

CHAPTER FIVE

DISCUSSION & CONCLUSION

Introduction

The primary concern of every public relations officer is the image held by the organization's publics (Grunig L. et al., 2002; Schuler, 2004). Organizational reputation is an important asset in organizational success (Alniacik et al., 2012). Government PR departments seeks to ensure that the public holds favorable image about the government institutions. The negative perceptions held by the publics about the Jordanian government and the role of public relations departments on building favorable image for the government institutions necessitated the need for this study. Therefore, the primary purpose of this study was to investigate the image and reputation of Jordanian ministries as held by employees of the ministries and then determine how this image could be improved. Researcher intended to generate the average view of the mental model of the employees of the Ministry of Youth and Interior.

To achieve the study objectives, the study was conducted using a mixed methods approach as described in Schuler's (2004) framework for organizational image configuration. Schuler's (2004) organizational image configuration method details steps and methods involved in identifying image of organization and determining most relevant strategies to enhance the image (Schuler, 2004). This study chose internal publics of two ministries. Internal publics, who were the ministry employees, were easily obtained at the ministry headquarters in Amman. It was believed that knowledge of the image held by

internal publics would be essential before proceeding to examine image held by external publics in future studies. Schuler's framework allowed researcher to generate a graphic map portraying the average image perceived by internal publics of the Ministry of Youth and Ministry of Interior. The graphical image held by the employees of the two ministries will shape public relations managers' future decision making aimed at creating the most adequate image in the minds of the internal publics of the ministries.

5.1 Importance and Satisfaction of Image Attributes

A total of 383 participants completed a questionnaire to measure the level of importance of the attributes and participants' satisfaction with each of the factors. The findings show that most of the participants had worked for the ministry at least a decade, which was long enough to have fair understanding of the issues concerning the ministries' image. The general average for importance and satisfaction of each of the attributes was calculated to determine high/low importance and high/low satisfaction attributes (Schuler, 2004). The attributes whose mean importance score was lower than the general average were considered as high/low satisfaction or importance attributes, whichever was appropriate. The general average for importance was 3.9495. A total of 28 attributes were high importance while the remaining 24 were low importance attributes. The general average for satisfaction level was 2.8772 for all the attributes. There were 28 high satisfaction attributes and 24 low satisfaction attributes.

According to the results of the factor analysis, the image of the Jordanian government ministries consists of six broad factors. These six factors include systems and quality, significance of job and appraisals, strength of communications, human resource

management, management, and physical work environment. The next section provides a detailed discussion of the image attributes which make the six factors. The discussion will be focused on those attributes that the participants considered as high importance attributes because they are the ones that PR managers should focus on. High importance attributes represented those attributes that ministry employees consider as those that should ideally characterize the reputation of the ministries (Schuler, 2004).

5.1.1 Systems and Quality

There were 16 attributes that constituted systems and quality. This factor consists of those attributes related to the strengthening of the systems and improving the quality of services in the ministries. This was the most important factor among the six factors identified. Literature on public administration shows that quality of government services has become an important issue for governments worldwide (Bean & Hussey, 2011). In Jordan, the *Jordan Times* reported the King as urging public institutions to embrace “a culture of excellence” to ensure that they provide quality services to the people. The attributes include social communication work, pride in working for the organization, process innovation, quality of control management, quality of services, acquisition of furniture and equipment, and ability to maintain political stability. Other attributes that constituted systems and quality were ability to generate good fiscal and monetary policies, system stability, social welfare and responsibility and decency. The other four attributes were system flexibility, modernization, ministries performance, and hope and confidence in the future of the organization.

Among the sixteen attributes, twelve of them were high importance attributes. They include ministries performance, decency, modernization, system flexibility, social welfare and responsibility, employment, system stability, ability to generate good physical and monetary policies, ability to maintain political stability, quality of control management, pride in working for the organization, and hope and confidence in the future of the organization. Ministries performance was identified as the most important attribute among all the attributes under systems and quality factor. Performance of government institutions is among the most important determinants state success and development (Ciborra & Navarra, 2010). Governments are under pressure to improve performance in the public sector (Curristine, Lonti, & Journard, 2007).

The findings of the study on the satisfaction of the participants with this attribute (ministries performance) demonstrate that participants were not satisfied with the performance of the ministries because the attribute was a low satisfaction attribute. The findings demonstrate that the performance of government ministries is wanting. The findings of this study are highly consistent with perception of the general public and the kingdom's monarchy concerning the level of performance in the public sector. For instance, the people of Jordan have been concerned about the performance of government ministries and institutions for years. The kingdom witnessed a series of demonstrations in 2012 as a result of their perceived poor performance of the government institutions (Amos & Bulos, 2013; El-Shamayleh, 2012; CIA, 2012). Two years later, the His Majesty has also expressed his dissatisfaction with the deteriorating performance of the public sector. King Abdulla II felt that the current performance of the government

ministries is unacceptable and called for “continuous improvement of the efficiency and quality of services” provided by government institutions (*Jordan Times*, 2014, n. p.).

These illustrations underscore the importance of ministries performance to the publics and the need to improve the performance. Previous literature has identified three ways on how to improve public sector performance in the Organisation for Economic Co-operation and Development (OECD), of which Jordan is a partner (Curristine et al., 2007). They include decentralization of political power and spending responsibility, appropriate HRM practices, and increase in the scale of operations, especially in education and the health sector (Curristine et al., 2007).

In addition to ministries performance, participants considered quality of control management as high importance attribute. Like ministries performance, quality of control management was a low satisfaction attribute, which shows that there could be a link between the poor performance of the ministries and the poor quality control management systems. This attribute is essentially concerned with improving quality, since any quality management efforts should also involve ways to improve quality (Prowle, 2011). However, public sector experiences challenges that hinder effective quality improvement. These challenges include lack of staff time, inadequate skills, inappropriate equipment, lack of information, and cultural and professional resistance. Therefore, in setting quality to be attained, there is need to determine the feasibility of such improvements (Prowle, 2011).

Quality control systems attribute is one of the possible approaches for enhancing quality of services delivered in the public sector. Quality control system involves

examination of the product or service after its production by way of comparing the actual product with prior specifications to determine the extent to which the product adheres to specifications (Prowle, 2011). Quality control systems may also be accomplished through the use of customer or consumer surveys. The mere existence of quality control system “may put pressure on staff to deliver good product quality in the knowledge that any failures may be picked up” (Prowle, 2011, p. 174). Moreover, quality control systems help in the sense that in some circumstances, reworking can be done to enhance the quality of products. However, the main challenge associated with quality control systems is that in some situations, it is not possible to rework delivered services after they are found to be of unsatisfactory quality. As such, quality control systems become of limited use in enhancing quality. In the public sector, it has been reported that some governments have introduced important ways of quality control. For instance, in the UK, government has introduced several quality control developments such as peer review and inspection (Prowle, 2011).

Modernization of the government institutions was found to be a high importance attribute. The findings show that government employees in the ministries are highly concerned with the modernization efforts of the government functions. Poor governance ranks high among the factors that cause underdevelopment and failure of governments (Ciborra & Navarra, 2010). In this light, the Jordanian government has recognized the crucial role of efficiency in the public sector governance to the economic, political, and social growth of the country and therefore has prioritized the modernization of the public sector.

The government of the Kingdom of Jordan has been partnering with OECD countries through the Middle East and North Africa OECD-MENA Governance Program, whose primary purpose is to strengthen the capacity of government employees in the MENA region to design, implement, and monitor public governance reforms and hence improve performance of government ministries and agencies (OECD-MENA Initiative, 2010). However, modernization was a low satisfaction attribute. This is an indication that participants perceived the modernization efforts adopted by the government as insufficient. Modernization of the public sector is crucial for enhancing efficiency in the public sector and hence the kingdom's future success socially, politically, and economically (Elsheikh, Cullen & Hobbs, 2008). Therefore, low satisfaction levels of the participants with modernization points to their concern about the future of the government service delivery and eventual success. It is not clear why participants are lowly satisfied with modernization. However, critics have raised have hinted that the gap between citizens and modernizations projects such as e-government may be the reason for poor perception of modernization in government institutions (Mofleh, Wanous & Strachan, 2008). Using Jordan as an illustration, Mofleh and colleagues argued that in developing countries, internet access among citizens is very low and that citizens of developing countries lack the technological know-how on the use of advanced internet-based services (Mofleh et al., 2008). Another challenge facing the e-government modernization initiative in Arab countries has been lack of political stability and insecurity, according another research (Salem & Jarrar, 2008). When governments are under financial or political

pressure, the first government initiative to be sacrificed is e-government (Salem & Jarrar, 2008).

System flexibility was also found to be a high importance attribute. There has been a need to reform public governance and public management to address the rigidity of government ministries and decision-making to enhance the ability of the government ministries to meet new challenges (Pierre, 2012). Flexibility in the public sector administration is associated with increased engagement of civil society, non-governmental organizations and the private sector (Pierre, 2012). In essence, systems flexibility is concerned with the public sector balancing between new and traditional roles. Pierre (2012) has argued that this balance between stability and flexibility creates a tension between the new and the traditional role of government institutions (Pierre, 2012).

The traditional role of public institutions stresses values of equal treatment and the rule of law while the new role places emphasis on contextualization and flexibility. According to Pierre (2012) government institutions have responded to this challenge in a number of ways, such as deregulation, institutional innovation, and introduction of “soft-steering” instruments. Further, flexibility in government institutions can be achieved through collaborative governance in which public institutions “ensure fairly traditional political and administrative authority” (p. 187). In flexible public governance, emphasis is placed on process rather than institutions, interaction rather than command, performance rather than procedure, and outcomes rather than deliberation and input (Pierre, 2012).

However, findings of the satisfaction of the participants with the systems flexibility showed that they were not satisfied with this attribute because it was a low

satisfaction attribute. The implications of the findings are that government employees in this study perceived the ministries they worked for lacking flexibility. This is an implication that the points of contact between the government and its people are limited. Moreover, lack of flexibility means that government ministries and institutions have not open up to the societal actors and therefore the role of the civil society and NGOs in the “pursuit of collective projects and service delivery” is lacking or severely limited if any (Pierre, 2012, p. 191). As a result, most of the government policies lack societal consent which may bring about formulation of policies that do not address the needs of the people (Pierre, 2012).

Systems stability and ability to maintain political stability were high importance attributes. Perceptions of employees on the stability of the organization may affect the commitment of the employee to the organization. The reason is that organizational stability is related to the perceived job stability or job security. Therefore connection between organizational stability and job stability may explain why the participants considered the attributes as highly important. Participants were concerned about the stability of the government, especially from a political perspective. In this light, the findings of the study show that participants considered government’s ability to maintain political stability as a high importance attribute. This is an indication government employees are concerned with the future of the government, their employer, in light sweeping political changes in the region. Findings on satisfactions levels showed that system stability and ability to maintain political stability were low satisfaction attributes. This is an indication that participants felt that they were not confident in the ability of the

government institutions to remain stable. The findings are not surprising; given that the study was conducted a year after Jordanians had demonstrated against the government. Moreover, the study was conducted during a time when governments in the region were experiencing political uprisings, some of which led to political changes. Therefore, it is highly possible that the participants were concerned about the ability of the government to avoid such political protests.

Ability to generate good physical and monetary policies was a high importance attribute. Participants were not satisfied with financial management currently adopted by the ministries. The findings showed ability to generate good physical and monetary policies was a low satisfaction attribute. The findings are not surprising because there has been emphasis on the importance of sound financial management in the public sector. In fact, one of the core elements of the reform in the Jordanian public sector focuses on introducing sound financial management (OECD-MENA Initiative, 2010). The findings of this study are consistent with these previous observations, and underline the need for government ministries to prioritize financial management if they will be perceived positively.

Closely related to the stability of the organization was hope and confidence in the future of the organization, which was also a high importance attribute. Hope and confidence in the future of the ministries is related to the confidence in products, services, and competitive strategy (Lucia & Gareau, 2010). However, participants were highly satisfied with the attribute. The finding that hope and confidence in the future of the

ministries was a high satisfaction attribute is an indication that employees are confident with the future of the ministries.

Participants considered social welfare and responsibility as a high importance attribute. However, it was a low satisfaction attribute. Corporate social responsibility (CSR) “empirically consists of clearly articulated and communicated policies and practices of corporations that reflect business responsibility for some of the wider societal good” (Matten & Moon, 2008, p. 405). Viewed this way, CSR ideally “reflects the social imperatives and the social consequences of business success” (Matten & Moon, 2008, p. 405). CSR involves the actions of a business organization aimed at promoting the social goods beyond the organization’s direct interests and those that are legally required (Doh & Guay, 2006). As already demonstrated in the Literature Review, CSR may be used to avoid the negative publicity that may harm the business image bring about low profits (Doh & Guay, 2006).

The findings of this study further show that participants were not satisfied with the government’s social responsibility. The reason is that the social welfare and responsibility was a low satisfaction attribute. This is worrying because previous CSR literature suggests that government should drive CSR efforts (Moon, 2004). Moon (2004) drew evidence from two UN administrations to demonstrate that government should drive CSR efforts through ministerial leadership, business associations, subsidizing CSR activities, and introducing CSR-friendly regulations. This way, Moon (2004) concluded that CSR should be perceived as an integral part of a wider system of national societal governance that incorporates public institutions, private businesses, and non-governmental

organizations. The findings of this study indicate that government employees are not satisfied with the way government has been handling CSR in its departments. This is despite the fact government ministries, as Moon (2004) argued, should be drivers of CSR. The findings point to the need for the government to consider CSR as part and parcel of its governance system.

Pride in working for the ministries was also a high importance attribute. Organizational pride is a strong predictor of employee engagement. To illustrate this, Jon Katzenbach (quoted in Dickson, 2011, p. 63) noted: "Pride is more powerful than money. Employee pride is the powerful motivational force that compels individuals and companies to excel." Dickson (2009) grouped the sources of pride into two categories, namely, pride in the organization and pride in the actual work employee perform (Dickson, 2011). Pride in working for the organization produces loyalty thus enhancing retention. Pride in working for the organization is available when the reputation of the organization is admirable. In addition, the nature of the products and services provided may be important sources of organizational pride.

It has been argued that pride in the products and services of an organization are the real powerhouse motivator (Dickson, 2011). Pride in the work done by the employee "leads to exceeding expectations, enables lasting behavior change, and drives engagement" (Dickson, 2011, p. 63). Feelings of pride associated with the job itself are intrinsic in what employees do, how they do it, and with whom they do it with (Dickson, 2011). The study findings show that participants considered pride in working for the organization as a high satisfaction attribute. These findings imply government employees

are engaged with their work. However, it is not possible to determine whether participants took pride in working for the government or in the actual work they did.

Other high importance attributes were decency and employment. Participants perceived decency as among the most important attributes making up the image of Jordanian ministries. However, participants were not satisfied with this attribute. The perceptions of the participants showed that decency was a low satisfaction attribute. The findings of the study show that employment was a high importance attribute. This means that government employees consider recruitment policies as important in defining the image of the ministries.

5.1.2 Significance of Job and Appraisals

This factor was the second most important among the six factors identified in this study. Employee appraisal is an important undertaking in making important organizational decisions. It ensures that managers adopt necessary strategies to develop employees' full potential to enhance their effectiveness toward enhancing the performance of the ministries. As a result, there is a need to ensure that organizational managers have an excellent understanding and appreciation of performance appraisal (Sims, 2002). The attributes under this factor are concerned with job characteristics and employee evaluation strategies. The attributes are five and include significance of the job, employees' autonomy in the workplace, publics' satisfaction, consideration of evaluation of work done, and evaluation of employees' performance. Four of the five attributes (significance of the job, employees' autonomy in the work place, publics' satisfaction, and evaluation of employees' performance) were high importance attributes.

Significance of the job is the extent to which the employee's work is considered as important or significant. It is the employees' perception of the contributions of the job to the overall efforts of the organization and the society as a whole (Lewis, Goodman, Fandt, & Michlitsch, 2007). Employees who perceive their jobs as having little overall impact on the organization tend to have relatively low job significance (Lewis et al., 2007). The findings of this study show that employees considered the job significance as an important aspect in defining the image of the ministries. The findings show that government employees perceive their work as highly meaningful. They believe that their job should contribute significantly to the overall efforts of the organization. Previous literature suggests that "employees tend to work harder when they are made aware of the difference that job level contributions make to the organization (and the society) (Wright & Pandey, 2011). Fortunately, significance of the job was a high satisfaction attribute. This is an indication that participants felt their jobs contributed significantly to the overall government role and that they were satisfied.

Employee's autonomy was also a high importance attribute in this study. Employee autonomy is a work characteristic that reflects the extent to which employees are free, independent, and have authority to make decisions in their work (Lewis et al., 2007). Participants in this study considered employee autonomy as a high importance attribute. Findings show that employee autonomy was a high satisfaction attribute. The implications of the findings are that employees considered themselves as being autonomous to some extent. As such, the employees believe that their success and failures in their jobs depends on their own abilities and desire to accomplish their assignments.

They, therefore, feel greatly responsible for the failure or success of their efforts (Lewis et al., 2007).

The findings of the study show that participants considered satisfaction of the publics as a high importance attribute in defining the image of Jordanian ministries. Publics satisfaction is one of the key external measures of government performance (Morgeson III, 2014). Government institutions enjoy a coercive monopoly in that the services they provide are compulsory (Morgeson III, 2014). As such, citizens have no alternatives to switch to other organizations, as it can happen in the private sector where a customer can choose another brand if dissatisfied with the current (Morgeson III, 2014). However, in this era, citizen power has grown significantly as a result of increased access to information and knowledge. Although citizens cannot choose alternative governments to provide the compulsory services they need, they have learned that they can force the government out and have another government that can meet or exceed their expectations (Morgeson III, 2014).

Recent developments in the Middle East have shown that citizens can stage civil coups if they are dissatisfied with government services. As such, governments are under pressure to ensure that they achieve citizen satisfaction. In order to achieve citizen satisfaction, governments need to connect with the society, improve transparency and accountability, rebuild citizen trust, and improve quality of processes and services. In addition, the government has to adopt more efficient budgetary and resource allocation, and monitor and motivate its employees more (Morgeson III, 2014). The other high importance attribute was evaluation of employees' performance. This attribute is similar

to one of the elements identified among priority areas for reform to enhance efficiency in the Jordanian public sector. In particular, the OECD-MENA Initiative (2010) seeks, among others, to institute reforms in the monitoring and evaluation of government employees in Jordan. Evaluation of employees' performance is crucial aspect in enhancing good job performance in the public sector. Comprehensive evaluation of the employees' performance occurs once a job is completed, although constant observations take place in the course of a task (Larocci, 2011). Evaluation of employees' performance focuses on efficiency and effectiveness. Formal performance evaluation systems are based on tasks (job description), personal characteristics, and skills, or even a combination of these aspects. Standards of efficiency and/or effectiveness are applied in each of the evaluations. Following evaluations, supervisors should provide employees with ways to improve their performance (Larocci, 2011).

According to Larocci (2011), performance evaluation systems can be an important HRM tools if there are incentives attached to them. Lack of incentives has been associated with failure of most evaluation systems, and lead to their demise within a few years. Moreover, moribund systems are more harmful than beneficial. For instance, supervisors, if they know that the evaluations have no practical value, tend to rate all employees at higher level than warranted. This leads to the deterioration in performance of the already poor performing employees instead of improvement (Larocci, 2011). The findings further show that evaluation of employees' performance was a high satisfaction attribute.

5.1.3 Strength of Communications

This factor consisted of four attributes relating to the communication efforts of the ministries. The attributes included effective external communication, effective internal communication, advertisement and publicity, and openness to suggestions and innovative strategies. Effective external and internal communication attributes are important in the image of government ministries. The ultimate aim of an effective communication is to ensure that the recipient receives and understands the message. There are many modes of communication, which include written (reports, letters, notices, memos), verbal (face to face, speeches, telephone, meetings, lectures), visual (presentations, slides, videos, television, models, photographs), audio (recordings, radio, etc), and electronic (emails, texts, websites, social networking, etc) (Bean & Hussey, 2011). PR managers may combine these methods of communication.

PR managers in the public sector communicate with a variety of recipients for different reasons (Bean & Hussey, 2011). The internal communication is targeted on staff, senior managers, and management teams, elected members, cabinets, committees, and trustees. Internal communication may be used to enhance pride, patriotism, and morale among government employees and create awareness among them on the vital role of public institutions in the life of the country (Waldt, 2004). The findings showed that participants considered effective internal communication as key attribute in defining the image of government ministries.

Moreover, effective internal communication was a high satisfaction attribute. This is an indication that participants were fairly satisfied with internal communication efforts.

Effective external communication within the context of government PR focuses on the general public (including individuals, groups, and entire communities), suppliers, contractors, and third party stakeholders and partners. The purpose of external communication is to inform citizens about their rights and reasonable expectations from the government (Waldt, 2004). Further, the OECD-MENA Initiative (2010) recognized the importance of strengthening communication about government programs to the external publics. Effective external communication was a high satisfaction attribute. However, as it has been noted before, the attribute was high satisfaction only in relation to other attributes (Bean & Hussey, 2011).

Participants also considered advertisement and publicity as a high importance attribute. Advertising refers to “paid communication that identifies the message sponsor” while publicity “secures editorial space in the media (i.e., space that is not paid for) for promotion purposes...and does not identify the sponsor (Eisend & Kuster, 2011, p. 906). In advertising, the sponsor has control over the content that goes to the media, which is seen as a primary advantage of advertising (Eisend & Kuster, 2011). However, advertisement has one key disadvantage in terms of audience skepticism. The reason is that the audience knows that the sponsor controls the content in the advert, and therefore the audience expects the information to be more biased and less objective (Eisend & Kuster, 2011). In publicity, the organization has no control over the content. The media is normally perceived as more objective (Eisend & Kuster, 2011). However, the content from the media is also controlled by the media itself. Nevertheless, the audience considers

information from publicity as more objective and unbiased than information from advertisements (Eisend & Kuster, 2011).

There have been concerns on which of the two (advertising and publicity) is more effective. Organizations have been leaning on marketing oriented publicity as opposed to advertising. A recent meta-analysis (Eisend & Kuster, 2011) has found that publicity is more superior to advertising. The meta-analysis appeared to confirm results of Loda and Coleman (2005) which showed that publicity-then-advertising is the most effective strategy to persuade customers to visit tourist attraction centers. Eisend and Kuster (2011) further reported that market-oriented publicity is more effective for new products yet to be introduced into the market. Although, PR managers have no control over the publicity content, they can influence it in favorable ways. This influence is the primary task of PR in building favorable image of the organization through publicity (Eisend & Kuster, 2011). The findings on the satisfaction of the participants with advertising and publicity showed that it was a high satisfaction attribute. However, this is because the attribute is being considered in relation to others. If it is examined on its own on the satisfaction scale, it will be found that most of the participants were dissatisfied with the advertising and publicity.

5.1.4 Human Resource Management

The third important factor was human resource management (HRM). HRM is an important element in the success of governments. The OECD-MENA Initiative in Jordan has identified improvements in the HRM within the government as an important step in the reform process the kingdom is engaged in. The importance of HRM was also

identified in this study. There were twelve attributes under this factor. They include employee training, reward and incentives, motivation of employees, number of employees, personal and professional valorization of employees, job condition equality, and form of personnel hiring. The other attributes include form of charging responsibilities, fast communication networks, personal well-being in the workplace, salary and career plan, and present salaries. Among the twelve attributes, five of them were high importance attributes. The high importance attributes include present salaries, salary and career plan, motivation of employees, personal well-being in the workplace, and fast communication networks.

The attribute of present salaries was found to be a highly important attribute in defining the image of Jordanian ministries from the perspective of employees. However, the study shows that the present salaries attribute was a low satisfaction attribute. In fact, among the 52 attributes measured for satisfaction, present salaries had the lowest in fact. Basically, participants were dissatisfied with their present salaries. This is an indication that Jordanian government believe that they are not receiving remuneration that matches the value of the value of the work they do. In other words, the findings of this study show that pay equity in Jordan has not been attained. The findings of this study are consistent with the observations of the International Labour Organization (ILO) concerning pay equity (ILO, 2010). In particular, ILO noted that although Jordan has a long standing commitment to pay equity, there are serious challenges that have made it difficult to achieve pay equity, especially for women.

Motivation of employees attribute was a significant factor in defining the image of Jordanian ministries. Employee motivation is broad topic, but this study was focused on employee motivation in the public sector (Perry, Hondeghem, & Wise, 2010; Perry & Wise, 1990). According to Perry and Wise (1990, p. 368), public service motivation refers to an "individual's predisposition to respond to motives grounded primarily or uniquely in public institutions and organizations." This definition stresses motives such as civic duty and compassion which are common in the public service (Perry et al., 2010). People with high public service motivation are most likely to be members of public organizations. In addition, high public service motivation is associated with increased job satisfaction and retention in the public sector (Perry et al., 2010).

Previous research suggests that people are attracted to the public sector by the intrinsic motivation associated with public sector (Georgellis, Iossa, & Tabvuma, 2011). Employees with high intrinsic motivation are more committed to the organization, are more productive, and contribute significantly to improvements in organizational performance (Georgellis et al., 2011). However, findings of the study on satisfaction level of employees' motivation showed that employee motivation was a low satisfaction attribute. This is an implication that participants were not satisfied with the current employee motivation strategies in the ministries. The findings also imply that the employees of the ministries are poorly motivated, despite the huge importance they attach to motivation in building the image of the ministries. Poorly motivated employees are likely to be poorly committed to the organizations they work for.

In addition to present salaries and employees' motivation, participants also considered their salary and career plan, personal well-being at the work place, and fast communication networks as high importance attributes. This findings shows that in defining the image of Jordanian ministries, career plans for the employees is an important component. However, salary and careers was found to be a low satisfaction attribute. This is an indication that the PR and HRM departments have not performed favorably as far as salary and career plans for the employees is concerned. Moreover, participants were concerned about their health and working conditions. The findings show that personal well-being in the work place was a high importance attribute. However, the study showed that this attribute was a low satisfaction one. It implies that employees are not content with their well-being at the work place. Moreover, the findings showed that fast communications was a high importance attribute. However, the same was a low satisfaction attribute, just as the other attributes.

5.1.5 Management

There were eleven-management related attributes. The attributes reflect the various management roles. The attributes include clarity of goals, sense of responsibility, well derived vision, alignment of goals and objectives with vision, strategic process management, execution of on-paper projects, and achievement of goals, mission, and objectives. Other management-related attributes are manifestation of the directing board about the employees' performance, integration between employees and direction, involvement and commitment of managing board, and commitment of employees.

Among the eleven attributes, only two were high value attributes. These included commitment of employees and clarity of goals.

Clarity of goals is increasingly becoming a vital component in enhancing the effectiveness of public institutions (Diefenbach, 2011). The findings show that clarity of goals is a high importance attribute. Similarly, the data on the satisfaction level of the attributes show that clarity of goals was a high satisfaction attribute. Organizational goals in the public sector are service- and community-oriented (Wright & Pandey, 2011). Organizational goals, which should be aligned to the organization's vision and mission, guide the activities of the organization's members (Wright & Pandey, 2011). Therefore, the importance of clearly defined goals cannot be overemphasized. Clarity of goals, an organizational level concept, is associated with employees' feelings of obligation and loyalty to the organization (Diefenbach, 2011; Wright & Pandey, 2011). When goals are clearly defined, employees are able to explain them to the outsiders with ease. In addition, employees perceive the organization's mission and goals as clearly defined (Wright & Pandey, 2011).

The other management-related high importance attribute was commitment of employees. Commitment is a psychological attachment to one's work and the organization (Georgellis et al., 2011; Wright & Pandey, 2011). As it has been noted, employee motivation and commitment are related. Employees who are highly motivated also tend to be highly committed to their jobs and the organization (Georgellis et al., 2011; Wright & Pandey, 2011). Public sector requires employees who are highly committed in order to improve productivity. In this study, commitment of employees was

a high satisfaction attribute. This is indication that the employees of the ministries considered themselves as highly committed to their jobs.

5.1.6 Physical Work Environment

These attributes are related to the work environment. There were four attributes under this factor. They include computerization, workspace, indoor (physical) climate, and sound (positive sound). Findings of this study on the satisfaction levels of the attributes show that all attributes were high satisfaction attributes. However, participants did not consider physical work environment as an important factor in building the image of the ministries. The reason is that the findings of the study on the importance of these attributes show that only computerization was a high importance attribute. The same observations were made in regard to modernization, in which it was noted that the most important aspect of modernization in Jordan has been introduction of e-government. E-government is an aspect of computerization (Ciborra & Navarra, 2010; Omari, 2006).

E-government in Jordan adopted a customer-centric approach with a view of enhancing provision of services to the people across the society. This was expected to transform the government and make contributions to the economic and social development of the Kingdom and its people (Al Nagi & Hamdan, 2009; Ciborra & Navarra, 2005). The need for computerization in government has been necessitated by revolution of technology and information and its perceived social and economic benefits (Al-Nagi & Hamdan, 2009). However, unlike modernization which was a low satisfaction attribute, computerization was considered as high satisfaction attribute. The reason for

this finding may be that government employees who took part in this study were aware of the government's commitment to e-government.

5.2 Implications of Importance and Satisfaction of Image Attributes to the Government PR Managers

In measuring the importance, the aim was to determine the extent to which internal publics of the ministries consider as useful or important the attributes in building the image of the ministries. According to Schuler (2004), high importance factors should be considered as ideal for organizational images. In this light, high importance attributes define the desired characteristics that the employees wish to associate with the image ministries; and as such government PR departments should focus on increasing popularity of such high importance attributes among the publics. It is, however, important for PR managers to ensure that polarity of high importance attributes will be positive in that publics will associate ministries with the attributes in positive light. For instance, it will be inappropriate for publics to be highly conversant with ministries' performance for ministries' failures related to meet performance expectations of the publics, as opposed to publics' being familiar with the successes and accomplishments of the ministries, which meet the expectations of the publics on ministries performance attribute.

In addition to importance, researcher measured participant satisfaction with the attributes to determine if participants were satisfied with the attributes. Measurement of satisfaction with attributes was intended to enable public relations officers see the actual image they have created in the employees and compare it with the ideal image they aim to build as shown by importance scores. In addition, satisfaction with attributes identified

the attributes that needed particular attention from the PR managers. In total, there were 28 high satisfaction attributes. However, unlike the case with high importance attributes, high satisfaction attributes do not need much attention from the PR departments. Therefore, low satisfaction attributes (24 attributes in total) should be the focus of the PR departments. Particularly, high importance but low satisfaction attributes should significantly influence strategies of PR departments in enhancing image of ministries. For instance, ministries performance was the most important attribute but a low satisfaction attribute. As such, PR departments must focus on this attribute and similar others in order to enhance the image of Jordanian ministries.

5.3 Implications of the Graphical Representation of Ministries' Image

After measuring the importance and satisfaction with the attributes, factor analysis was conducted for the purpose of grouping strongly interdependent variables into categories. From factor analysis, a total of six factors were identified. These included systems quality, human resource management, significance of job and appraisals, strength of communications, and physical work environment. These factors, together with attributes under them, occupied six areas created on the graphical representation of the image of the ministries. The individual attributes were placed within relevant peripheries depending on the TVAs shown in Figure 5. The graphical representation of the image shows proximity of each attribute from the core of the image, importance level, and satisfaction level of the attributes.

The visual representation of the image of the ministries from the perspective of the employees provides a crucial piece of information. The proximity of the attribute from

the inductor term (Jordanian ministries) is taken to represent the strength of the attribute in shaping the image of the ministries in light of how publics are conversant with that attribute. Attributes located at the image central nucleus depict the current reputation of the ministries. All high importance attributes need to be brought close to the image's concept. A discussion of the six factors in relation to the image's visual model is provided.

5.3.1 Systems and quality (Factor 1)

There were 16 attributes that constitute systems and quality. A total of 11 attributes were of high importance and yet they were not in the central nucleus as they were located in the image's peripheries. Seven attributes such as ministries performance, decency, ability to generate good fiscal and monetary policies were located at model's first periphery. In addition, one high importance attribute, pride in working for the organization, was located in the second periphery. Moreover, three high importance attributes, system flexibility, modernization, and quality of control management, are located at the outermost periphery, which underlines the need for the public relations manager to focus more on the attribute. To ascertain this observation, only two attributes (pride in working for the organization and ability to maintain political stability) received high satisfaction rating among participants. Generally, participants were dissatisfied with 9 of the eleven attributes which means that PR managers have not worked effectively with other departments of the ministries to meet expectations of employees on systems and quality attribute.

Hope and confidence in the future of organization was a highly important attribute. However, this attribute is located in the outermost periphery, which is far from the image central nucleus. The large proximity of the attribute from the image central nucleus shows that employees are not sufficiently conversant with organizational products, services, and competitive strategy which guarantee future of the organization. It is therefore important for the public relations departments to consider communicating issues related to the future of the organization to the employees.

5.3.2 Human resource management (Factor 2)

Five of the twelve attributes related to human resource management were high importance attributes. Only one of the attributes (present salaries) was located in the image central nucleus. However, present salaries received the lowest satisfaction rating of all the attributes in the study. Information in Table 9 show that most of the participants (about 80%) were earning a monthly salary of less than 500 JD, which may explain why all the participants were highly dissatisfied with their salaries. The close proximity of the attribute to the central nucleus shows that employees of the ministries believe that present salaries are intimately part of ministry's image.

Other two attributes, personal well-being in the workplace and fast communication networks, which also received low rating on satisfaction, are placed in the first periphery. Moreover, motivation of employees is located in the second periphery while salary and career is located in the outermost periphery. One disturbing observation as far as human resource attributes are concerned is that all of the four human resource management attributes were low satisfaction attributes. The low satisfaction levels show

that employees in the ministries are poorly motivated, poorly paid, experiencing poor working conditions, and are having difficulties with communication networks in the ministries. Although, most of these attributes are basic functions of human resource department, PR departments can develop, implement, and evaluate communication plans carefully designed to assist human resource managers achieve their goals such as in regard to present salaries, working conditions, and motivation.

5.3.3 Management (Factor 3)

There were only two high importance attributes (clarity of goals and commitment of employees) among the 11 attributes categorized under management. In addition, these two attributes received a high rating on satisfaction. However, the attributes were located in the second periphery of image model. The high importance of the attributes and their large proximity from the image central nucleus show that PR departments in the ministries are performing poorly as for the two attributes are concerned. The reason is that PR managers have a crucial role to play in organizational goals and commitment of employees to those goals if organizations are to be effective. According to theory of organizational excellence, PR enhances organizational effectiveness by reconciling the goals of the organization with the expectations of its strategic constituencies (Grunig L. et al. 2002). Similarly, Spicer (2013, p. 54) has observed that “organizational and public relations goals are reciprocally related.” As a result, PR departments should design communication activities concerned with organizational goals and employee commitment to enhance organizational productivity, efficiency and satisfaction among internal and external publics.

5.3.4 Significance of job and appraisals (Factor 4)

The ideal organizational image, according to the participants, should have all the four high importance attributes related to significance of job and appraisals at the image central nucleus. PR managers have done little to promote those attributes since three of them are located at the outermost periphery and only one at the second periphery. All the high importance attributes should be at the image central nucleus while the less important attributes may be at the image's outer peripheries.

Although employee appraisals are not a role of public relations managers, it is their job to communicate them to the employees and also communicate employee expectations about appraisals to responsible departments (Daley, 1992; Sims, 2002). According to Daley (1992) how to communicate employee appraisals is an important factor to the success of appraisal process. Public relations should ensure that employees are empowered to deal with performance appraisals and that organizations evaluate employees' according to employee expectations. In addition, employees need to be informed or given feedback concerning their performance as well as guidance on how to improve (Daley, 1992). Given that four of the five attributes concerned with the significance of job and appraisals were highly important, it is inappropriate to have the attributes a distance away from the image's nucleus.

5.3.5 Strength of communications (Factor 5)

Participants in the study felt that strength of communications was an essential factor in producing positive reputation for the ministries. Of the four attributes defining the strength of communications, three of them were high importance attributes that need

the attention of the public relations officers. The high importance factors included effective external communication, effective internal communication, and advertisement and publicity. Public relations officers have achieved some considerable progress in enhancing the image of the ministries through these factors because participants had high satisfaction with the three factors. However, since the three factors are located outside the image's central nucleus, it means that the high satisfaction levels are based on limited information on strength of communication; and hence there is a need to ensure that the attributes are moved to the nucleus.

5.3.6 Physical work environment (Factor 6)

Participants did not see physical work environment as a highly essential factor in building good organizational image. The reason is that only one attribute (computerization) among the four attributes constituting physical work environment was highly important among participants. This is not a surprising finding because computerization enhances delivery of services in organizations. Organizations with well-organized computer systems are likely to witness overall efficiency in organizational performance. Although it is a high satisfaction attribute, computerization was located in the outermost periphery despite being a high importance factor. Therefore, ministry employees consider computerization as an essential aspect of the ministry's image. Public relations departments need to work on enhancing the popularity of computerization among the employees.

5.4 Comparison of Present Study with Schuler's Model

Schuler (2004) conducted a study using his own image configuration model, just as it was the case with the present study. Some similarities and differences have been observed between Schuler's model and the present study. The differences of the two studies are related to the following areas. First, the total number of attributes identified in the two studies is different. There is an important difference between the number of attributes identified in qualitative study of the present study and that of Schuler. In this study, 29 attributes were identified following a content analysis of interviews transcripts from 14 employees of the ministries. However, Schuler identified 34 attributes in the qualitative phase of the study, as shown in Table 8. Researcher included attributes from Schuler's model not identified in the present study in the quantitative phase of the study to ensure that all possible attributes are measured. The present study had a total of 52 attributes in the quantitative phase compared to Schuler's study that had only 34 attributes.

Second, total value (TV) for attributes differed. Differences were observed on the TV values of the attributes. Whereas the highest TV in Schuler's model was 96, the highest TV in the present study was 71. In addition, the range between the minimum and maximum TV in the two studies is different. In Schuler's model, the minimum and maximum values were 1 and 96 respectively while in the present study, the minimum and maximum values were 4 and 71 respectively. The difference in the maximum TV also impacted on the scale for graphical representation of attributes.

Similarities observed are related to the areas described. First, there were similarities in image attributes identified. The present study and that of Schuler identified similar image attributes, although they had different wordings. In total, 10 similar image attributes were identified in the two studies, as shown in Table 7. For instance, Schuler (2004) identified acceptance of suggestions, ideas and criticisms while the present study identified openness to suggestions and ideas. Additionally, Schuler identified performance while the present study identified ministries performance. In addition, the two studies identified employee training. The different wordings on the attributes may be attributed to the fact that the two studies were conducted in different organizations. Whereas Schuler's study was conducted in private organizations in Latin America, the present study was conducted in government ministries in Middle East.

Second, there is a similarity in attribute total value and attribute importance level. It was observed that there was no consistency between the total value of attributes in the qualitative and the amount of importance attached to the attribute. For instance, ministries performance turned out to be the most important attribute with a mean of 4.3055 and yet it had received a TV of 50 in the qualitative phase. Similarly, the attribute of ability to maintain political stability was the most valuable with a TV of 71 in the qualitative phase but it was the sixth important with a mean of 4.1802. Further, the attribute system stability was the eighth most valuable with a TV of 53 but it was rated as the second most important with a mean of 4.2533.

These discrepancies were also reported by Schuler (2004). However, results of TV in the qualitative phase and amount of importance in the quantitative phase on sound

(positive) were consistent. Third, similarities were observed in the image models developed in the two studies. For instance, just as the present study, Schuler's model has most of the high importance attributes in the peripheries. Despite the differences observed, the findings of this study generally support Schuler's organizational image configuration model. The study shows that the model can be applied to study image of public institutions in Middle East, where the present study was conducted.

5.5 Contributions of the Study to Public Relations Field

This study makes important contributions to the PR scholarship and practice. On PR scholarship, this study has made important contribution to the application and validity of Schuler's organizational image configuration model and the issue of power and authority for PR managers to influence organizational decision making. Theoretically, this study has shown that Schuler's model can successfully be applied in Middle East to identify the image and reputation of public institutions and determine how to improve the image. PR scholars can therefore use the framework to study image of government departments and ministries in other Middle East countries.

The second contribution to the PR scholarship relates to the issue of power and authority in relation to public relations. The issue of power and authority in relation to PR departments has been of concern to PR scholars (e.g. Grunig L. et al., 2002). It has been reported that in most cases, PR managers have no power and authority to influence decision making in other departments, which negatively impacts on their ability to perform their duties effectively. Grunig L. and colleagues called upon for organizations to ensure that PR managers have power and authority to influence decision making. This

study has underlined that just like PR managers in private or commercial organizations, PR managers in public or government ministries need power and authority to influence decision making in other departments whose functions shape government image and reputation.

The study has revealed that highly significant factors in shaping organizational image and reputation are functions of other organizational departments such as human resource departments. This study has recognized the need for PR managers to play a supportive role if participant satisfaction with such factors is to be enhanced and as such improve the image of the ministries. However, the supportive role of PR managers will not be effective if they will not have any power and authority to influence the decisions that the other departments are making that affect the way publics form the image of the ministries.

To the practice of public relations, the study has contributed to public relations literature in Middle East by identifying the image of Jordanian government ministries and making recommendations for improvement of the image. This has been achieved by identifying crucial image attributes that publics consider in forming image of government ministries. In addition, attributes that might have been responsible for antigovernment protests, such as ministries performance, has been identified. As a result, PR managers in the ministries should have an understanding of how Jordanians view their government; and then design appropriate strategies to improve such perceptions, which have been suggested. Further, this study has revealed that public relations departments of government ministries cannot successively build positive images without power and

influence. In this light, the study has identified the need for PR departments in public institutions to have power and influence over other departments in the institution such as the human resource management and top managers. This power and influence will be essential to build positive images for public institutions.

5.6 Suggestions for Future Research

This study has important implications for future research. First, it was recommended ten years ago (Al Qudhah, 2004) that professional public relations officers should be tasked with the duty of heading PR departments. It would be therefore interesting to investigate the extent to which this recommendation has been implemented and the challenges involved. Second, future researchers should consider investigating the image of Jordanian government ministries from the perspective of departmental heads of the ministries since most of the participants in this study were employees. Third, future researchers may consider examining the image model of Jordanian ministries from the perspective of external publics. Fourth, there is need to examine the challenges facing PR managers in government's ministries. An understanding of the barriers facing PR managers may be an important step in enhancing image of Jordanian ministries.

Fifth, future researchers should consider studying the image of Jordanian ministries from both a quantitative and a qualitative approach. This would give participants an opportunity to explain their perceptions about the attributes using their own words. For instance, participants can explain why they consider an attribute as important, and also explain their score on satisfaction with that attribute. This will

provide an understanding concerning the ways in which attributes are important and ways in which participants are satisfied with such attributes. This will help researchers in explaining the results on the satisfaction and importance level of the attributes.

Sixth, future researchers may want to examine perceptions of internal and external publics of the ministries on ways of improving the images of the ministries. Seventh, although the literature review has identified an emerging area of PR scholarship focusing on Islamic PR, it was not explored in this study. It will be useful for future researchers to examine the practice of PR in Jordan from the perspective of Islamic PR. Lastly, a total of 23 attributes and their total values were obtained from Schuler (2004), a study that was not conducted in Middle East. It is therefore useful to conduct a series of qualitative studies with various groups of employees from different ministries in Middle East to try to identify all image attributes forming ministry images and reputation and their total values.

5.7 Summary of Chapter

This chapter has provided a discussion of the research study findings. The study was conducted using Schuler's (2004) organizational image configuration model. The findings of this study reveal the situation with government ministries and actions that need to be taken by PR departments in the ministries. Judging the performance of the ministries in terms of total number of high importance attributes, total number of high satisfaction attributes, and proximity of the attributes from the central nucleus, it is evident the public relations departments in the Jordanian ministries have performed poorly. This conclusion is entirely consistent with the

observations of the King who has noted that the performance of the public sector is unsatisfactory (Jordan Times, 2014). It is not immediately clear why the public relations departments are performing so poorly in creating a positive image. A study conducted ten years ago (Al Qudhah, 2004) found that PR departments in Jordan have well-defined aims; and high evaluation rate of their activities. However, the study did not report about the actual performance of the ministries; whether it met the defined goals. In addition, Al Qudhah's study reported PR departments evaluated their activities at a rate of 76.6%, but it did not tell anything about the results of the evaluations and the actions PR departments undertook following the evaluations (Al Qudhah, 2004). Although Al Qudhah (2004) recommended that PR departments be run by professional public relations professionals, it is not clear whether that has happened.

Poor performance by PR departments has been reported elsewhere in Middle East. The findings reported in this study are consistent with those of Al Faishani (2000) who examined performance of public relations departments in Yemen. As it is the case in this study, Al Faishani (2000) reported poor performance among Yemeni government's public relations departments. However, the findings of this study are inconsistent with those of Shamakhi (2000) who also examine the performance of public relations departments in the Omani government. Shamakhi (2000) reported a moderate performance among the PR departments. However, Shamakhi's study was conducted on other departmental directors unlike the present study which was conducted using employees of the ministries. There is a possibility that employees in the present study unfairly evaluated their PR departments

or departmental directors in Shamakhi's study were not willing to evaluate their colleagues negatively.

5.8 Conclusion

Modern PR functions are expected to win publics' loyalty and cushion the organization against future negative publicities. Building a favorable organizational image is the most important tool for gaining publics' loyalty. This research study was designed to investigate the image of Jordanian ministries and make recommendations for enhancing the image of the ministries. The study, which was guided by Schuler's (2004) Organizational Image Configuration framework, was grounded in the cognitive attribution theory. As Schuler (2004) suggested, the study was conducted using a mixed methods approach. The qualitative phase of the study was performed through semi-structured interviews and content analysis. The qualitative phase was intended to inform the quantitative phase in the sense that the findings of the qualitative phase were used to design the data collection tool used in the quantitative phase. The aim of the qualitative phase was to generate the attributes that would be required to form items for the questionnaire. The qualitative phase led to the identification of 29 attributes, which were increased to 52 in an effort to reflect all known organizational image attributes.

A total of 383 participants completed a questionnaire to measure the level of importance of the attributes and participants' satisfaction with each of the factors. The findings show that most of the participants had worked for the ministry at least a decade, which was long enough to have fair understanding of the issues concerning the ministries' image. The general average for importance and satisfaction of each of the attributes was calculated to determine high/low importance and high/low satisfaction attributes (Schuler, 2004). The attributes whose mean importance score was lower than the general average were considered as high/low satisfaction or importance attributes, whichever was appropriate. The general average for importance was 3.9495. A total of 28 attributes were high importance while the remaining 24 were low importance attributes. The general average for satisfaction level was 2.8774 for all the attributes. There were 28 high satisfaction attributes and 24 low satisfaction attributes. A principal component analysis

with varimax rotation was performed to discover the underlying structure of the 52 attributes. All factors with an Eigen value of more than 1 were extracted. In total, six factors that explained 68.39% variance in all the 52 attributes. The extracted factors were named as Systems and Quality, Human Resource Management, Management, Significance of Job and Appraisals, Strength of Communications and Physical Work Environment.

Participants considered systems and quality as the most important factor in enhancing the image of Jordanian ministries. In this light, the findings of the study underlined the importance of strengthening organizational systems and improving the quality of services offered by the ministries. The finding was consistent with public administration literature that has reported the importance of quality of government services throughout the world (Bean & Hussey, 2011; Ciborra & Navarra, 2010; Curristine et al., 2007). Governments need to realize that publics, including internal publics, place special emphasis on the quality of services provided by the ministries. Poor performance of government agencies and public dissatisfaction with government performance are responsible for underdevelopment and failure of governments. In Jordan, the findings points to the need for the government ministries to undertake internal reforms in order to strengthen systems responsible for ensuring quality and enhance flexibility. The 2011, 2012 and 2013 demonstrations witnessed in Jordan were as a result of poor performance and lack of accountability on the part of government. This study, as has been calls from the King, underscores the need to consider improving public image of the ministries by focusing on the organizational systems and quality assurance and control mechanisms. This is the reason why Jordan has been partnering with OECD to enhance efficiency in the public sector governance (Elsheikh, Cullen & Hobbs, 2008). Despite the efforts made by government to reform and modernize the public service, participants were dissatisfied with the level of modernization. Government might need to communicate modernization efforts it has undertaken to ensure that they gain public's confidence.

The findings of the study highlighted the importance of job characteristics and employee evaluation strategies. Participants considered the significance of their work as

important attribute that the ministries should consider in enhancing the image of the ministries. This observation points to the need for the PR department to ensure that employees understand the difference their contributions make to the ministries so as to motivate them to work harder (Wright & Pandey, 2011). Moreover, employees want to be more autonomous, independent, and flexible in order to realize their full potentials. The importance of evaluation systems was identified as key in developing a favorable image of the Jordanian government ministries. Poor evaluation systems are often associated with deteriorating performance levels that negatively affect the quality of services provided by the government and hence reduce public confidence in the government.

Internal communication, advertisement and publicity were considered as crucial tools in building the image of the ministries. The findings underlined the need for the PR managers in government to control the publicity that government ministries receive in order to influence the building of a favorable image. Previous literature on advertisements and publicity shows that publicity is more powerful in enhancing the image of organizations (Eisend & Kuster, 2011; Loda & Coleman, 2005). Organizational publics are aware that in advertisements, organizations are in control of the content unlike in publicity. However, PR functions are able to favorably influence publicity (Eisend & Kuster, 2011).

The PR function needs to work with the human resource department and the management to enhance the working conditions of the employees. The reform process in Jordan has identified the importance of focusing on the HRM function within government agencies. This study has contributed to the reform efforts by identifying the HRM aspects that need to be improved through reforms. In particular, issues such as employee training and development, rewards and incentives, motivation, salaries, future career plans and growth, working conditions and recruitment need special attention in the reform efforts. Important to note that participants overwhelmingly believed that the work they do does not match the remuneration they receive. This finding is consistent with ILO observations that although Jordan is committed to pay equity, serious challenges have hindered successful realization of pay equity. In addition to salaries, the issue of working

conditions for employees was found to be important in shaping the image of government institutions in Jordan.

Consistent with previous literature (Diefenbach, 2011), it was found that management attributes such as clarity of goals is an important attribute in building the image of Jordanian ministries. The findings underlined the need to ensure that organizational goals are clearly defined and aligned with the organization's mission and objectives. PR departments are required to reconcile organizational goals with the expectations of the organization's publics in order to enhance the image of the organization. Participants also considered computerization as a crucial attribute in enhancing the image of the ministries. If this finding is considered together with findings on the importance of the ministry's performance and quality of services, it will be appreciated that ministry employees want to have efficient, effective and high performing ministries. Computerization is an important tool in enhancing the efficiency of organizations and improvement in performance and quality.

The findings of this study compare well with the findings from Schuler's (2004) study. However, differences were observed in relation to some aspects such as the total number of attributes identified and the total values of the attributes. Key similarities were noted in the kind of attributes identified in the two studies. This is an indication that organizations have a particular set of attributes forming their images. This set of attributes is often common across organizations in both public and private sectors.

The study makes key contributions to the practice and theory of public relations. The study showed that Schuler's image configuration model can be used to study government PR in Middle East. Moreover, the study shows that cognitive attribution theory should be used to study and develop organizational images. PR scholars might consider investigating more ways in which cognitive attribution theory can be used to enhance theory and practice of public relations. As it was the case with previous studies (Grunig & et al., 2002), the questions of public relation and power was highlighted. The findings of the study show that in order to build a favorable image of the ministries, PR managers need power to influence other organizational departments such as the HR department. Moreover, the study underlines the importance of having a PR manager who

is part of the dominant coalition. These observations are made because most of the attributes constituting the image of the ministries are functions of other departments; and therefore the PR department will need to work with those other departments.

Generally, the study shows that the PR function in government ministries has performed poorly in building a favorable image of the ministries. This explains why the people of Jordan and the king have expressed dissatisfaction with the manner in which the public administration is carrying out its duties. Therefore, it is essential for the PR department, in collaboration with other departments, to work on enhancing the image of the ministries.

Future researchers should consider studying the image of Jordanian ministries from the perspective of departmental heads and external publics. Other areas of future research are ways of enhancing the image of the ministries from the perspective of the internal and external publics. Lastly, the number of attributes identified in the qualitative phase of this study might not have been exhaustive. Future researchers might consider conducting multiple interviews with many groups representing various grades of employees in the ministries to identify an exhaustive set of attributes that form the image of Jordanian government ministries.

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