on the ability to process information which means if valuable information is being understood and grasped by Jordanian bureaucracy, the impact will only result in organizational decay.
- Also we suggest that either the total framework of the Jordanian bureaucracy should be changed or it should be vested powers and functions of maintaining law and order.

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أبعاد الهيكلية والتنمية في الأردن

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ملخص

مفهوم البيروقراطية، كما حدده ماكس فيبر، تعرض لانتقادات من مختلف العلماء. ومع ذلك فإنه لا يزال يحظى بأهمية في الخدمات المدنية للبلدان النامية. في هذه الدراسة، وجد أن من 149 من موظفي الخدمة المدنية يعتقد 144 أن منظماتهم هي البيروقراطية في الطبيعة، ويبين تحليل البيانات بوضوح أن مستوى البيروقراطية، سواء كانت منخفضة أو عالية يرتبط بشكل إيجابي بأبعاد إدارة التنمية وكما وجد أن الخدمة المدنية الأردنية تتغير بناء على التطور الاقتصادي والاجتماعي.

الكلمات الدالة: أبعاد، تطوير، الأردن.

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