

THE UNIVERSITY OF HULL

**A Systems Approach to Leadership
Development in the Dubai Police:
Using Soft Systems Methodology
(SSM)**

**Being a Thesis Submitted for the Degree of
Doctor of Philosophy in the University of Hull**

by

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February 2015

Dedication

I dedicate this thesis to my parents especially my late father who passed away on 08/05/2013 and always encouraged my studies. His guidance was invaluable to me in this work, which sadly, he did not live to see completed. He is sorely missed.

My deepest gratitude is also owed to my beloved mother, who has given me her boundless love and support and keeps me always in her prayers.

Acknowledgement

First of all I must thank my parents for their unconditional belief in me and for their love, help and support during my studies in UK. Without their support I would have found it much harder to carry my studies to their conclusion.

I deeply indebted to my supervisor Dr Jennifer Wilby of the Hull University for her endless support, encouragement and guidance which have been invaluable to me.

My most sincere thanks are due to the Deputy Chairman of the Police and General Security, Lieutenant-General Dhahi Kalfan Tamim, for his guidance and constant encouragement. I am also profoundly grateful to the Dubai Police for funding my work. I must also thank senior serving officers of the Dubai Police, such as Colonel Fahad Almutwa, Colonel Sheikh Mohammad Al Mula, Colonel Abdullah bin Sultan, Lieutenant Colonel Abdullah Al Khayyat, Lieutenant Colonel Abdulsamad Hussin, Lieutenant Colonel Khazrj Majed, Officer Humisan Ahmed, Officer Yeslam Almansri and consultants working with the force such as Ibrahim Alfalasi and Dr Musa Arikat for their participation in the interviews which provided so much useful research material. Sincere thanks are due to the 475 police officers who gave up their time to complete the questionnaires which contributed such valuable data for my research.

I am grateful for the support and encouragement of Mr Abdulrahim Almari, Consultant and Director of the Culture Department at the UAE Embassy in London who has said:

“In this country I am your dad, uncle and big brother so if you ever need help just ask me!”

Sincere thanks go to Lieutenant Colonel Dr Ahmad Bin Subaih, Deputy Manager of Department of Smart Services, Dubai Police, for his friendly assistance and gift of the books which were of assistance to me. I would also like to thank Lieutenant Colonel Ahamd Faraj Almuhairi the former head section of scholarship and Officer Omar Almuhairi, Academic Supervisor, Human Resources Department, Dubai Police for all the helpful information he has given me.

Last but not least, I must thank the rest of my family, my Uncles and Aunts, especially my Brothers/Cousins Thani, Juma, Yayha, Ali, Jaber and Ahmad for their unfailing help and support.

“Very Special Thanks Goes to Obaid Bin Ali Alzaffin 😊 with my prayers for his future health and well-being as he is like a son to me”!

Finally, I wish to thank those who have positively affected my life with their support, wisdom, love and care.

“It has given me great pleasure to share with you all in the conduct and results of my work!”

Abstract

The Dubai Police, striving to meet the needs of one of the most rapidly developing communities in the world, found themselves struggling to satisfy the needs of an expanding and increasingly diverse population as well as dealing with the expectations within the force from high-qualified officers who had benefited from education in the most modern universities.

Seeking to improve the service to all stakeholders, HE the Commander-in-Chief introduced the concept of Total Quality Management. The introduction and continuing application of Total Quality Management was undertaken by an over-arching general department dedicated to Total Quality together with the introduction of experts into every general department. Unfortunately, the benefits were not as universal or as consistent as had been hoped. It was thought blocks to progress arose from the rigidity of the hierarchical and militaristic style of leadership prevalent in the force. A leadership style more inclusive of officers at all level was needed, one which was also alive to the expectations of external stakeholders, the residents, visitors and executives of business interests in Dubai.

The researcher was asked to study how leadership operated in the Dubai Police, how leaders viewed progress in Total Quality Management among their peers and subordinates and how subordinates assessed their immediate superiors' performance as leaders. To this end, 31 semi-structured interviews provided data for qualitative analysis and 475 respondents completed a questionnaire for quantitative analysis. The interviews revealed great respect for the military traditions of the Dubai Police, pride in progress

made in Total Quality Management to date, an acknowledgement that this had been uneven and of the existence of pockets of resistance, results borne out of the responses to the questionnaire. Subjects were keen to improve the situation but had not embraced the latest management techniques available, tending to use reductionist methods to solve problems.

The researcher was requested to explore the benefits of holistic systems thinking to liberate consideration of problems and blocks to further progress in Total Quality Management. The Dubai Police were advised that systems thinking has advantages over older methods as it involves consideration of all aspects of a problem as a whole, including the interest of all stakeholders, leading to more satisfactory solutions of wider application. Among its advantages are the broader spectrum of investigation called for the greater involvement of subordinates so that a much more detailed (richer) picture can be obtained. The Dubai Police were therefore recommended to employ Soft Systems Methodology (SSM) as a means to achieving flexibility in leadership, deeper involvement of lower tiers of management in planning and quicker reaction to changing crime patterns. The Dubai Police should study western policing methods more deeply and invoke local universities in further research. The research indicated the Dubai Police needed to be more attuned to global development in policing attitudes and techniques.

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LIST OF ABBREVIATIONS

ISO	International Organization for Standardisation
TQM	Total Quality Management
SWOT	Strength, Weakness, Opportunity and Threat
HH	His Highness
TQ	Total Quality
UAE	United Arab Emirates
DP	Dubai Police
GCC	Gulf Cooperation Council
NMC	National Media Council.
MoE	Ministry of Economy
HR	Human Resources
HRD	Human Resources Development
MoI	Ministry of Interior
ICAO	International Civil Aviation Organization
CV	Cultivated variety
GPS	Global Positioning System
SSM	Soft Systems Methodology
SPSS	Statistical Package for Social Science.
CEML	Council for Excellence in Management and Leadership
MTD	Management Training and Development
CEO	Chief Executive Officer:
NPM	New Public Management (NPM)
SPS	Swedish Police Service

AQL	Accepted Quality Limited
NYP	North Yorkshire Police
HST	Hard Systems Thinking
CST	Critical Systems Thinking
SOSM	System of Systems Methodology
LST	Liberating Systems Theory
SAL	Systems Approach to Leadership
CSM	Cognition Systems Method
HE	His Excellency
KPIs	Key Performance Indicators
BSC	Balanced Scorecard
DPF	Dubai Police Force
NYPF	North Yorkshire Police Force
NYDP	New York City Police Department
TSI	Total Systems Intervention
VSM	Viable Systems Methodology
IP	Interactive Planning
CSH	Critical Systems Heuristics

Chapter One

Introduction

The following diagram presents the position of this chapter in the thesis.

Chapter 1	Introduction
Chapter 2	Background
Chapter 3	The Concept of Leadership
Chapter 4	Success and Failure of TQM
Chapter 5	Potential Benefits of ST
Chapter 6	Methodology
Chapter 7	DP Managers Interviews
Chapter 8	DP Staff Survey Questionnaires
Chapter 9	Discussion
Chapter 10	Conclusion, Implications and Recommendations

1. Introduction

1.1 Background to the Research

His Highness Sheikh Mohammed bin Rashid al Maktoum, the President of the Dubai Police and of Public Security and his deputy, Vice-President General Dahai Kalafan ben Tamim, have during the relatively short period of its existence, directed the dramatic growth of the Dubai Police Force, encouraging the use of modern management techniques. Their noble intentions have led to numerous successes in raising the already high standards in the quality of the service. However, the pace of change and the increased complexity of operations have presented the departmental heads with many challenges in endeavouring to maintain quality whilst fulfilling their primary day-to-day responsibilities. (Dubai Police, 2009).

In spite of winning international recognition, and meeting ISO 8402, 1994. The Vice-President of the DP felt that more could be done to improve the service. The quality of performance and service was not consistent throughout the force and, because of its rapid

growth, needs had been met on an ad hoc basis, leading to overlapping jurisdictions and duplication of services.

Early attempts at consolidation and centralization of services to improve efficiency and the quality of service offered to stakeholders, in particular to the general public, met with limited success because of a tendency of leaders and managers to rely too heavily on traditional methods and to confuse expediency with efficiency. Needs were met but HH the Vice-President of the DP felt that the force, while attracting favourable comment worldwide, was not taking advantage of the latest techniques of performance enhancement.

1.2 Statement of the Problem

H.H. the Vice-President of the DP expressed an interest in results obtained in other forces by the use of total quality management (TQM). A systemic approach using TQM is a departure from traditional management styles in that its concepts include recognising the complexity of the intervention being undertaken in the organisation, and in practice passing responsibility for action further down the chain of command, encouraging greater autonomy of departments and sections while, at the same time, demanding greater co-operation with other parts of the organization, treating colleagues as internal customers or stakeholders. All employees are expected to demonstrate greater motivation and creativity (Flood, 1995). Above all, leaders and managers are expected not simply to ensure their departments operate efficiently by autocratic means but to encourage all employees to work in an atmosphere of co-operation, seeing themselves not just as members of one department but as contributing to the efficacy and enhanced reputation of the force as a whole.

One of the major issues in Dubai is that the police force has strong militaristic traditions and a command structure similar to that of an army but, having studied and observed total

quality management in action in other forces across the world, HH the Vice-President introduced the concept to the Dubai Police. Through the nineties, the force struggled with its implementation until in 1998, the General Department of Total Quality was established, followed by the introduction of total quality subsections in all general departments. Although great improvements in quality were achieved, results were still not entirely satisfactory. There was resistance from the middle and lower tiers of management, some clinging doggedly to what they considered to be tried and tested operational procedures and performance indicators and the ethos of striving for total quality on a day-to-day basis did not penetrate to staff in general.

Like most performance enhancement theories, TQM is most readily applied to commercial or industrial organizations where many enthusiasts believe in the use of quantitative performance indicators. The use of indicators such as 6SIGMA and SWOT and, more recently, the Balanced Scorecard, with the intention of achieving the standards set by ISO (the International Organization for Standardisation) while enabling management to quantify performance and identify weaknesses, can tend to reinforce the idea that the pursuit of total quality is chiefly the business of the Total Quality Department and the quality subsections and that achieving it is a matter of conforming to standards and instructions imposed from above with a resulting limitation of results. A common misconception is that an adequate level of quality can be achieved in this way (Flood, 1995).

“Management’s role in TQM is crucial. Top management’s commitment is stressed in the literature, but all too often this is read as follows. Management must show commitment at the start, show others that they are committed by doing it and pass on quality so that it spills down the organisation. Soon management is liberated of their burden. Quality is passed down and management feel they have done their bit...This

is not so. In reality TQM means a long term, deep involvement of management in partnership with the workforce.” (Flood, 1995).

This attitude has been recognised by HH the Vice-President of the DP from the beginning and he constantly stresses the unending nature of the efforts which must be made towards improvements in total quality.

1.3 Reasons for the Current Research

Recently, it has been realized that obstacles to such improvement may lie in the widely differing styles and efficiency of leadership found at all levels within the Dubai Police and that this should be investigated, together with the potential value of a more systemic and holistic approach to the consideration of problems highlighted by the investigation.

In 2009, the researcher was asked by HH the Vice-President of the DP to undertake a study of leadership issues in the force, the research to consider the following three themes:

- 1) Leadership
- 2) Total Quality
- 3) Systems Thinking

He expressed particular interest in the possible application of systems thinking techniques to the problems the DP were experiencing in maintaining consistent levels of quality.

1.3.1 Soft Systems Methodology

One of the difficulties inherent in pursuing the idea of total quality in an organisation such as the DP was its organisation as a militaristic, autocratic body in a culture where there is a strong tradition of personal loyalty to a superior, often leading to a vertical chain of

command and exchange of information and a spirit of competition, rather than co-operation, between sections of the DP.

SSM is a method of holistic systems thinking that requires investigation of a problem from many aspects, recognising as stakeholders all those affected by the problem and considering all activities relevant to the problem and the environment in which it exists, thus building up a “rich picture” of the situation, weighing the potential of ideal and viable solutions to achieve a solution satisfactory to all parties.

The prevailing tendency to autocratic attitudes within the force has been recognised by HH the Vice-President of the DP as efforts to achieve improvements to quality of service by TQM tapered off and he was eager to explore the potential of holistic systems thinking to re-invigorate the quest for quality. He constantly stresses the unending nature of the efforts which must be made towards improvement in total quality.

As well as a comprehensive review of the relevant literature, the researcher sought to identify the strengths and weaknesses within the force by, firstly, the gathering of information from a wide selection of subordinate officers by statistical means and, secondly, by a series of in-depth interviews with leaders and consultants, as described in the subsequent chapter on methodology.

These investigations within the force were intended to bring to light:

- 1) Any areas of weakness
- 2) The attitudes of subordinate officers towards the leadership skills and attitudes of their superiors
- 3) What leaders and managers considered to be the leadership style within the force with their comments
- 4) What action the said leaders and managers suggested to improve total quality

- 5) Suggested new approaches to problem solving.

1.4 Research Questions and Objectives

The following table lists the research questions and linked objectives in this thesis.

Research Questions	Linked Research Objectives
Q1) How are leadership roles conceptualised by actors in the Dubai Police?	Objective 1: Ascertain if there are variations in the emphasis on or practice of leadership in the various sections of the Dubai Police.
Q2) Are there barriers and constraints existing that prevent departmental managers embracing and implementing Total Quality (TQ) and Systems Thinking (ST)?	<p>Objectives 2a: Establish if there are other social, political tensions existing that form a barrier to greater corporation and embracing of new ideas.</p> <p>Objectives 2b: Are there motivational blocks to the adoption of total quality?</p> <p>Objectives 2c: What attributes contribute to leadership delivering further positive effects for their departments and the organisation of the DPF as a whole?</p> <p>Objectives 2d: Identify essential elements of workable unity such as involvement, participation and diversity in Dubai Police.</p>
Q3) How can creative approaches such as An holistic systems thinking lead to effective leadership and higher TQ?	Objective 3. Identify the desirability and feasibility of flexible implementation of holistic methodologies such as SSM and related techniques.

Questions are presented in logical order necessary to conduct investigation. Question one provides us with background on 'the lay of the land'. Question two seeks to establish what practical and motivational factors are blocking progress towards the adoption of Total Quality and Systems Practice in the Dubai Police. Finally we investigate more thoroughly which systems methodologies will most effectively stimulate the development of effective leaders, capable of developing Total Quality in the Dubai Police.

1.5 Research Aims

- 1.** To explore the key elements/characteristics of successful leadership.
- 2.** To extend the base of knowledge of TQ and Soft systems Methodology (SSM) pertinent within the organization. This will be accomplished through research and professional practice in the field of systems thinking, particularly within the area of a systems approach to developing leadership in service systems in the DP.
- 3.** To investigate current practices and techniques for implementing TQ and a systems approach using SSM within the DP and establish whether a creative systems approach would facilitate further benefits
- 4.** To extend the base of knowledge of TQ pertinent within the organisation. This will be accomplished through research and professional practice in the field of systems thinking, particularly within the area of a systems approach to developing leadership in service systems in the DP.

1.6 Structure of the Research

The study is organised and presented in eight chapters (See Figures 1.1) as follows

Figure 1.1: Structure of the Research

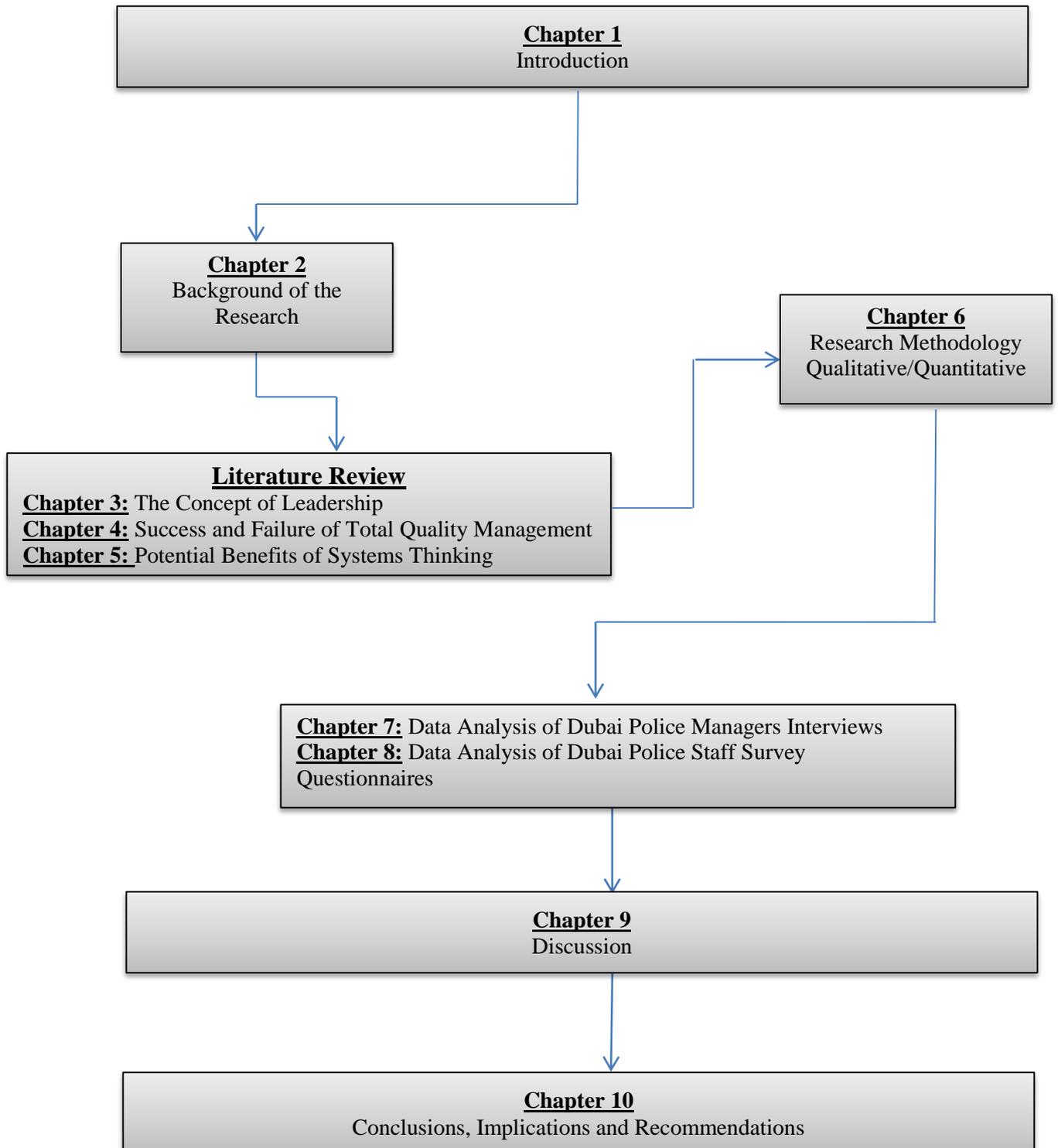


Figure 1.1: Structure of the Research

1.7 Explanation of Each Chapter

Chapter One: A short history of the development of total quality in the Dubai Police and the problems arising therefrom is set out, together with a brief description of the setting up of the research and the way in which it was conducted.

Chapter Two: Background. The history of modern Dubai and observations on its development and problems is presented including details of the organization of the modern Dubai Police Force.

Chapter Three, Four and Five: The literature review consists of three chapters containing a comprehensive review of writing on leadership issues, total quality management and systems thinking.

Chapter Six: The research methodology and methods used to obtain the research material are discussed in this chapter, as well as the advantages and disadvantages of quantitative and qualitative analysis of the material.

Chapter Seven: An analysis of the findings derived from the Dubai Police managers and consultants is presented, assessing the importance of the emergent themes and quotations from the interviews.

Chapter Eight: Data analysis is presented for the Dubai Police staff survey questionnaires, with the results shown in charts and statistical tables, together with comments thereon.

Chapter Nine: Discussion of how the results of the analyses may be used in order to achieve the research objectives, including an assessment of the effect of limitations upon the research.

Chapter Ten: An overall summary of the research findings, an explanation of how they illustrate the current situation and suggestions as to how the information gained can be employed to initiate a different approach to the question of improved total quality within the force.

Note: References and appendices appear at the end of the thesis.

1.8 Summary.

This chapter briefly describes the efforts made by the Dubai Police to evolve from a traditional body into a modern force, recognised for its excellence globally. Still dissatisfied with the level of excellence the force has achieved, the Dubai Police seek, through this research, to determine how far their style of leadership has evolved, to encourage the better use of existing management tools and performance indicators and to discover new ways of dealing with problems to ensure that the impetus towards improvement in total quality management is vigorously maintained.

Chapter Two

Background

The following diagram presents the position of this chapter in the thesis.

Chapter 1	Introduction
Chapter 2	Background
Chapter 3	The Concept of Leadership
Chapter 4	Success and Failure of TQM
Chapter 5	Potential Benefits of ST
Chapter 6	Methodology
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Chapter 9	Discussion
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2.1 History, Location, Area and Population

The United Arab Emirates (UAE) is located on the eastern side of the Arabian Peninsula. It was formerly known as the Trucial States or Trucial Coast. From 1820 onwards, Britain established its presence in the region with the signing of several agreements including a maritime treaty, which gave the area its name. (Sheikh Mohammed, 2009; NMC, 2009; Al-Ali, 2008). Britain announced in 1968 that it would end its treaty relationships with the seven emirates (Sheikh Mohammed, 2009; NMC, 2009; Al-Ali, 2008) and on 2nd December 1971, six of the eventual seven sheikhdoms then formed the United Arab Emirates. The seventh sheikhdom, Ras Al Al-Khaimah, joined the United Arab Emirates (UAE) in 1972. The seven emirates are Abu Dhabi, Dubai, Sharjah, Ajman, Umm Al-Qaiwain, Ras Al-Khaimah and Fujairah. In 1981, the UAE helped found the Gulf Cooperation Council (GCC) Countries, together with five other Gulf countries: Saudi Arabia, Kuwait, Oman, Qatar and Bahrain. (Sheikh Mohammed, 2009; NMC, 2009; Al-Ali, 2008). The UAE share borders with the Arabian Gulf to the north, Saudi Arabia to the south and west, and the Sultanate of Oman to the east. It has a coastline on both the

Gulf of Oman and the Arabian Gulf and lies south of the strategically important Strait of Hormuz. This strategic location has given the UAE real economic advantages, being on the trade routes between Asian and European (EU) countries; this has enhanced the popularity of the country, and gives it an advantage over most other similar countries (Sheikh Mohammed, 2009; NMC, 2009; MoE, 2007; Abdulla, 2004).

The land occupied by the United Arab Emirates consists mostly of sand dunes and salt flats interspersed with an occasional traditional desert oasis in the south and west of the country. It can be divided into three major areas: coastal, desert and mountain. Figure 1 shows a map of the UAE.



Figure 2.1: Map of the UAE. (Source: <http://dubai-travel.ru/>)

The total area of the UAE is around 83,600 square kilometres (32,278 square miles). The emirate of Abu Dhabi is both the principal and the largest of the seven emirates, occupying approximately 86.7% of the total land of the Emirates. Dubai is the second largest covering almost 5 % of the total area. Overall, the UAE is considered the third largest country of the Gulf Cooperation Council (GCC) countries after Saudi Arabia and the Sultanate of Oman (Sheikh Mohammed, 2009; MoE, 2007).

As it is shown in Table (2.1), the population of the UAE in 2005 was approximately 4.1 million (MoE, 2007). The population consists of around 20 per cent native Emiratis

whilst a large proportion around (80 per cent) of the people living in the UAE are workers from other parts of the world including other Arabs, south-eastern and southern Asians, Europeans and Americans (Al-Ali, 2008; Suliman, 2006) (see Table 2.2). The high percentage of expatriates in the UAE is due to the country's open economic policies, fast growing economy and the development rate following the discovery of oil (Suliman, 2006).

Table 2.1: Population Results by Emirate (2013)

Emirates	Population	% of Total Population of UAE
Abu Dhabi	1,548,655	31.2%
Dubai	1,770,533	35.6%
Sharjah	895,252	18.0%
Ajman	372,923	7.5%
Umm Al-Qaiwain	69,936	1.4%
Ras Al-Khaimah	171,903	3.4%
Fujairah	137,940	2.9%
Grand Total	4,967,142	100%

Source: (http://en.wikipedia.org/wiki/United_Arab_Emirates)

2.2 Cultural Characteristics

The UAE is an Arab and Muslim country. The official language is Arabic, but English is widely understood and used for communication across the country. Social life in the UAE is considerably affected by the values and culture of Islam, UAE nationals seeing their religion as an integral part of daily life, deriving their values and ideas mostly from the teachings of Islam, local culture, traditions and customs.

Within the UAE family law matters, such as marriage, divorce, inheritance, etc. are decided according to Sharia law. Civil law, relating to other matters, is based on the French and Egyptian legal systems. Criminal cases, especially those involving non-Muslims, involve similar penalties as in many other countries, such as imprisonment or financial penalties.

The government actively discourages extremist tendencies and ideologies and, in particular, violent extremism.

Suliman (2006, p.64) summarises the value orientation of the United Arab Emirates (UAE) as shown in Table

Aspects	Characteristics
General ethical orientation	Personalistic and particularistic
Authority	Highly respected
Interpersonal relationships	Group oriented
Status and prestige	Very high concern
Social structure	Very degree of vertical (kinship) and lateral (class) stratification

Source: Suliman (2006:64)

Suliman (2006, p.64) indicates that five layers of culture affect work values in the United Arab Emirates (UAE).

Those layers are

- (1) **Regional:** this is the factor that most influences the work values and includes religion, language and history;
- (2) **National:** this is usually shaped by the regional layer, which in turn reflects on human resources, policies and practices;
- (3) **Generation;**
- (4) **Social class;**
- (5) **Gender and organisational culture.**

Suliman (2006) concluded that the regional and national layers are those that have the greatest influence on work values in the UAE. This is parallel with the findings of Simadi (2006) who undertook a study of values among young adult Emiratis and found that religious and cognitive values were prioritized.

2.2.1 Power Distance

During the 19th and early 20th centuries, the prosperity of Dubai depended on its status as a trading centre and the power of the sheikh was limited by the influence of advisory councils of merchants, known as majlis. With the decline in the importance of local trade, the sheikhs of Dubai reclaimed full authority, creating a patriarchal hierarchy where all segments of society were vertically linked to the ruler personally.

While the sheikh has active intercourse with his subordinates through modern majlis or by more informal means and the ordinary citizen has the right to bring his problems to the sheikh's attention and similar arrangements exist in the various tribes in Dubai, it is always clear where the real power lies and this has affected the way in which many organizations work. This unequal distribution of power is tolerated in a tribal society where the holder of the power maintains a paternalistic relationship with his however, they operate.

2.2.2 Wasta

In the Arab world little business is gained by cold calling techniques used in the West. Prospective clients prefer to get to know the people and the organization they will be dealing with and establish a rapport, but, once a relationship has been established, the seeker after new business may well find his organization has access to a useful network of contacts and, if lucky, to the beneficial effects of wasta.

Some writers such as Sawalha (2002) give a negative connotation to wasta, equating it to nepotism, cronyism and corruption, although an UAE businessman would vehemently refute any imputation of corruption. There are, of course, many parallels in other cultures, differing in degree, e.g. the English "old boy" network, the Spanish "enchufado", etc. Arab society is paternalistic and hierarchical and lesser members of a tribal group look to their leaders whose influence can give benefits or solve problems, while powerful

members of such groups look to their peers for favours on a reciprocal basis, it being generally accepted that effective business deals are best concluded with like-minded people you trust.

Similarly, in a work environment the effect of *wasta* is to ensure loyalty from one's subordinates, possibly in exchange for career benefits. This may mean that the brightest talents do not necessarily rise on their merit alone, but it can build a strong bond between leaders and the led in any business or organization.

2.3 Emiratization

These days, countries and companies in rapidly growing economies like the UAE have started investing more in training, improving and developing the skills of their own national workers because they consider nationals to be an important asset for the development and improvement of their economies. However, the shortage of a local work force in the UAE has led the country to depend heavily on multicultural foreign workers including Indian and Pakistanis. Al-Ali (2008) argues that the pace of growth continues, but not enough UAE nationals are employed in their own country.

To counter this effect, in the early 1990s, the UAE Council of Ministers developed a new programme called 'emiratization' to apply in both the public and private sectors (Al-Ali, 2008; Suliman, 2006). Emiratization seeks to overcome structural barriers to Emirati employment in organisations, and to address social issues arising from citizens' entry into the labour market (Al-Ali, 2008). According to Shouly (1995), the government has launched the policy of emiratization in order to give a larger numbers of nationals the confidence to go into the workforce and play very important roles.

The effect of emiratization has been more obvious in the public sector than the private. Some of the private sector enterprises are not reactive to the issue of emiratization. However, the government has enacted laws to deal with this issue. A study conducted by

Al-Ali (2008) in the fields of private sector banking and insurance in the UAE has found the barriers to emiratization included low standards of education and skills among potential employees, inadequate English and a lack of trust in the work-readiness of UAE nationals among employers. Al-Ali (2008) points out that the national workers consider that the private sector offers few career opportunities and low salary levels in comparison to the public sector. In order to achieve the visions and strategies of the UAE, the private sector needs to encourage the progress of emiratization in their organisations in order to become a key partner in the improvement and development of Human Resources (HR) in the State.

However, the supply of foreign workers cannot be easily reduced, so the next best option is to try to improve the quality of national workers and make them more competitive in the job market. According to the UAE Federal Government Strategy in April 2007, companies have to establish committees and teams to study, develop and implement a series of actions designed to support the emiratization plan and to meet the aim and objective of having a qualified UAE workforce employed at a variety of levels in most sectors. HH Sheikh Mohammed bin Rashid Al Maktoum, UAE Vice President and Prime Minister and Ruler of Dubai said in his speech in 2007, when he unveiled the UAE Federal Government Strategy, that one of its key issues would be to concentrate on achieving “sustainable and balanced development, improvement and a high quality of life for all United Arab Emirates (UAE) nationals” (MoE, 2007).

This effort puts pressure on the UAE system to train larger numbers of its nationals to be ready, willing, and able to enter the job market. Suliman (2006) states that some UAE organisations have started researching and studying human resources development (HRD) in different fields, such as employment, labour relations, market research and employee development.

The Ministry of Labour and Social Affairs and the National Human Resources Development (HRD) and Employment Authority (Tanmia) play a very important role in preparing locals for employment, training and development opportunities in both the private and public sectors (Al-Ali, 2008; Suliman, 2006). The following are examples of Tanmia activities and services, according to Suliman (2006, p.72):

- Advice and guidance on employment opportunities and career plans.
- Skills development in basic job qualifications, job applications, CV's and interview techniques.
- Exploring alternatives such as further education or training for specific qualifications.
- Creating awareness: empowering United Arab Emirates (UAE) nationals with the tools and information to make educated choices and positive changes in life, starting with the right job, and creating awareness of opportunity through various sources, such as personal interviews, employment workshops, careers-library orientation programmes, occupational seminars, work shadowing and summer work experience.

2.4 Dubai Police (DP)

The Dubai Police (DP) was established in 1956 in Naif station (the first police station in Dubai city) coming under the direction of the Vice President and Prime Minister of the UAE, who is in turn the ruler of Dubai. Initially, the DP was a modest structure with a small number of employees. They were responsible for simple policing tasks, such as guarding the market and helping the authorities in enforcing local laws (Dubai Police, 2009).

The DP is subject to the Government of Dubai, but is also an integral part of the UAE Ministry of the Interior. The latter is responsible for the general headquarters in each of the seven emirates. However, each emirate manages its own police force and supervises its own police stations. Police stations take complaints from the public, make arrests and forward cases to the public prosecutor, who transfers cases to the courts (MoI, 2009).

The DP aims at excellence in the performance of its role of maintaining security and stability, and gaining the trust of the community. According to Abdulla (2004), these aspects support prosperity and economic growth in any country. Consequently, it is believed that administrative excellence is a key part of security in that it maintains stability and serves social welfare in the country. H.H Sheikh Mohammed bin Rashid Al Maktoum, UAE Vice President and Prime Minister, and Ruler of Dubai, sets out the general policy of Dubai Police strategy, as follows:

“The graces and blessings of God are countless; we may name a number of these blessings under one title, that is, SECURITY. We, as human beings think that each job we perform may bring a certain type of security, such as, personal, emotional, social, economic, or political security. Without security, life becomes unbearable, and looking forward, development, quality, excellence, and success are hopeless and worthless. With the grace of God, the efficiency of our policies, the loyalty of our leaders, UAE is one of the safest countries in the world, and Dubai is the most secure city in the world. Our strategic planning aims for safety, security and justice to go hand in hand with our economic and social growth paths, in that the requirement of stabilized safety and security and justice are to be available for country and individuals alike” (Dubai police, 2009).

The major tasks for the DP are as follows: dealing with traffic safety (for example, traffic control); dealing with daily crime (for example, quarrels and swearing); providing police

services (for example, E-services, educational programmes); dealing with crimes of a dangerous nature (for example, murder, and armed robbery); providing security (for people and organisations); dealing with organised crime (that is, money laundering, internationally wanted criminals); employing scientific evidence (for example, fingerprints and DNA); and crime prevention methods (for example, guidance, directives, follow-up, statistical projections and periodicals) (Dubai police, 2009).

Organisational Structural Dubai Police

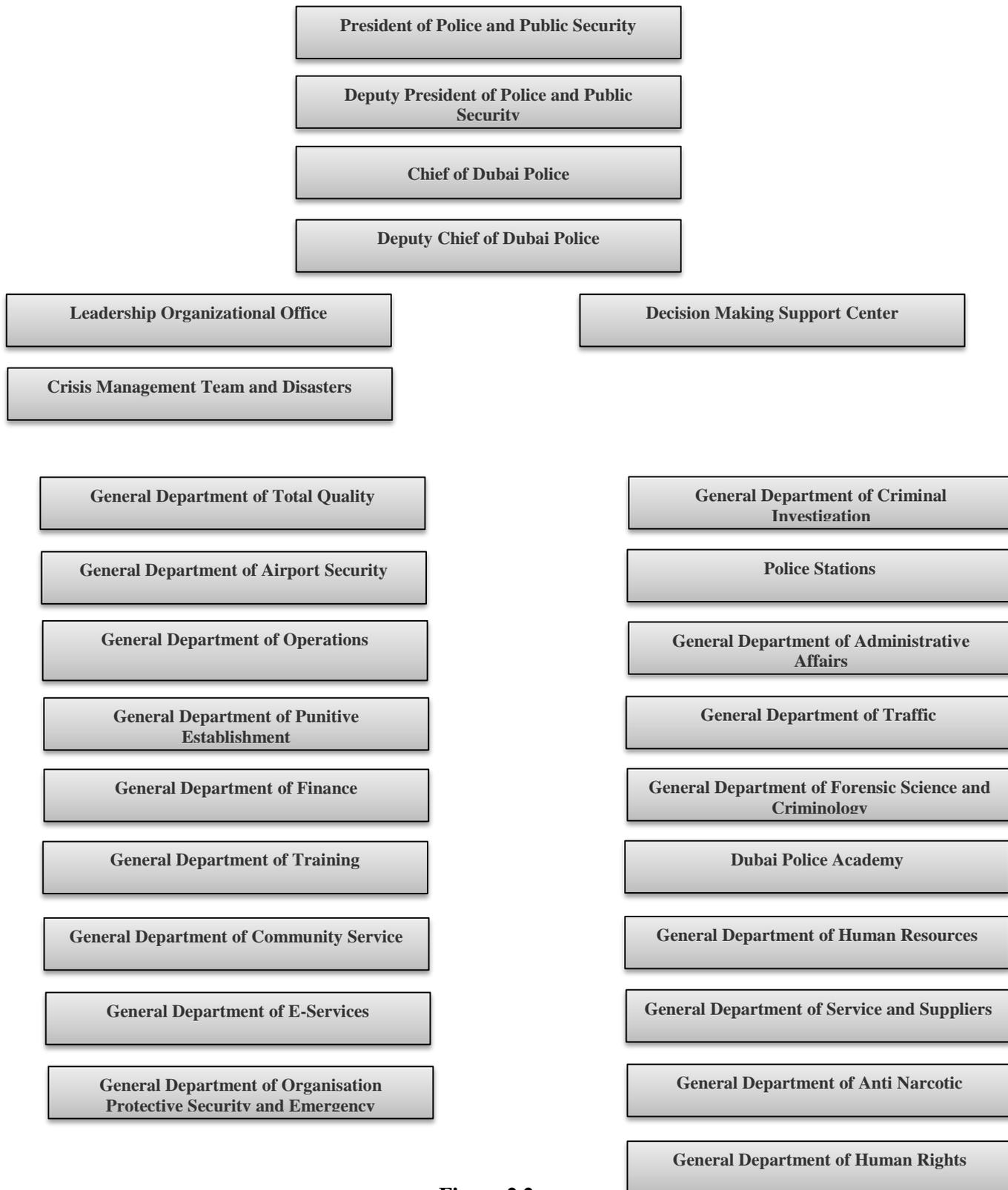


Figure 2.2

Source: Dubai Police (2010)

2.5 Brief Description of Each Department and Police Station

General Department of Total Quality:

On 15/12/1998 HH the Vice-President of the DP created the Total Quality Control department to coordinate improvements in managerial practice throughout the force. On 07/02/1999 the HH the Vice-President of the DP established quality assurance sub-departments in every general department of the DP including the DP stations which would be managed by the General Department of Total Quality. The creation of such a management structure was new to the UAE and also unique within the greater Gulf Community Countries and in Arab countries worldwide. A characteristic of quality management systems is that it allows personnel to put forward suggestions for increased productivity or quality and for such suggestions to be given serious consideration. A common complaint received by the Department of Total Quality is that suggestions are not acted on. Frequently, minor changes suggested and resisted have proven to yield substantive benefits when they have eventually been put into practice. (Dubai Police, 2010).

With regard to these perceived challenges, this thesis will undertake a fresh examination of approaches to TQ modeled on a systems approach which will serve as a better instrument for delivering good leadership and facilitating TQ. In particular, it is hoped a more creative approach will bring further enhancements in the development of TQM. (Dubai Police, 2010). As will be seen, the DP will be advised to adopt systems thinking and, in particular, SSM, as the best way to address their problems especially that of ensuring the acceptance of TQM at all levels throughout the force.

General Department of Organisation Protective Security and Emergency:

1. General Department of Authorities and Installations Security

Founded in 1984, this department is responsible for the security of public and non-residential buildings, including those of international companies, foreign consultates and embassies and security for state visitors. (Dubai Police, 2010)

2. General Department of Emergencies

Founded in 1968, the main tasks of the department are

- a) Training officers to deal with emergencies and the control of civil unrest.
- b) Providing the local police stations with specially trained officers to guard organizations and installations as need arises.

However, with the rapid and substantial development of Dubai, the Police General Headquarters decided that training of recruits, formerly the responsibility of this department, could be better carried out by the Police Academy opened in 1987.

The department was later, in 1999, divided and set up in its present form, with on-going security needs and concerns being handled by the department mentioned above. The high degree of security provided has contributed in no small measure to the popularity of Dubai and the department is justly proud of the way in which it shoulders responsibility for providing the community with its essential services. (Dubai Police, 2010)

General Department of Criminal Investigation

This department has a core role, liaising with other departments in criminal investigation, utilizing the latest technological advances in its field while keeping abreast of changing social, economic, political and legal matters at home and abroad.

The Department's Mission Statement

1. To utilize all available means to prevent crimes
2. To detain criminals and provide evidence leading to conviction within the regulations and legislation in force in the country.
3. To maintain security and stability in the community and sustain its current regulations and legislation. (Dubai Police, 2010)

Tasks of the Department

These comprise controlling crime in all forms, following the ways it develops and utilizing all means to prevent it. The department deals with

1. Minor crimes (quarrels, cursing, defamation, etc.)
2. Crimes of a dangerous nature (murder, rape, armed robbery, kidnapping, etc.)
3. Organized crime (drugs trafficking, money laundering, internationally wanted criminals, etc.)
4. Provision of social services, such as lost and found, certificates of good conduct, licences of all kinds, etc.
5. The use of forensic and scientific evidence.
6. The use of identity recognition methods, (fingerprints, DNA, criminal records, etc.

And is also active in crime prevention methods (guidance, orientation, follow-up, statistical projections, periodicals, etc.) (Dubai Police, 2010)

General Department of Legal and Disciplinary Inspection

At the beginning of 2009, the former Human Rights Department of the Dubai Police was abolished and by the orders of the HH the Vice-President of Dubai Police, His Excellency General Dhahi Khalfan Tamim, a new department was set up under the above name.

This new department included six sub-departments, namely:

- The Court of Appeals
- Legal Affairs
- Disciplinary Affairs
- Control of Human Trafficking
- Administration Affairs
- Quality Assurance.

Note: The department has recently reverted to the title of Human Rights but will be referred to in this thesis under the above name.

Under the direction of Brigadier Dr. Mohammad Abdullah Al-Murr, the department has fulfilled expectations, and, in spite of the short time it has been in existence, has made commendable progress, through the combined efforts of its sub-departments, to the achievement of outstanding performance in the tasks it faces. (Dubai Police, 2010)

The department works in extremely sensitive areas, with particular regard to issues of privacy, and must be aware of and treat with understanding all interests involved. It is particularly involved in work such as human affairs, settling grievances, corruption in work environments and all the problems and risks that can destabilize the security of society and undermine its values, morals and sense of justice. (Dubai Police, 2010)

Since the 19th century, the international community has recognized the seriousness of human trafficking, so the Control Centre for Human Trafficking has tirelessly striven to combat this crime, the most serious and dangerous violation of human rights. It works in partnership with all concerned human rights organizations, doing all in its power to confront and combat this crime and reduce its effects.

The department also closely monitors the temporary employment situation in Dubai, ensuring compliance with employment law and safeguarding workers' lawful rights.

General Department of Finance:

This department had its origins in an accounting office set up at the Naif Police Station in 1961. When the Dubai Police General Headquarters moved, the accounting office moved as well and was incorporated into the Department of Financial Affairs created in 1988. (Dubai Police, 2010)

There are now six internal departments and sixteen sub-sections which provide wide-ranging and complex financial services, characterized by their efficiency, flexibility, speed and accuracy, dealing with budgets, paying salaries and suppliers' accounts, collecting monies due to and handling the banking requirements of the Dubai Police, as well as preparing quarterly financial reports and the final accounts at the end of each financial year.

General Department of Forensic Sciences and Criminology:

Originating in 1981 as part of the Criminal Investigation Department, Forensic Sciences became a separate department in 2000 due to the increasing complexity of its work. As well as assisting investigation, the department is engaged in training and research.

(Dubai Police, 2010).

General Department of Airport Security:

Dubai has one of the finest and fastest growing airports in the world. The Department of Airport Security bears a great responsibility for the safety of the passengers and staff but also for the airport installations and the aircraft belonging to many international airlines, which use it. Nowadays, because of the threat of terrorism, security is of the essence. The Department, strives to employ the most advanced methods of ensuring a very high standard of security. Highly trained staff improve their skills by attending advanced security courses in accordance with the specifications and standards recommended by the International Civil Aviation Organization (ICAO). (Dubai Police, 2010)

The department also encourages travellers to be aware of matters affecting their own security and to observe all procedures designed for their protection when using the airport.. The ultimate aim of the Department is to ensure that all users of the airport do so in complete safety and that passengers experience enjoyable and safe flights, God willing. (Dubai Police, 2010)

General Department of Human Resources:

Established in 1997, the Department of Human Resources deals with recruitment, basic training and the search for including more highly qualified personnel. It also analyses data and statistics, both on a day-to-day basis and for use in the future planning of strategies to improve the efficiency of the force.

An important part of the work of the Department is the promotion of job satisfaction among its employees (Dubai Police, 2009), as it has been realised that satisfied employees have satisfied customers. The Dubai Police are viewed as an integral part of development plans within the UAE through their commitment to the concept of human resource development. (Dubai Police, 2010)

General Department of Administrative Affairs:

The role of this department is to liaise with all departments and sections within the DP as well as forming one of the main channels of communication between the force and Federal Ministries, the Government of Dubai and national and foreign interests based there.

On a practical level, the department provides legal services, statistics, data collection and analysis, from which it prepares the annual report for the DP. (Dubai Police, 2010).

General Department of Community Services:

As early as 1974, the DP realized the need for a Public Relations Department. After many changes and affiliations, public relations formed part of the General Department of Moral Guidance, later renamed General Department of Community Services. While sustaining moral and traditional values in the community, the department uses all modern media available to convey its message and seek the views of stakeholders, especially the general public. Outreach activities include encouraging sport and community activities. It also runs a kindergarten. (Dubai Police, 2010)

General Anti-Narcotics Department:

Unfortunately, in this modern world, every country has to maintain an active programme against the importation and use of drugs, and to this Dubai is no exception. The recent prosperity of Dubai has led to an influx of foreign workers, a constant flow of foreign nationals passing through or coming to reside in the country, both of which, linked to Dubai's geographical position close to centres of drug production, has led to the development of drug crime from a relatively minor concern to one of the utmost importance.

Aware of drug problems from 1969, this section has grown over the years, becoming a General Department in its own right in 2008. With its high immigrant and transient

population and proximity to centres of drug production, Dubai sees drug use and drug-related crime as serious issues and the DP takes a hard line against Drug use, drug-trafficking and drug-related crime. (Dubai Police, 2010)

General Department of Services and Supplies:

First founded in 1970, the Department was meant to function as a prime services facility, affiliated to the Police Clinic and various supply sections, catering for the needs of Police personnel, in particular those of the Police Clinic, maintaining and improving the quality of services it offers to all sections of the Dubai Police. (Dubai Police 2010)

General Department of Operations:

This is the nerve centre of the Dubai Police, the prime point of reference for all reports and inquiries directed to them. A busy 24-hour call centre controls all police patrols, mobile or on foot, as well as co-ordinating air and sea rescue service in Dubai and the Northern Emirates.

The Department also co-ordinates response to emergencies of all kinds and ensures the security of important commercial and public sites by an advanced early warning system.

(Dubai Police, 2010)

General Department of E-Services:

This is one of the most recently established Departments of the Dubai Police, designed to enable Dubai to take advantage of technological advances worldwide. This followed the initiative taken by His H.H. Sheikh Mohammed Bin Rashid Al Maktoum, Vice-president and Prime Minister of the UAE and Ruler of Dubai, to transform the government of Dubai by the use of electronic communication and technology to the fullest extent possible. The establishment of this giant system had become inevitable in the process of creating an e-government, on the one hand, and providing technical and

technological support to the Dubai Police on the other and, in 2001, His Excellency Lieutenant General Dhahi Khalfan, Vice-President of the Dubai Police, issued orders setting up this department.

This Department supervises the design, selection, up-dating and security of all IT systems used by the DP, as well as training personal in their use and supervises the DP Portal (Intranet) and the DP website. (Dubai Police, 2010)

General Department of Traffic:

The excellent highways in Dubai are crowded and the Traffic Department has the task of maintaining an efficient and courteous service while tackling car crime, accidents and traffic jams, as well as ensuring the compliance of drivers and vehicles with current legislation. They are perhaps the department most visible to the public, who expect high standards of traffic management. (Dubai Police, 2010)

General Department of Punitive and Correctional Establishments

Prisons created within traditional fortress sites soon proved inadequate for the needs of modern Dubai and, in 1973, work was started on the Dubai Central Prison, built to modern standards of security and accommodation. However, the development of Dubai meant that more new prisons were needed and are now being created to meet the highest modern theories of punishment. (Dubai Police, 2010)

Dubai Police Academy:

Founded in 1987 to offer training to officers on the job, the Academy quickly raised the level of professional training. The first students in Law and Police Sciences graduated in 1991. Degree courses in these and related subjects were approved by other Middle

Eastern countries and today the Academy offers a wide curriculum of courses in many aspects of police work to the highest professional standards. (Dubai Police, 2010)

General Department of Training

Established in 2011, this department offers courses in management, administrative affairs and quality assurance. (Dubai Police, 2012)

Decision Making Support Centre

Originally known as the Research and Studies Centre, this general department comprises six sub-departments, covering areas such as justice and security, early warning, community development, database and information systems, statistics and administrative and community relations, producing some 1062 publications on these subjects which have proved of interest, not only in Dubai, the UAE and the other Gulf States but to academic institutions worldwide (Dubai Police, 2010).

Police Stations:

There are ten police stations, providing a first point of contact for the public and rapid response in their local areas. Duties vary to some degree depending on where the stations are suited.

2.6 Dubai Police Today

The DP has kept up its steady growth since its inception in terms of manpower, logistics, resources and organisational framework under successive governments in the country. It has been undergoing structural reform and in recruitment and training changes to adapt to rapidly changing social needs (Dubai police, 2009; Abdulla, 2004) and is one of the largest organisations in Dubai in terms of the number of people employed and the volume of services provided to the public (Abdulla, 2004). The DP currently employs more than 25,000 personnel of high educational standard (Dubai police, 2009). It is renowned for its professional competence and for the high levels of customer satisfaction consistently achieves. It is also one of the fastest-growing workforces among Arab police forces (Government of Dubai, 2009).

Today, the DP strives to be the most progressive of all Arabic police forces (Government of Dubai, 2009) and is proud to say that it is the first Arabic police force to apply DNA testing in criminal investigations, the first to use global positioning system (GPS) systems to locate stolen vehicles, the first to use electronic finger printing, and the first Arabic department to be cognisant with and to implement the paperless department concept (Government of Dubai, 2009; Dubai Police, 2009; Abdulla, 2004). Another first was achieved with the adoption of the community policing programme; it was also the first police force to establish a Human Rights (HR) Department. The DP has also stayed one step ahead in the Arab world by being the first to apply electronic services (Dubai police, 2009), and, in 2001, the DP was the first force to include their web site and email address on each of their official vehicles (Dubai police, 2009).

The DP has received both local and international recognition. In 2007, it was the first champion (Golden Category) of the Dubai Award for Government Excellence Performance (Dubai Government Excellence Programme, 2009) whilst, in 2008, DP

departments achieved great success in being awarded the ISO 9001/2000 certificate for applying quality management systems in all police fields, which in turn, provide services to internal and external customers (Government of Dubai, 2009; Dubai Excellence, 2009). According to Major General Khamis Al Mazeina, Commander –in- Chief of the Dubai Police, “The Dubai Police became one of the first police bodies in the world to have implemented quality standards in all its departments and stations” (Dubai police, 2009). To this effect, in April 2009, the DP attained the Gold Award for the era of global quality in Geneva (Albayan Newspaper, 2009). The DP now emphasises the need for gaining community support to help prevent and solve crimes. According to Abdulla (2004), considerable effort is essential to improve and maintain a good relationship between the police and the community. Thus, the competence, integrity and dedication of each officer are important to the police service, both in terms of the quality of police duties and in enhancing their relationship with the community. Mission statements have been drawn up setting out strategies to take it into the year 2015. In 2007, Dubai Police DP presented its proposed strategic plan, based on the Dubai government strategic plan for 2007-2015 (Dubai police, 2009). This strategy looks to the future for the lifetime of the plan and beyond (**see Table 2.3**).

Table 2.3 Vision	
Security is the pillar of development. Let us ensure security and safety for our community and let us maintain public order at world-class efficiency, professionalism and levels.	
Mission	
To strengthen the feeling of security and protection rights and to provide service that will lead to public satisfaction.	
Values	Strategic Goals
<ul style="list-style-type: none"> • Integrity and Loyalty. • Honesty and Transparency. • Justice and Fairness. • Proficiency in work. • Brotherhood and Co-operation. • Politeness. • Recognition and reward of individual contributions. 	<ul style="list-style-type: none"> • Prevention of crime and reduction of crime rates. • Detection of crimes and the arrest of criminals. • Safeguarding rights and freedoms. • Readiness to deal with crises and disasters effectively. • To control the roads safely.

Source: Dubai Police: 2010

2.7 Summary

This chapter has set out the main features of both the United Arab Emirates and the Dubai Police Force. In the first section, details of the general background to the UAE were described, including history, culture and the problems of emiritization were discussed, with emphasis on the need for the UAE to put greater effort into the establishment of a pool of highly skilled native professionals with a view to easing the UAE's dependence on foreign workers, especially in the fields of security and police operations.

The second section addressed the role of the Dubai Police, its achievements to date and its vision and strategy for the future. Two features which are of note at the present time are the DP's willingness to use of the most modern technology to assist them in their work and their commitment to the concept of Total Quality and their continued efforts to improve the service offered to the public.

Although the DP has demonstrated its quality and achieved an excellent reputation among police and organizations worldwide, it has begun to be concerned about the importance of human resources in the workplace. One of the most serious issues in the DP strategy for the future is promoting awareness of the importance of job satisfaction among employees in all departments and fields of police work and seeking ways in which to achieve this. The military organization of the DP has contributed in to its overall efficiency but new perspectives are being sought to improve communication between the various levels in the chain of command as it is realized that only by utilizing all the talent and experience at its disposal can the Force progress in its continuing search for ways to achieve Total Quality.

In order to do this, the DP need to overcome blocks inhibiting further progress in TQM or causing such progress to be uneven throughout the force. There is a need to find new perspectives to give better insight. By examining the current style of leadership in the DP, its effect on TQM and the potential for systems thinking to aid the search for these it is hoped to give the DP a fresh impetus in the quest for excellence.

Chapter Three the Concept of Leadership

The following diagram presents the position of this chapter in the thesis.

Chapter 1	Introduction
Chapter 2	Background
Chapter 3	The Concept of Leadership
Chapter 4	Success and Failure of TQM
Chapter 5	Potential Benefits of ST
Chapter 6	Methodology
Chapter 7	DP Managers Interviews
Chapter 8	DP Staff Survey Questionnaires
Chapter 9	Discussion
Chapter 10	Conclusion, Implications and Recommendations

3.1 Introduction

In this thesis the literature is studied to explore the way in which the current leadership style in the Dubai Police has influenced the development of total quality management in the force and how a systems approach might achieve further improvement. This chapter considers the nature of leadership by reviewing a range of leadership styles and then proceeds to consider the theory and practice of systems thinking.

Much of the literature on both leadership and systems thinking relates predominantly to industry and commerce. Interest in these two fields is now growing in the public service sector, including police authorities and a diverse literature is now available. This literature review seeks to build a bridge between current leadership theory in the DP and a systems thinking approach. The chapter outlines some definitions of leadership, then considers the special features of leadership in the police, presenting reviews of relevant literature in the form of books, PhD theses, journals and material from an academic online database.

3.2 Definition of Leadership

According to Yukl (2002, 5), “*a leader is one whose main task is influencing objectives and strategies, commitment and compliance in task behaviour to increase the desired objectives, group maintenance and identifying ways influencing the culture of an organisation*”, as well as making sure that organisational objectives are accomplished while sustaining the people charged with accomplishing these objectives.

In short, leadership is about influencing people and encouraging vision while management is about control and creating predictable results. (Yukl, 2002).

The author states that leadership has been defined in many different ways, most stating that it involves an influence process to facilitate the performance of a collective task. Definitions can differ in many respects, such as who exerts the influence, the intended beneficiary of the influence, the manner in which the influence is exerted and the consequence of the attempted influence. Some theorists have supported the idea that leading and handling roles should be treated as different procedures, but the proposed definitions do not resolve important questions about the scope of each procedure and how they are related to each other. There is no “correct” definition; the variety of definitions of leadership matter only in their usefulness in increasing our understanding of successful leadership (Yukl, 2002).

3.3 Leadership Theories

It is clear that there is no one best leadership style. According to Hein and Nicholson (1986) leaders are infrequently totally people or task oriented; leader, followers and situation should all influence leadership efficiency and therefore an integrating of leadership theories seems more appropriate. There are also leaders who will try anything as long as they get out of the current dilemma.

Leadership theories can be divided to two parts, trait theory and behavioural theory but both exhibit significant limitations. Two important studies in behavioural theory were undertaken at the University of Michigan and the Ohio State University identifying two key behavioural categories orientation toward task and orientation toward people.

3.3.1 Trait Theory

According to Bernard Bass (1981), the trait theory, based on the “*great man theory*”, assumed that leaders/managers possess superior traits or characteristics that distinguish them from their subordinates, enabling them to control and influence those under them (Northouse, 2010).

Trait approach is derived from the “*great man*” theory as a way of classifying the key characteristics of productive leaders. The hypothesis suggests that through this approach critical leadership traits could be identified and isolated so that people with such traits could then be chosen and placed in leadership positions. This approach was very commonly found in the military and is still used as a set of standards to select applicants for commissions. In this context, the military hierarchy and traditions of the DP are relevant.

There is, however, a problem with the trait approach as nearly as many traits were recognised as studies undertaken. Later research showed that no reliable traits could be recognized. While some traits were common to a substantial number of researches, the results of these were fairly indecisive. The lack of certain desirable traits did not necessarily mean that the person was not a leader (Stogdill, 1974).

While there was little consistency in the results of the numerous trait researches, some traits did seem to emerge more frequently than others such as technical skill, friendliness, task motivation, application to task, group task supportiveness, social skill, emotional control, administrative skill, general charisma, and intelligence (Stogdill, 1974).

Traits	Skills
<ol style="list-style-type: none"> 1. Adaptable to situations 2. Alert to social environment 3. Ambitious and achievement-orientated 4. Assertive 5. Cooperative 6. Decisive 7. Dependable 8. Dominant (desire to influence others) 9. Energetic (high activity level) 10. Persistent 11. Self-confident 12. Tolerant of stress 13. Willing to assume responsibility 	<ol style="list-style-type: none"> 1. Clever (intelligent) 2. Conceptually skilled 3. Creative 4. Diplomatic and tactful 5. Fluent in speaking 6. Knowledgeable about group task 7. Organised (administrative ability) 8. Persuasive 9. Socially skilled

Source: Stogdill (1974) (Table 3.1)

This almost evangelistic notion of the leader as a multi-talented individual with diverse skills, personal qualities and a developed social conscience does, however, pose a number of problems and difficulties. When an effort is made to combine attributes from across a range of frameworks, the result is an unwieldy, almost over-powering list of qualities such as that identified in the Council for Excellence in Management and Leadership (CEML) research (Perren and Burgoyne, 2001).

In an early study, Stogdill (1948) quotes around 124 studies of leadership, with the aim of investigating the relationship between leaders' traits and effective leadership. Stogdill has found some characteristics that are claimed to distinguish leaders from non-leaders, such as intelligence, appearance, personality, social background and task related traits. In the first half of the 20th century, there were many social scientists making efforts to investigate the individual traits of effective leaders and the traits that differentiate leaders from subordinates. However, later research cast doubt upon the validity of their theories. The weakness of the traits theory led scholars to pay more attention to other aspects such as situational factors (Hollander and Julian, 1969) and behaviour (Schermerhorn, *et al*, 1982).

3.3.2 Behavioural Theory

(Cheery 2010) bases his behavioural theories of leadership upon the belief that great leaders are made, not born, concentrating upon the action and the abilities of leaders, not on mental qualities or internal states. According to this theory people can learn to become leaders through teaching and observation.

Many researchers then began to consider measuring behaviour. Although they could not easily measure confidence or loyalty in a person, they noted that you can define a behaviour or series of behaviours that appear to embody these traits. Some researchers describe behaviours as observable actions, which can makes measuring them more systematically valid than trying to measure a human personality trait. Behavioural theory also covers some very different assumptions from trait theory. The latter assumes that a leader is born with exact traits that make him/her as a good leader. Behavioural theory, on the other hand, assumes that it is possible to learn to become a good and successful leader without relying on

personality traits. It is what one does rather than what you are that can define your leadership potential.

Behavioural theories give little guidance as to what constitutes effective leadership in different situations. Today most researchers conclude that no one leadership style is right for every manager under all circumstances. Instead, contingency-situational theories were developed to indicate that the style to be used is contingent upon such factors as the situation, the people, the task, the organisation, and other environmental variables. (Bolden, Gosling, Marturano and Dennison, 2003).

These theories are explored in the Michigan and Ohio studies. In the former which started in the late 1950s, the researchers there have found three critical characteristics in effective leaders. First issue is identified as task-oriented behaviour in managers/leaders that did not do the same kinds of tasks as their subordinates. This group of managers/leaders have spent lots of time planning, preparing, coordinating, developing and overseeing their subordinates' execution and implementation of tasks. A second kind of leader exhibited relationship-oriented behaviour. These managers/leaders concentrated on the task results, but they also developed and improved relationships with their subordinates. They were fully supportive and concentrated on internal as well as external rewards. The third style of leadership was participative leadership. Here, the manager/leader facilitated rather than directed, working to build a cohesive team to achieve team results rather than concentrating on individuals. And in Ohio studies have examined leaders' task versus people orientation. These kinds of studies dubbed task-oriented behaviour "initiating structure," and people-oriented behaviour "consideration." (Theories Leadership, 2011).

3.4 The Power of Leadership

Pfeffer (1992) defined power as *“the ability to influence behaviour, to alter the course of events to overcome resistance, and to get people to do things that they would not otherwise do”* (Pfeffer, 1992, p.30).

Power is the ability to influence others and is variable in a greater or lesser degree according to the level of influence needed to get things done in an organization. Someone having more power, which means having more resources, will generally be more effective and probably more creative than someone having less. Most writers exploring the nature of leadership are researching situations in the western world where a leader’s power within an organization would be limited in some way but in the Arab world highly placed leaders would have more real power and more scope to wield it. They would also see themselves as being at a greater power distance from their subordinates. Power in organizations is perceptual in nature and is subject to multiple interpretations (Fiol et al, 2001). Bases of power could be grounded in two broad categories – structural and behavioural. Structural sources of power reproduce the properties of a social system rather than the specific attributes or behaviours of any specific individual or interaction. Personal attributes and plans constitute the behavioural sources of power (Brass and Burkhardt, 1993).

Burns (1978, p.451) states that all leaders are actual or potential power holders, but not all power holders are leaders and that power is defined as *“the ability to cause other persons to adjust their behaviour in conformance with communicated behaviour patterns.”* I agree, assuming that those behaviour patterns aid the purpose of the power wielder. I see the leader as potentially the most effective of power holders, his/her effectiveness being measured by the degree of intended “real change” achieved, although

a truly effective leader should be flexible enough to turn an unintended but beneficial result to advantage. Bell et al. contend that power is a relationship rather than an entity, the latter being something that “*could be smelled and touched, or sorted in a keg*” (Burns 1978, p.455).

3.5 The Nature of Organisational Leadership

In considering organisational leadership it is necessary to take into account the field of action available to a leader, i.e. the scope to operate with some freedom of action to influence the activity of that part of the organization for which he/she has responsibility. A manager, in contrast, may be defined as one who exercises authority but within given parameters. A manager may be a boss but not necessarily a leader and a leader need not be at the highest level of authority in an organization. Many leadership researchers have argued in support of effective leadership having a positive impact on behaviour at all levels within organizations, but this would be dependent on the character of the individual leader rather than his/her position.

3.6 Strategic Leadership

The concept of a strategic leadership approach is derived from the work of Bass (1985) on transformational leadership who argued that in order to create a high performing organisation, leadership has to move forward from a traditional, transactional view to transformational leadership. In transactional leadership the leader brings about desired actions from followers by using certain behaviour, rewards and incentives. These two forms of leadership are discussed in more detail later.

Since the 1970s and 1980s there has been substantial disagreement about the influence of leadership on performance, the sceptics from the field of organizational sociology struggling with the premise that leadership behaviours influenced organizational performance less than did environmental or organizational issues (e.g., Hannan and Freeman, 1977, Salancik and Pfeffer, 1977), while some proponents argued that leaders/managers had the main impact on the performance of organizations (e.g., Child, 1972, Day, 1988, Thomas, 1988).

However, leadership sceptics point to situations in which top leaders/managers had little influence on organizational outcomes, because of constraints imposed by internal coalitions, organizational histories, external stakeholders, and variable economic circumstances. Meindl, Ehrlich, and Dukerich (1985) also argued that management researchers had a 'romance' with the idea of leadership when the experiential evidence simply did not support and encourage this belief.

In response to this scepticism about the impact of leaders, three streams of leadership investigation have emerged. Hambrick advocated an ambitious study agenda intended to give stronger theoretical and empirical support and encouragement for the impact of strategic leadership (Hambrick and Mason, 1984). He called this '*upper echelons perspective*' and it had a profound impact on our understanding of organizational processes and outcomes (Finkelstein and Hambrick, 1996).

Upper level research has also shown that top leaders/managers can matter a great deal to organizational outcomes, to a greater or lesser extent, depending on how much discretion or latitude of action is afforded to them (e.g., Hambrick and Finkelstein, 1987). Discretion exists when there is a lack of constraints in decision making and when there are many

possible alternative courses of strategic action. With more discretion, top leaders/managers are more than likely to act upon their own unique intentions.

Although the upper levels perspective has expanded our understanding of strategic leadership, it has been criticised for not directly studying actual strategic leadership behaviour (Cannella and Monroe, 1997). Instead, it has used demographic proxies and inferred strategic leadership behaviours. Most of this research has been done in western, developed and improved (predominantly that of the United States) economies. Just how strategic leadership behaviours differ throughout the world is unknown and relatively unexplained. The upper levels perspective has given good theoretical and some empirical arguments for the central role of strategic leadership, but our understanding of it is still lacking in significant ways. (Elenkov, Judge and Wright, 2005).

3.7 Leadership Style

Leadership style determines leader efficiency and encompasses many aspects of organizational behaviour whereby the leader demonstrates desirable personal traits and abilities, exercises authority and relates to subordinates in order to achieve results or affect development and progress. Lippitt and White (1943) identified six general approaches to these interactions: authoritarian leadership style, bureaucratic leadership style, democratic leadership style, laissez-faire leadership style, transformational leadership style and transactional leadership style. (Henman, 2011)

3.7.1 Autocratic Leadership

The autocratic leader becomes vested in higher authority through his/her office more than from personal attributes. They seek little group participation in decision-making. The advantage is that this type of leader usually gets things done. And the disadvantage is that

the subordinate becomes too dependent on the leader and his/her personal development can be in risk. (Peterkin, 1996)

Authoritarian or autocratic leadership depends on valid, coercive power to affect others. Such leaders can be aggressive or parental, using dictatorial methods in their transactions with the group, methods which can be frequently work very well in crisis situations. However, continuous use can cause followers to be indifferent and ineffective when the leader's back is turned and fail to develop a sense of ownership of their work. They will work, but the leaders have to keep their eyes constantly on them, since, lacking a share of the responsibilities of the decision making process, they cannot be motivated to do more than absolutely necessary. There is also the risk that they will perhaps become over-dependent on the parental guidance of an autocratic leader for motivation (Henman, 2011). Such a leadership style is characteristic of militaristic organizations and situations where there is considerable power distance between the leader and his subordinates.

3.7.2 Bureaucratic Leadership

This style of leadership relies on the use of a system of known rules and records of past action in similar circumstances to solve problems. The leader's role is more that of a manager concentrating on the creation of systems and on convincing the employees to follow rules and regulations with consistency. As industrialization developed bureaucratic leadership became very popular because manufacturing processes needed to conform to specific rules and actions in order to ensure reliable quality, consistency and the health and safety of the workers. Bureaucratic leadership works well in environments where following the rules is more important than creativity or thinking outside the box, for example, when work is repetitive but a consistently high standard is required or when tasks are separated into relatively simple steps reliant on each other. It is particularly

effective where cutting costs and improving output are priorities as progress can easily be measured or evaluated.

There are disadvantages in that because there is little scope for originality. Repetitive work where there is no choice in how the work is achieved can be very dehumanizing to individuals and can damage the organization in the long run (MTD Training Leadership Skills). If combined with bureaucratic leadership, the workforce can lose motivation and the will to train to acquire new skills. There is also the propensity for bureaucratic leaders to become territorial and to see other leaders as rivals rather than colleagues or communication problems may arise if there are too many separate links in the chain of command, both problems being detrimental to the organization.

3.7.3 Democratic Leadership

In democratic leadership style most policies derive from group decision. The leader can be involved in policy creation but does not control the group action. The advantage of this method is that individual development is enhanced through contributing to the organization's operations. The disadvantage is that majority group decisions may sideline leadership initiative.

In one of the first and most well-known studies of leadership style by Lewin and White (1939) selected individuals were placed into groups with different leadership styles. The styles chosen were democratic, in which group decisions were completed and made by the majority vote, equal participation being fortified, while criticism and punishment were minimal; autocratic, in which all decisions were completed and made by the leader and participants were expected to follow prescribed events under strict discipline; and laissez-faire, in which the real leadership movement or activity of the group leader were kept at to a minimum, letting the contributors work and perform fundamentally without

supervision and management. The groups with democratic leadership were the most satisfied and functional, well-organised and optimistic. The number and degree of aggressive acts were greatest in the autocratically led groups. (Peterkin, 1996).

Lewin and White (1939) hailed democratic leadership as the best system, far better than laissez-faire leadership or an autocratic style, but no one style is indicated as appropriate all of the time. The democratic leadership style works very well when non-stressful, moderate conditions prevail, but autocratic leadership is more appropriate during a crisis or high stress situation. Also, the laissez-faire style can work very well if the group is self-directed and motivated.

Democratic leaders share the decision making procedure. Members of any group tend to be more satisfied and fulfilled when they play a part in the group's operative. Occasionally, the chosen leader will still determine the final decision after consulting the group members, but the group feel more supportive if their ideas are considered. Also they are typically more interested in implementing the decision. Those familiar with the way in which democratic leadership works would also be more likely to succeed in using systems thinking techniques, especially SSM, effectively. Groups will take longer than individuals to reach a decision, but frequently the morale payoff is worth the extra time taken. Lippitt and White (1939) found that *"in general, authoritarian groups were highest in quantity, though the democratic groups were uppermost in quality of product and in morale"* (Stogdill, 1974, p. 205).

3.7.4 Laissez-faire Leadership

Laissez-faire leaders make little effort themselves or make no impact on the group. In essence, such groups are a collection of equals and, contingent on the meaning of leader, some would say that they do not have leaders to guide them. Laissez-faire leadership could be defined as a function of group procedure rather than as an activity one person performs. While no one controls the group, the members depend on each other for direction. It can work if the individuals are capable and driven; but, it can fail if the groups are not motivated or inexperienced in carrying out the task. (Henman, 2011).

3.7.5 Transactional Leadership

Transactional leaders rely heavily on rewards or the threat of sanctions as control devices to encourage followers. (Bass, 1998) and (Bass & Riggio, 2006, p.5) describe common forms of transactional leadership, such as:

- Dependence on reward behaviour where the leader clarifies for the follower what the follower needs to do to be rewarded for the exertion;
- Management by exclusion behaviour, where the leader watches the followers performance and takes corrective action if the follower fails to meet expected values.

Transactional leadership represents those exchanges in which the superior and the subordinate influence act upon each other reciprocally so that everyone derives something of value (Yukl, 1981). That is to say, transactional leaders can give followers something that they want in exchange for something the leaders want, involving their followers in a relationship of mutual dependence in which the contributions of both sides are acknowledged and satisfied (Kellerman, 1984). Leaders gain more power by controlling their followers and fulfilling their expectations. Therefore, effective

transactional leadership is dependent on the leaders' aptitude to meet and react to the responses and altering prospects of their followers (Kellerman, 1984). It can be also described as the exchange of appreciated outcomes, but closer examination of the literature reveals that all exchanges are not considered to be corresponding (e.g., Dienesch & Liden, 1986). It seems that two "levels" of transactions can be distinguished, high quality and low quality, which, according to Graen, Liden and Hoel (1982), influence the turn-over of employees. They have found that employees who participated in the relationships that evolved to support and exchange emotional resources (high-quality) were less likely to leave the organisation than employees who found themselves in relationships that involved rigid contractual elements, for example, eight hours of work for eight hours of pay (low-quality). The work reported by Graen et al. recommend that low-quality transactions are based on the exchange of properties and privileges, while high-quality transactions are augmented by a relational bond between leaders and followers (Landy, 1985).

Burns (1978) and Bass (1985) likewise distinguished between the different levels of transactional leadership. Burns reported that the types of transactions leaders and followers engage in range from the clear (jobs for votes, subsidies for campaign contributions) to the less clear (exchanges of trust, commitment and respect). Likewise, Bass has noted that transactional leaders have many transactions available to them, of which transactions based on leaders' knowledge of the movements subordinates should take to reach desired personal outcomes (e.g., working overtime for paid time off in lieu) are most common. In these exchanges, transactional leaders elucidate the roles followers should play and what task requirements followers should complete in order to achieve their personal goals and aims while fulfilling the mission of the organization.

A less common form of transactional leadership includes promises and commitments that are entrenched in “exchangeable” standards like respect and trust. Burns (1978) has called these values modal values which bond leaders to followers in an effort to objectify the requirements of both parties. Therefore lower-order transactions are contingent upon the leaders control of resources (e.g., pay increase, special benefits) that are anticipated by followers (Yukl, 1981). If such rewards are not under the leaders’ direct control, their haggling power is reduced. The highest order of transactional leadership, on the other hand, depends on the exchange of non-tangible rewards and standards. Transactional and transformational leadership are not necessarily mutually exclusive (Bass & Avolio, 1994: Yammarina, 1993: and Bass, 1985) viewed transformational/transactional leaders as being balancing rather than polar concepts. In fact, a transactional element is necessary in transformational leadership which may fail without it (Bass & Avolio, 1990: Goodwin, Wofford & Whittington, 2001). Transactional leaders rely heavily on rewards to motivate followers while transformational leaders see them as one component in a variety of measures they use to achieve results (Goodwin, Wofford & Whittington, 2001: Rafferty & Griffin, 2004).

Burns (1978) however, considered leaders to be either transformational or transactional, while others view these two forms of leadership as a continuum, transactional leadership at one end and transformational at the other.

3.7.6 Transformational Leadership

In 1990, Bass (1990b. p.21) stated that transformational leadership *“occurs when leaders widen and raise the interests of their employees, when they create awareness and acceptance of the purposes and mission of the group, and when they stir their employees to look further than their self-interest for the good of the group.”*

Previously, Burns (1978) and Bass (1985) had concurred in their belief that transformational leaders act according to deeply held personal value systems such as justice and integrity. By demonstrating such personal values and standards, transformational leaders not only unite followers but can change their goals and beliefs to enable them to attain levels of performance higher than could have been considered possible (Bass, 1985, Kuhnert, 1987).

Yukl (1998) saw transformational leadership as a process of building commitment to organizational objectives and then empowering followers to accomplish those objectives. The consequence, at least in theory, is improved follower performance. (Burns, 1998; Yukl, 1998). This is achieved by changing the personal values of followers to support the vision and goals of the organization by promoting an environment where relationships can be shaped and by establishing a climate of trust in which visions can be shared. (Bass, 1985a). It has been claimed that “*transformational leaders do more with colleagues and followers than set up exchanges or agreement. They behave in many different ways to achieve better results by employing one or more of four components of transformational leadership*” (Bass & Riggio, 2005 p.5). Avolio et al. (1991) established four primary behaviours that constitute transformational leadership, namely:

- Idealized Influence (or charismatic influence)
- Inspirational Motivation
- Intellectual Stimulation
- Individualized Consideration (Bass and Riggio, 2006, p.5).

➤ **Idealized Influence**

Idealized influence is the charismatic element of transformational leadership by which leaders become role models who are well-liked, respected and emulated by followers (Avolio and Bass, 2002; Bass, 1998; Bass and Avolio, 1994). As a result, followers demonstrate a high level of trust in such leaders (Bass, 1990b; Jung and Avolio, 2000). It also involves integrity in the form of ethical and moral conduct on the part of the leader (Tracey and Hinkin, 1998). Encouraging a shared vision is an essential component of the idealized, transformational leader's role (Jung and Avolio, 2000). Followers are encouraged to look to the future and subjugate personal values and interests, concentrating on the group's collective purposes. (Avolio and Bass, 2002; Bass, 1990b, 1998; Jung and Avolio, 2000). Transformational leaders are also ready to take and share risks with followers (Avolio and Bass, 2002; Bass, 1998).

➤ **Inspirational Motivation**

Transformational leaders motivate and encouraging others by “providing meaning and challenge to their followers’ work” (Avolio and Bass, 2002, p.2). The strength of the team is “aroused” while “*enthusiasm and optimism are displayed*” (Bass, 1998, p.5). The transformational leader should build a good relationship with followers through interactive communication, forming a cultural bond and a shifting of values between leader and follower. The leader motivates followers to see attractive future goals thus instilling optimism. Idealized influence and inspirational motivation are typically combined to form charismatic-inspirational leadership (Bass, 1998). (Bass and Riggio, 2006, p.5).

➤ **Intellectual Stimulation**

Transformational leaders stimulate their followers' efforts "*to be innovative and creative by questioning assumptions, reframing problems, and approaching old situations in new ways*" (Avolio and Bass, 2002, p. 2). Creativity is frankly encouraged and followers' ideas and creative solutions to problems solicited, including them in problem solving. The intellectually stimulating leader encourages followers to try new approaches but still emphasizes rationality (Bass, 1990b). (Bass and Riggio, 2006, p.5).

➤ **Individualized Consideration**

The transformational leader is alive to the individual follower's needs for achievement and growth (Avolio and Bass, 2002), acting as a counsellor or trainer, developing and, in a supportive climate, encouraging followers to reach "*the highest levels of potential*" (Bass, 1998, p.6). The thoughtful leader should identify and accept the followers' individual differences in terms of requirements and needs, setting up two-way communication through effective listening (Avolio and Bass, 2002; Bass, 1998). The leader should develop and improve followers by giving tasks and then inconspicuously monitoring performance providing additional support or direction where needed.

3.8 Quality Leadership

Having discussed leadership style, the abilities required in a leader will now be considered with reference to the works of Saraph, 1989, Anderson, Rungtusanatham, 1994, Porter, 1996, Waller, 1996) on this subject. "*Leadership, which contains management obligation, is limited in virtually every meaning of total quality and every prescriptive model on how to reach it.*" (Grandzol, 1997, p46) Certainly "*some individual or*

organization that needs to take their first steps on their journey toward quality should start with a near sighted examination of its organization leadership competence and culture.” (Mauro, 1999, p.37)

According to Feigenbaum, who specified that *“quality today has become the foundation for constant management invention and leadership”* (Feigenbaum, 2007, p38) and as Deming said about his book, *Out of the Crisis*, that *“really, most of this book is concerned with leadership.”* (Deming, 1986, p.248). Juran stated that *“attaining quality leadership needs that upper managers personally take responsibility for the quality initiative.”* (Juran et al, 1995, p.128). Though quality and leadership are closely aligned, what defines quality leadership?

What traits may be considered essential to quality leadership and which leadership theories are most closely aligned to it? *“Together leadership theories and TQM have had as main objectives the improved performance of organizations and to increased job satisfaction for employees.”* (Puffer, 1996, p.109) The key differences in leadership between TQM and traditional organizations (Puffer, 1996, p.125) are as follows:

- Strategic leadership is very significant in TQM organizations since TQM is more likely to emphasize that internal systems be aligned with external environments
- Visionary leadership is essential since the success of TQM is contingent on employees sharing a common vision or goal
- Reward systems need to be designed for all stakeholders to foster creativity and innovation
- Use of empowerment and teamwork, timely responses to customer concerns by having all employees take a leadership role as well as the sharing of information and expertise.”

Possibly the leadership style that bears the greatest relationship to quality leadership is transformational leadership which *“searches for habits to help motivate followers by satisfying high order requirements and more fully engaging them in the procedure of the work.”* (Horner, 1997, p.275) This is directly *“connected to quality as transformational leaders are talented to communicate and support standards and express an inspirational vision focusing on quality. They likewise inspire quality improvement by structure trust and reducing fear, making awareness for change, emerging a culture to support that change and initiating new problem solving strategies.”* (Luria, 2008, p.31) It is exciting to note that Deming in his book, *Out of the Crisis*, in chapter 2, which is titled ‘Principles for Transformation,’ specified that *“the job of management is not supervision, but leadership.....The required transformation of the western style of management needs that managers be leaders.”* (Deming, 1986, p.54)

Quality leadership is where quality values develop *“a basis for guiding, empowering and supporting the constant chase of excellence by the employees throughout the organization.”* (Feigenbaum, 2007, p38) In this respect the emphasis is on *“making the power of an environment of trust, openness and honest communication to encourage the development of individual quality improvement entrepreneurs.”* (Feigenbaum, 2007, p.39) The leader *“has the accountability to improve the system, i.e. to make it likely... for everyone to do a better job with better satisfaction.”* (Deming, 1986, p.248). *“This leader will be a colleague, counselling and leading his people on a day to day foundation, learning from them and with them.”* (Deming, 1986, p117). These are the standards upon which quality leadership is constructed. To apply it means that it is *“essential to apply the entire array of quality know how (the quality disciplines) throughout the whole company to all purposes and all levels and to do so in a synchronized way.”* (Juran et al, 1995, p.128) This focus on empowerment and creating leaders is essential throughout an

organization. This participating approach means that quality *“is the accountability of everybody, not just the quality specialists.....the CEO’s role is by no means diminished* (Lee, 1998 p.20). *His/her responsibility is to create a suitable environment for improvement at lower levels. Cascading new ideas and techniques to lower levels of management is essential. Empowerment in this way means that employees are keen to improve the corporation. They feel more comfortable in decision making and more trusting of an organization seen to be dedicated to the growth of its employees. For this to be reached the “leaders should understand what motivates employees.....managing teams is a key leadership function.”* (Lee, 1998, p26).

“What we need then are leader based organizations, with leadership ability entrenched through the organization.” (Winder, 2006, p.1) *“The greatest current theory on leadership looks at leadership as a procedure in which leaders are not seen as individuals in charge of followers, but as members of a community of practice.”* (Horner, 1997, p.277) In respect to team leadership, what is significant is *“sharing knowledge between team members, acting as a mentor, instructing others, facilitating group procedures, supplying information, monitoring performance, promoting open communication, providing targets and allocating resources efficiently.”* (Horner, 1997, p.284) Individual qualities of a quality leader, *“which will be essential to tool and sustain progress toward a TQM culture include drive, motivation, honesty and integrity, self-confidence, cognitive ability, knowledge of the business, charisma.”* (Puffer, 1996, p.115) this directly reflects the 95% of respondents of the National Leadership Index report, who specified that honesty and integrity were extremely significant traits in leaders. (National Leadership Index, 2005) These traits are also reflected in research conducted by Kouzes and Posner who investigated characteristics of appreciated leaders, in six continents, in 3 major studies, 1987, 1995 and 2002. In each of these the top 4 characteristics in each were,

honesty, being forward looking, competence and the ability to inspire. (Kouzes and Posner, 2002)

3.9 Leadership Development

Works on leadership have largely focused on the leader, his/her attributes and leader efficiency. This continued focus may reflect, at least in part, the lack of definitional and theoretical clarity between leader and leadership development; without theoretical clarity, leadership praxis is hard to express. For nearly 60 years it has been accepted that leadership is a multifaceted interaction between the leader and the social milieu (Fiedler, 1996), but it is only lately that a distinction has been made between the leader and leadership development (see Day, 2001). Day (2001) proposes that leader development focuses on the individual and seeks to create interpersonal capability and related knowledge, skills, abilities, and other characteristics, that is, human capital. In contrast, leadership development can also be gradual, incremental and accretive in nature and is the result of multifaceted reciprocal interactions between the leader and the social environment. Leaders progress and function within a social setting and while individual-based leader development is necessary for good leadership, more is needed. It is essential to leadership that individual development is integrated and understood in the context of social systems, organizational strategies, missions and goals (Olivares et al., 2007, p. 79) as an evolutionary process that occurs in a socio-historical context. It is a social process that involves developing relational capability, building human networks of trust, commitment, and, eventually, social capital (Velsor and McCauley, 2004). Leadership development is therefore involved with *“expanding the collective capacity of organizational members to involve effectively in leadership roles and processes”* (Day, 2001, p.582). As a process to improve organizational capacity it connotes a socio-cognitive development in that individuals and the collective are able to adjust to changes

in situations, demands and conditions. It is an active, deliberate forward-looking process seeking to improve the collective capacity of organizational followers and the organization through human-centred, aim enthused relationships. It is accepted that leadership development assumes or requires that the leader develops by progress in experience, knowledge and efficacy; put another way, it is an essential part of but not the exclusive path to better leadership. The previous conceptualization of leadership development logically lends itself to be understood from a social cognitive theory of human development: human agency (e.g. Bandura, 1986, 2001, 2006).

According to Houghton and DiLiello (2010), over the past few years more and more care has been focused on leadership development, as showed by the numerous academic and practitioner-focused books and journals on the subject (e.g. Byrne and Rees, 2006; Day, 2001; Velsor and McCauley, 2004; Pearce, 2007). This may be defined as a process of increasing the capacity of individuals to accept leadership roles and to involve effectively in leadership procedures (Day, 2001; McCauley and Velsor, 2004). Leadership development can take place formally, through a specific training program or planned course of experiences or, more informally, by 360-degree feedback, executive coaching, mentoring, networking, job assignments and action learning (Day, 2001). However a large number of researchers have argued that leadership development is a critical success issue for long-term organizational efficiency (e.g. Conger and Benjamin, 1999). It has been often viewed as needless luxury by organizational leaders who concentrated on minimum input and immediate short-term results (Ruvolo et al., 2004). On the contrary, we can see that it is like a key for unlocking and mobilizing individual creativity in organizations.

Organizational decision makers are able to choose people who have certain pertinent skills, abilities, and characteristics that make them “visible” in the organization (Fiedler,

1996). Also, in the context of developing leaders for creative efforts, organizations tend to actively select for additional development those individuals who demonstrate some ability and problem solving skills inside the creative fields in which they will be working (Mumford et al., 2007). Selection is not the only factor operating upon the choices made by the organization. Self-selection processes are also probably operating as well, as individuals also make selections regarding the types of roles they will undertake and the types of leadership development chances they will seek (Mumford et al., 2007; Houghton and DiLiello, 2010).

Although traits do have a role to play in leader efficiency (Locke and Kirkpatrick, 1999), leadership also includes a set of skills and behaviours that can be learned (Gardner, 1993; Kouzes and Posner, 2002). McCauley (2001) outline three components of leadership development:

- (1) Developmental experiences that provide opportunities for learning.
- (2) Personal orientation to learning, including one's ability, skills, and motivation.
- (3) Organizational support such as rewards for developmental gains.

Leadership development can come in the form of traditional classroom training sessions as well as through interventions such as mentoring, coaching, active learning, intensive feedback programs, job challenges and reassignments, and social networking (Day, 2001), with the focus of these methods being frequently on building better individual leaders rather than better leadership. There is a significant difference between leader development and leadership development (Day, 2001). Leader development emphasizes the nurturing of individual-level skills and aptitudes, recognized as the building of human capital (Day, 2001). At the individual level, human capital comprises work experience, education, knowledge, skills, aptitudes, and training (Forret, 2006). The many aspects of human capital are captured in two dimensions:

(1) Value, represented by contributions that improve organizational effectiveness, efficiency, and capability.

(2) Uniqueness, exhibited in firm-specific, tacit knowledge or skills (Lepak and Snell, 1999).

Together value and uniqueness are created by improving the competences of individuals.

While this capital represents the greatest part of an organization's knowledge, it is a significant resource for reaching competitive advantage (Hitt and Ireland, 2002).

Leadership development can permeate the whole structure of the organization improving its members' competences (McCauley, 2001; Day, 2001). Also leadership development can improve social capital through an integrative method, organizing efforts, building commitments, and growing extended social networks by *"helping people to understand how to relate to others self-understanding to social and organizational necessities"* (Day, 2001, p.584).

Hitt and Ireland (2002) recommend that leaders should develop meta-capabilities for organizing and integrating relationships between organizations. By examining their work and that of others writers, we would recommend a short taxonomy of capabilities significant for leaders in building, nurturing and leveraging social capital:

aptitude to identify essential tacit knowledge; evaluation of tacit competences; building and upholding internal trust; establishment of external relationships; and capitalizing on resources from external relationships. Though both human and social capitals are considerable, they could affect organizations differently. Human capital advances organizational performance as individuals apply their knowledge, skills, and aptitudes, and social capital improves performance through networked relationships that foster cooperation and resource exchange (Day, 2001). The two types of capital balance of each other. Human capital, such as personal communication skills, may improve working relationships, resulting in increased social capital (Nahapiet and Ghoshal, 1998). On the other hand social capital, such as trust generated through work relationships, may in turn

improve one's human capital (Nahapiet and Ghoshal, 1998, Brass, 2001, Whetten and Cameron, 2005).

3.10 Organization and Leadership

According to Lloyd (2005) organization and leadership can be described by stating what it is not. An organization not only has leaders at the “top of the organization pyramid”. Rather, leadership exists throughout the organization (hence the term leadership organization).

In the true leadership organization, everyone is a leader, top to bottom. In organization and leadership, decisions are not just made at the top of the organization they are delegated throughout to the lowest possible level. This makes sense, since this is where the ‘rubber meets the road’. This is where the majority of customer contact occurs. This is where customer satisfaction/dissatisfaction is rooted.

In organization and leadership, planning should be simple, correct, complete and appropriate. Completed plans will not comprise personal agendas or other organizational conflicts. In reality, true organization and leadership is the supply of information to meet the short-term and long-term goals of the organization. Therefore the challenge is to re-build an existing organization into one benefitting from organization and leadership where the attention is on people.

3.11 Culture and Leadership

The study of culture and leadership has progressively developed as a research stream since the mid-1990s (Dickson et al., 2003). This includes an extensive array of perspectives, such as universal leadership (e.g. Adler, 1997), leadership across nations (e.g. House et al., 2004), and leadership inside multicultural organizations and

environments (e.g. Connerley and Pederson, 2005). Research analysing the application of leadership philosophies across cultures proposes that leadership practices are socially bound. In fact Adler (1997) states that there are no universal theories of leadership while Hofstede is trying to investigate the culturally restricted nature of leadership and exploring the applicability of self-leadership theory across cultures. This study draws on Hofstede's (1980, 2001) cultural scopes framework to address the question of how self-leadership may be understood and practised in cultures other than its United States (US) origin.

According to Nancy Adler (1997, p.174), there are so many definitions of leadership but "*there are no global leadership theories*". None of the existing theories, she emphasizes, can be considered a universal theory of leadership because they reflect an American perspective and practices that are based on its own cultural values. Adler (1997) suggests that the definition of leadership has been difficult because not enough attention has been paid to a number of research issues, including theoretical viewpoints, methodology and the people concerned. Likewise, there are disagreements about the idea of culture. Hofstede observed that, to comprehend this complexity, it would be very important to do an ideal study of culture with a combination of "*idiographic and nomothetic, emic and etic, qualitative and quantitative elements*" (Hofstede, 2001, p.26). However, he emphasizes that this may not be possible and for practical reasons researchers are forced to make selections. Given the nature of these two ideas – culture and leadership – it is unsurprising that their intersection has given rise to a diversity of research questions, disagreements, and demands for further studies (Dickson et al., 2001; McCall, 2001). This will be explained with three examples.

Firstly, looking at culture from a gender perspective, Adler (1997) found out that there is a feminization of global leadership, not only due to the increasing number of women in position of leadership but also because of the relevance and wide expansion of certain

leadership traits and qualities that have traditionally been connoted as feminine, such as cooperation, contribution and relational styles. Adler (1997) also states that global leadership cannot be defined any more in terms of the male ideal or the American ethos. This makes us wonder whether self-leadership needs also to be reassessed, particularly in the light of the two dimensions of culture proposed by Hofstede: individualism/collectivism and masculinity/femininity.

Secondly, Blunt and Jones (1997) argue that Western models of leadership are not appropriate to East Asian and African developing countries, mostly because of differences in viewpoints regarding authority, loyalty and interpersonal relations. Similarly, we are led to reflect whether self-leadership has the same meaning in other cultures assuming two other dimensions of culture: power distance and uncertainty avoidance.

Finally, drawing on Hofstede's work, the Global Leadership and Organizational Behaviour Effectiveness (GLOBE) program offers a contrast of accepted leadership theories in 62 nations (House et al., 2004). The Global Leadership and Organizational Behaviour Effectiveness (GLOBE) program is a multicultural longitudinal research project that develops and improves *“an empirically-based theory to explain, understand and forecast the impact of specific cultural variables on leadership and organizational processes and the efficiency of these processes”* (House et al., 2002, p. 4). By assuming that Global Leadership and Organizational Behaviour Effectiveness (GLOBE) is a long term project, we are also intrigued as to whether Hofstede's latest work – short- versus long-term location – is also relevant to explain self-leadership in other cultures. We know already that it may not be possible to have an ideal study of culture (Hofstede, 2001), so it is not surprising that scholars discovered the theoretical and methodological limitations

of the Global Leadership and Organizational Behaviour Effectiveness (GLOBE) project while emphasizing the need for further research (Scandura and Dorfman, 2004).

3.12 The Importance of Military Culture

Many writers have considered the question of military culture in police forces, most of which are or were originally organised on paramilitary lines. In many countries, recruitment of time-served military personnel into the police is common.

3.12.1 Military Culture in Police Forces

In the DP, especially in the early days of its development from a body fulfilling very simple policing needs, senior officers were largely recruited from experienced men retiring from the UAE army, who carried their military rank with them. These high-ranking officers also brought into the DP the military style of command they were accustomed to and this functioned well until the increasingly complex nature of policing Dubai demanded a more flexible approach.

The advantages of a military background are that soldiers are trained, from an early point in their careers, to

1. Obey order promptly and fully.
2. Focus on immediate goals.
3. Work as team members.
4. When given leadership roles, accept responsibility for their actions.
5. Perform effectively under stress.

It is considered that military training will prepare recruits for police work *“based on the assumption that military experience enhances a police officer’s ability to function within a law enforcement setting and perform policing duties. Understandably, paramilitary*

organisations such as police departments attract and often prefer people with military experience". (Ivie & Garland, 2011 p.52).

The efficacy of former military personnel has been studied widely in the USA, where recruitment from ex-military personnel is common, but as yet, such studies have not confirmed that they make better police officers. A problem arising from the employment of former senior military officers to command and organise a police force, particularly a developing one as in Dubai, is that too rigid a top-down organisation tends to emerge together with a culture of discouraging uninvited comment or suggestions from lower ranks. American studies also indicate that over-emphasis on paramilitary methods of organisation *"such as a rigid chain of command hierarchy and authoritarian leadership, limit officer input in policy-making decisions...This... generates stress and burnout"*. (Ivie & Garland, 2011 p.55).

3.12.2 Disadvantages of a Military Approach

Military activity is predominantly carried out by groups with a recognised command structure and is mainly reactive in nature. Structured training has prepared participants for their roles and they usually operate under constant close supervision.

However excellent military training may be, performance in the field may be adversely affected by factors such as inexperience of combat conditions and ambiguity or uncertainty as to the action needed. *"Situations in war... change often and suddenly and are rarely discernible at an early point...Frictions and mistakes are an everyday occurrence"*. (Murray, Orbis and Winter, 1999 p.30) quoting from "Troop Leadership" published by the US War Dept, 1936, translated from an earlier German Army manual. This is a fair description of how operational officers are frequently called upon to use their discretion to deal with a wide variety of problems on the spot. They go on patrol or

carry out investigations in pairs or singly, although they are usually in electronic contact with their base.

This diversity of situations dealt with gives operational officers and those otherwise in close contact with the public a valuable insight into hands-on policing, which, in the American studies, younger officers were eager to share with their superiors. This valuable aid to meeting the rapidly changing challenges to modern policing is lost if a top-down command structure is too rigid.

It can be argued that military training or experience can make police officers better able to cope with negative situations such as violent crime, terrorist incidents or serious accidents. Military experience in the field may be of use in such cases but American studies show that military training per se is no more likely to assist officers than modern police training (Ivie & Garland, 2011, p.66).

3.12.3 Military Culture: Growing Irrelevance of Traditional Organisational Models

In today's world, the types and prevalence of crime changes constantly while the public expects the police to move into community policing and control the environment, particularly the urban environment, to ensure their security and comfort. *"Police agencies must balance constancy and predictability with adaptation and change"*. (Batts, Smoot and Scrivener, 2012, p.2). It is urgently necessary for new ways of managing and leading to be found.

"Traditional police agencies are characterized by a hierarchical authority structure that clearly distinguishes decision-makers from line staff, emphasizes adherence to principles of structure over flexibility, and prizes uniform operations.... Police organizations are further constrained by their reliance on a paramilitary model (Geller and Swanger, 1995)

that does not adapt well to external demands for change or accountability". (Batts, Smoot & Scrivener, 2012, p.2).

In Dubai, the DP have embraced the principles of TQM to enhance the level of service they provide and, increasingly, younger officers will have studied in academies and universities where the most modern management techniques are current and demand a more participative role in decision-making. An important element of a military culture is loyalty to leaders, which has in the past been unstintingly given in the DP. New entrants are not now less loyal but are more engaged with the force as a whole, rather than a specific leader and therefore more demanding of a positive role in the running of the force, as well as their specific task.

Resistance to change is evident *"tampering with age-old organizational structures, benchmarks for performance, or benefit and reward systems may be hard pills to swallow... some police leaders may question the relevance, as well as the wisdom, of supporting change to fundamental organizational structures based on command and control or initiating practices that prioritize the needs of contemporary employees"*. (Batts, S.M. Smoot & Scrivener, 2012,p.7)

There will always be a place for some level of paramilitary organization in a police force but the challenge in future will be to blend this with acknowledging the part new techniques such as TQM and holistic systems thinking can play. *"...police leadership must position itself in a way that affords every opportunity to tap into valuable new knowledge that contemporary employees bring to the workplace."* (Batts, S.M. Smoot & Scrivener, 2012, p.11).

3.13 The never-ending crisis of police leadership

The question that should be asked is not whether there are specific problems inherent in police leadership, but whether there is a systemic problem. There is no evidence of a systemic problem with senior police leadership. As with any organization, individual performance varies but the evidence is that the police service handles most of the problems it is confronted with satisfactorily. Of course, there are mistakes, but this does not amount to systemic failure. In these circumstances the test of leadership will be how quickly it adapts to genuinely new circumstances. In contrast to a general tendency to make specific criticism, the successes of the police service and its leaders often go unrecognized.

In recent years, government led cost cutting has pared down strategic leadership training. It is time to reintroduce more broadly based strategic training, exposing leaders to higher levels of current academic thinking in economics, sociology, organizational theory and international police developments.

Wall (1998, p. 164) argued that in the United Kingdom there were three main reasons why the 1919 Police Act, which followed the recommendations of the Desborough Committee – set up to consider police pay and conditions in the aftermath of industrial action by police officers – stipulated that those appointed to chief officer positions should normally have prior experience of police work. Recently, this has changed and some police authorities have decided to elect police commissioners, usually political figures of some experience in the community rather than chief constables. The Police Act required all senior appointments be approved by the Home Secretary, which clearly gave greater powers to central government vis-a-vis local police authorities. Also, it was thought that experience in the field would provide for better management and greater consistency

across the many and varied police services. Thirdly, and of most relevance to more recent developments, it was felt that ensuring that senior officers had a grounding in the service would help address the concerns of more junior officers who had become disillusioned with those in superior ranks who were seen as unfamiliar with the nature of police work. Today there are divided opinions about the appointment of lay commissioners, but usually the second-in-command in a force has relevant experience as a serving officer. In the aftermath of the First World War it seems that “followership” within the police service demanded leaders with credible experience of operational policing. As is examined at greater length in the following section of this paper, the direct experience of the realities of policing “on the ground” continues to be a central theme in police narratives about the legitimacy of leaders. (Michael, 2006).

3.14 The influence of police supervisors

An effective and respected police force is one of the characteristics of a civilised nation. Using a variety of training and practice techniques, police departments can acquire the experience and knowledge necessary to maintain peace in the community. The police supervisor usually mediates and controls the full range of activity in the force.

The importance of police supervisors (formal leaders) in shaping organizational contexts and outcomes in police organizations is generally accepted (Engel, 2001, 2002; Engel and Worden, 2003; Trojanowicz, 1980). Although external pressures (Maguire, 2003) and the culture in which a police force operates (Kappeler et al., 1998) can be powerful forces shaping and influencing officer conduct, the tone set by supervisors is also assumed to play a key role in these processes (Adlam, 2002). Unlike other organizational contexts, leadership and supervision in policing are complicated by the environments in which officers work and the nature of police work (Brown, 1988; Lipsky, 1980; Lundman, 1979; Van Maanen, 1983). Police forces generally use quasi-military models, predicated on

command-and-obey relations between supervisors and subordinates (Buerger, 2000; Cowper, 2000). Though some literature suggests that there is conflict between police supervisors (management cops) and front-line officers (street cops) (Crank, 2004; Reuss-Ianni, 1983) opinions vary on this theme. Achieving a positive leadership influence on police personnel involves challenges not found in many other occupational contexts. Police officers may operate in environments with limited direct supervision, handle a diverse range of tasks, and make high-discretion decisions on the spot (Allen, 1982; Engel, 2001, 2002; Van Maanen, 1983, 1984). Even if direct contact officers have limited contact with those in formal positions of leadership (i.e. supervisors), research suggests officer behaviour will usually be subject to some level of supervisory influence. Empirical inquiry into supervisory influence has tended to focus on traditional policing outcomes, including enforcement behaviour (Allen and Maxfield, 1983; Engel, 2000; Mastrofski et al., 1994; Smith, 1984), use of force (Engel, 2000), and officer misbehaviour (Bittner, 1983; Brehm and Gates, 1993; Brown, 1988; Huberts et al., 2007; Reiss, 1971). A handful of studies have endeavoured to examine outcomes associated with community-oriented policing approaches, such as the nature of encounters with the public (Allen, 1982) and self-initiated efforts officers may make to address specific problems (Engel, 2002). Researchers in this field are not unanimous in determining whether and how supervisors can influence the job-related behaviour of subordinate personnel (Allen, 1982; Allen and Maxfield, 1983; Brehm and Gates, 1993; Brown, 1988; Mastrofski et al., 1994; Muir, 1977; National Research Council, 2004; Reiss, 1971; Smith, 1984; Wilson, 1968). More recent research using data from a project on policing neighbourhoods offers conditional endorsements of the influence of police supervisors (Engel, 2000, 2001, 2002; Engel and Worden, 2003). Observed variation in supervisory influence is partially a product of dissimilarity in supervisory styles; a leader's approach often varies by context, audience, and time based on perceived situational exigencies (Brehm and Gates, 1993; Brewer et

al., 1994; Densten, 2003; Hersey et al., 2008; Kuykendall, 1977; Kuykendall and Unsinger, 1982). The absence of effective leadership (or perhaps worse, the presence of ineffective leadership) can produce real and tangible consequences in the workplace (Buzawa, 1984; House and Podsakoff, 1994; Kelloway et al., 2005). Negative outcomes include poor productivity, dissatisfaction, stress, attrition, and absenteeism, among other concerns. Though leadership produces real consequences, agencies often fail to make leadership development a priority or lack the resources to focus on this concern. Consequently, agencies and personnel often lament that, when supervisory positions become available, there is an absence of suitable candidates qualified for promotion (Haberfeld, 2006).

3.15 Leadership of the Police in Public Sector

According to Andersson and Tengblad (2009) the police are similar to other branches of the public sector, having being subject to numerous efforts at reform in recent decades. In particular, most western countries have moved towards the development of a more proactive police force. Instead of waiting reactively for emergency calls, police officers are expected to undertake proactive and preventive tasks, such as encouraging public participation, analysing the causes of crimes and establishing interactive crime prevention in addition to their more traditional duties. The improvements have been related to general ideas such as community policing (Alderson, 1977; Greene and Mastrofski, 1988; Alpert and Piquero, 1998; Bullock et al., 2006), problem-oriented policing (Goldstein, 1979; Scott, 2000), and reassuring policing (Innes, 2005; Millie and Herrington, 2005). This has been due to a belief that the new procedures in police work can restore public confidence, reduce the level of crime and shape the police to meet public needs better (Ackroyd, 1993). In many respects, these new policing procedures are examples of new public management (NPM) improvements aiming to increase quality, efficiency and customer

orientation within the public sector. Therefore, the implementation of problem-oriented policing in the Swedish Police Service (SPS) is seen as an NPM-reform and it is argued that this analysis must also be of general interest for scholars of improvements in the public sector. (Andersson and Tengblad, 2009).

3.16 Leadership in Police Organizations

Police leadership is often not well developed because of the way in which the police are organized, the bureaucratic structure of law enforcement organizations, and the civil nature of the job (Crank, 1998).

An examination of the literature on police leadership can be divided to three critical issues:

1. The importance of leadership in police organisations,
2. The negative behaviour of police leaders,
3. The unique aspects of the law enforcement environment which affect leadership

The importance of leadership was recognised by several studies (Brown and Campbell, 1994; Friedmann, 1992; Tang and Hammontree, 1992), which found that actions, values, beliefs, goals and styles of police leaders/managers significantly influenced rank and file officers, in particular where there was any procedure of change within the police organisation. Furthermore, police leaders/managers controlled several key variables (e.g. interpretation of regulations, amount of support, and supervision) which effect individual police attitudes and departmental philosophy. There are several studies (Delattre, 1996, Goldsmith, 1990, Waters, 1995) which also recognised negative aspects of police leadership behaviour which included frequent empty and ritualistic gestures, conservative, cautious and authoritarian management styles, poor communication skills, and lack of managerial support. Unique aspects of the law enforcement environment that

affect leadership were recognised by several studies (Delattre, 1996, Kerr and Jermier, 1978, Wilson and McLaren, 1972) which found formal rank and control are essential elements of police leadership, but could be relieved or modified by the environment or by individuals not in formal positions (i.e. situational variables). Furthermore, policing unavoidably includes a significant level of failure and requires police leaders/managers to promote a realistic sense of what counts as success (Delattre, 1996). Finally, an inconsistency of responsibility exists where police officers are held responsible for their behaviour when there is often no clear idea of what is expected of them. Police leaders/managers respond by trying to control officers by telling them what they should do (Crank, 1998). Leadership behaviour that emphasizes telling or controlling would be classified as transactional leadership because rewards and discipline are administered according to adherence or deviation from orders. Transactional leadership depends on support techniques requiring constant application. Many leaders/managers rely on transactional leadership, but fail to apply it consistently because of lack of time, insufficient opportunities to observe, ineffective appraisal systems, doubts about positive reinforcement efficacy, follower discomfort, and lack of skills. The bad aspects of leadership behaviour are often associated with transactional leadership. However, a later study by Singer and Singer (1989) recognised that transformational leadership can also be effective within law enforcement organizations. Transformational leadership behaviour raises the aspirations of followers to a higher level by changing their attitudes, beliefs, and values. Such behaviour is important to the leaders/managers of senior police officers who can then directly influence rank-and-file officers and support any procedure for change.

The efficiency of the traditional, authoritarian, and bureaucratic police model accepted by many law enforcement organizations is under challenge and a call for senior police to accept more modern approaches to leading is becoming louder (Engel, 2001). According

to Stevens (2000, p.198), senior police “*can be no longer take comfort in the traditional response of the punishment centred organizational bureaucracy accentuated through a reactive policy.*” The achievement of organizational change places great reliance on senior police because they control key variables (e.g. implementation of regulations and the degree of support and supervision) and their values and beliefs have significant influence on any change (Brown and Campbell, 1990, Tang and Hammontree, 1992). A serious issue for police organizations planning and implementing organizational change is how to lead senior police officers. These officers must be investigated from a multilevel perspective in order to gauge whether there are significant differences in leadership at various levels of seniority. Such an approach is very significant because it recognises that police organizations contain multilevel systems and, according to Klein and Kozlowski (2000a and b), offers greater capacity to capture the inherent difficulty of real organizational life.

Real leadership is very significant for all organizations, including the police. The significance of the leader-follower relationship in the police is similar to that in other organizations because of the imperative for followers to be aware of the importance and value of task consequences. Both Friedmann (1992) and Skolnick (1966) have recognised that police officers use vision in the same way as senior leaders/managers in other organizations. Therefore, police leaders/managers, like all other leaders/managers, need to use a variety of behaviours to influence their followers. Such influence can change behaviour by activating the higher-order needs of followers and by encouraging followers to transcend self-interest for the sake of the organization (Yukl and Van Fleet, 1982).

3.17 Summary

Various leadership theories were discussed in this chapter, including the question of whether leaders are born or made, together with a list of traits desirable in a leader, some of which would be part of the leader's character, others learned or honed as a leader rose through various levels of responsibility. Behavioural theory was then considered, i.e. can a leader be made? Practical consideration would demand a blend of both innate and learned abilities from a leader, used as and when relevant to a specific leadership task. Similarly, when considering power in leadership, structural power, inherent in the position held by the leader, was compared with behavioural power, the latter being more effective in rapidly changing or stressful situations.

Organizational leadership was then discussed, contrasting the roles of leader and manager, followed by a consideration of strategic leadership and the effectiveness of leaders. Various leadership styles were described, setting out their advantages and disadvantages. The most effective styles, suitable for a large, multi-discipline organization such as the DP, were transactional and transformational, the latter style having great potential to effect a wide range of beneficial changes and inspire loyalty in subordinates being judged to be the most likely to drive forward the quest for better quality of service.

The four primary behaviours expected of a transformational leader are:

- Idealized influence
- Inspirational motivation
- Intellectual stimulation
- Individualized consideration

and these were then described and reviewed, as were the leadership actions required in quality leadership, i.e:

- Strategic leadership to ensure that all in his/her sphere of action worked towards the goal of improved quality
- Visionary leadership, creating a common goal or purpose
- Rewarding merit to foster creativity and innovation
- Use of empowerment and teamwork to involve all employees in the quest for quality.

Having established what were desirable traits and behaviours in a leader, the possible enhancement of leadership skills and abilities by leadership development was discussed. A section on organization and leadership then discussed the exploitation of leadership potential at all levels of an organization. While this would be desirable, to use the innovative and creative skills of all staff, there might well be difficulties within the DP because of the power distance between those with real power and the lower levels of management where a creative response might well enhance quality of service but the freedom to implement this was limited by control from above. Any such inhibiting factors are likely to be based on cultural issues because views on authority, loyalty and interpersonal relations in Arab countries differ from those in the West, arising as they do from different traditions.

An important factor affecting creativity in the lower tiers of management in the DP was the militaristic and hierarchical chain of command and the conditioned paramilitary response expected from subordinates. There is a place for paramilitary organization in a police force but much modern police work demands immediate pro-active responses to rapidly changing situations. The role of the police supervisor, at all levels, was crucial to the creation of an effective and respected force. Such leadership has been instrumental in driving forward change from reactive policing to modern police concepts such as community policing and crime prevention. The chapter ends with consideration of

negative aspects of police leadership which need to be eliminated or changed and the inculcation of leadership skills necessary to create leaders capable of influencing and inspiring their subordinates with reference to the beneficial effects some police forces have achieved through the introduction of total quality management.

Chapter Four

Success and Failure

of TQM

The following diagram presents the position of this chapter in the thesis.

Chapter 1	Introduction
Chapter 2	Background
Chapter 3	The Concept of Leadership
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Chapter 5	Potential Benefits of ST
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4.1 Introduction

Seeking to improve the efficiency and quality of service offered, the DP began by using a variety of performance measurement techniques to this end. This led to two problems. Firstly, poor performance was only accurately recognized in retrospect in periodic reviews and there was, necessarily, some delay in applying remedial action. Secondly, in police work it is essential that the initial contact with the stakeholder is as good as possible, which implies that the pursuit of quality must be continuous and undertaken by all members of the force.

In order to achieve greater efficiency and quality of service, the DP introduced the theory and practice of TQM, an integrative philosophy of management for continuous improvement in product and process quality, the responsibility for this falling upon everyone involved in creation or consumption of the product or service supplied. TQM therefore sees management, workforce, suppliers and clients as participating in action to meet or exceed the needs and expectations of internal and external stakeholders. Cua, McKone and Schroeder (2001), considering TQM practice in six empirical studies,

identified nine common TQM practices, of which process management, customer involvement, information and feedback, committed leadership, strategic planning, cross-functional training and employee involvement are of relevance to the DP. If these practices relate to services rather than products, they are equally applicable to public service organizations. For example, strategic planning is of vital importance to the major intended and emergent initiatives taken by leaders/ managers to enhance the performance of their organizations. They must declare mission, vision and objectives clearly and develop policies, plans and programs to achieve them with optimum use of available resources.

4.2 Definition of Total Quality Management

Before the concept of TQM is defined, it is necessary to define the concept of quality management. According to ISO 8402 (1994), quality management can be defined as all activities of the overall management function that determine the quality policy, objectives and responsibilities, and implement them by means such as quality planning, quality control, quality assurance and quality improvement. TQM goes beyond this as a comprehensive and structural approach to organization management. In the extensive range of literature available there are three commonly referenced articles on TQM implementation written by Saraph et al. (1989), Flynn et al. (1994), and Ahire et al. (1996), respectively. Ahire et al. (1996) strongly recommended that a combination of the three frameworks described therein form the basis for future research on TQM. The present study follows this suggestion, attempting to integrate their TQM constructs as much as possible (Zhang, 2000).

4.3 Effects of TQM Implementation

Throughout the world many firms have arrived at the conclusion that effective TQM implementation can improve their competitive abilities and provide strategic advantages in the marketplace (Anderson et al., 1994a). Some studies have shown that the adoption of TQM practices can allow firms to compete globally (e.g., Easton, 1993, Handfield, 1993, Hendricks and Singhal, 1996, 1997; Womack et al., 1990; American Quality Foundation, Ernst & Young, 1991). Other researchers, in contrast, reported that TQM implementation has led to improvements in quality, productivity, and competitiveness in only 20-30% of the firms that have implemented it (Benson, 1993, Schonberger, 1992). A study conducted by Rategan (1992) indicated that a 90% improvement rate in employee relations, operating procedures, customer satisfaction, and financial performance can be achieved due to TQM implementation. However, Burrows (1992) reported a 95% failure rate for initiated TQM implementation programs; Eskildson (1994) and Tornow and Wiley (1991) reported that TQM implementation has uncertain or even negative effects on performance. These widely varying results were obtained in the early days of the implementation of TQM and were mainly concerned with manufacturing organizations and were concerned with achieving good product design and cost reduction in production.

4.4 Deming's Approach to TQM

W. Edwards Deming (1900-1993) is renowned for his work in improving quality in the Japanese manufacturing sector after the Second World War, although his theories did not receive widespread acceptance in the USA until the last years of his life. The theoretical essence of the Deming approach to TQM concerns the creation of an organizational system that fosters cooperation and learning to facilitate the implementation of process management practices, which, in turn, lead to continuous improvement of processes, products, and services as well as to employee fulfilment, both of which are critical to

customer satisfaction, and ultimately, to firm survival (Anderson et al., 1994a). Deming (1986) stressed the responsibilities of top management in taking the lead in changing processes and systems. Leadership plays an essential role in ensuring the success of quality management, because it is the responsibility of top management to create and communicate a vision which will move the firm toward continuous improvement. Top management is responsible for most quality problems; it should give employees clear standards for what is to be considered acceptable work and provide the methods to achieve it. These methods include an appropriate working environment and climate for work, free of fault-finding, blame or fear. Deming (1986) also emphasized the importance of identification and measurement of customer requirements, creation of supplier partnerships, use of functional teams to identify and solve problems in quality, enhancement of employee skills, participation of employees, and pursuit of continuous improvement. Anderson et al. (1994a) developed a theory of quality management underlying the Deming management method. They proposed that the effectiveness of the Deming management method arises from leadership efforts toward the simultaneous creation of a cooperative and learning organization facilitating the implementation of process-management practices, which, when operational, support customer satisfaction and organizational survival through sustained employee fulfilment and the continuous improvement of processes, products, and services. The means to improve quality lie in the ability to control and manage systems and processes properly, and in the role management responsibilities play in achieving this. Deming (1986) advocated methodological practices, including the use of specific tools and statistical methods in the design, management, and improvement of process, which aim to reduce the inevitable variation that occurs from “common causes” and “special causes” in production. “Common causes” of variations are systemic and are shared by many operators, machines, or products. They include poor product design, non-conforming incoming

materials and poor working conditions. These are the responsibilities of management. “Special causes” relate to the lack of knowledge or skill, or poor performance. These are the responsibilities of employees. Zhang (1997b, 1999b) and Zhang et al. (2000).

Deming proposed 14 points as the principles of TQM (Deming, 1986), which are listed below:

(1) Create constancy of purpose toward improvement of product and service, with the aim of becoming competitive, staying in business, and providing jobs.

(2) Adopt the new philosophy. We are in a new economic age. Western management must awaken to the challenge, learn their responsibilities, and take on leadership for change.

(3) Cease dependence on mass inspection to maintain quality. Eliminate the need for inspection on a mass basis by building quality into the product in the first place.

(4) End the practice of awarding business on the basis of price tag. Instead, minimize total cost. Move toward a single supplier for any one item, on a long-term relationship of loyalty and trust.

(5) Seek constant improvement in the system of production and service, to raise levels of quality and productivity, and thus constantly decrease costs.

(6) Institute training on the job.

(7) Institute leadership. The aim of supervision should be to help people and machines and gadgets to do a better job. Supervision of management is in need of overhaul, as well as supervision of production workers.

(8) Drive out fear, so that people may work effectively for the company.

(9) Break down barriers between departments. People in research, design, sales, and production must work as a team, to foresee problems of production and those that may be encountered with the product or service in use.

(10) Eliminate slogans, exhortations, and targets for the workforce asking for zero defects and new levels of productivity. Such exhortations only create adversarial relationships, as the bulk of the causes of low quality and low productivity belong to the system and thus lie beyond the power of the workforce.

(11) (a) Eliminate work standards (quotas) on the factory floor. Substitute leadership. (b) Eliminate management by objective. Eliminate management by numbers, numerical goals. Substitute leadership.

(12) (a) Remove barriers that rob the hourly worker of his right to pride of workmanship. The responsibility of supervisors must be changed from sheer numbers to quality. (b) Remove barriers that rob people in management and in engineering of their right to pride of workmanship. This means, inter alia, abolishment of the annual or merit rating and of management by objective.

(13) Institute a vigorous program of education and self-improvement.

(14) Put everybody in the company to work to accomplish the transformation. The transformation is everybody's job. (Abu Bakar, 1997).

4.4.1 The Traditional Approach

This is the most familiar and frequently used approach. It is often described in terms such as exclusive or superior. It implies exclusivity, whereas public services may seek inclusively. The techniques of mass production began the shift from traditional definitions

based on prestige and exclusivity towards more technical definitions that were concerned with controlling product variation (Garvin, 1987).

4.4.2 The Output-based Approach

This approach, with its emphasis on the reliability and features of a product is more applicable to the world of manufacturing than to a public service such as a police force. It does, however, embrace the concept of acceptable quality level and the use of quality control to achieve this.

In the DP, while stakeholders expect a high quality service, consistent high performance can only be maintained in areas of steady demand, e.g. traffic control. In some areas, such as crime detection and prevention, demands upon the service will vary and the principle of acceptance quality limited (AQL) will then apply (Abu Bakar, 1997).

4.4.3 The Process-based Approach

This encompasses the production-based (Holbrook and Cortman, 1985), manufacturing-based (Garvin, 1987) and managerial excellence (Pfeffer and Coote, 1991) approaches which seek to design systems to ensure quality by reducing variations, meeting standards and designing specifications, with emphasis on the process rather than the end product. Quality is measured in terms of customer satisfaction and requires a close relationship between provider and customer. Writers such as (Denning, 1986, Ishikawa, 1985), (Crosby, 1979) and (Juran, 1988) all emphasise the importance of monitoring the process rather than the product, leading to the replacement of quality control by quality assurance and total quality. Subsequently, as it became clear that those relationships between (as well as within) departments were vital, multidisciplinary groups acting on quality issues were created. This evolved into the total quality management philosophy which argues for a complete change in the culture and structure of organizations.

4.4.4 The User-based Approach

The user-based approach (Garvin, 1987) is similar to the individualist (Donabedian, 1980) and consumerist (Pfeffer and Coote, 1991) approaches. It is based on the premise that quality lies in the eye of the beholder and that high quality products or services are those that best meet the needs of the majority of end-users. The term user is employed in preference to that of consumer in order to suggest a context that extends beyond that of a market transaction based on effective demand. Instead it is intended to convey a meaning of someone receiving (or having access to) a quality product or service regardless of their ability to pay. The consumerist approach underpins the citizen's charter. Consumers have an active rather than a passive role because this approach places the emphasis on their desire to receive a satisfactory service and their ability to influence the behaviour of providers by rejecting or complaining about poor quality. Market forces and the right to compensation are two mechanisms which are considered to empower consumers and both, to some extent, now exist in the public sector. However, the right to compensation should not be viewed as an adequate alternative to improvement. The criticism of the quality control methodology is that for some public services (such as social work or health care), the fact that the service was of poor quality could cause real distress to the user, making detection and reparation after the fact of limited usefulness. (Abu Bakar, 1997).

4.4.5 The Value-based Approach

This approach includes the social (Donabedian, 1980) and the democratic (Pfeffer and Coote, 1991) approaches. It defines a quality product or service as one which provides the expected performance at an acceptable price. This approach is the one most appropriate to the public sector because it seeks to achieve a balance between different interests in the interest of the community as a whole. It is concerned with planning and

delivery as well as outputs. It draws upon other approaches to define quality as fitness for purpose, responsiveness and empowerment. Fitness for purpose draws on the strengths of the engineering approach but also incorporates equality of opportunity and access. Responsiveness is derived from the managerial excellence approach and stresses the importance of identifying users and meeting their needs within a flexible system. Empowerment is about the active involvement of both users and citizens in the planning and delivery services. Thus, although this has elements of the consumerist approach, it is about individual and collective power. It must include access to relevant information, transparent and conspicuous decision-making and public accountability as rights vested in the public rather than privileges conferred by professionals and politicians (Abu Bakar, 1997).

4.4.6 The Professional Approach

This encompasses the absolute (Donabedian, 1980) and scientific expert (Pfeffer and Coote, 1991) approaches. Writers on quality improvement such as Shingo, Ishikawa and Taguchi favoured to these approaches. As with the user-based approach it is about meeting needs but the emphasis is on how the supplier, or the acknowledged expert, defines that need and how it can best be met. This should not simply be considered as a supply-side approach since it allows for the existence of genuine desire to act in the best interests of the user. However, the intention to satisfy user needs does not always result in satisfied users.

4.4.7 Principles of TQM

After the discussion of relevant literature as above, we are ready to introduce the notion of TQM. The main principles of TQM can now be shown to be:

1. There must be agreed requirements for both internal and external customers.

2. Customers' requirements must be the main focus and met first time, every time.
3. Quality improvement will reduce waste and total costs.
4. There must be a focus on the prevention of problems, rather than an acceptance to cope in a fire-fighting manner.
5. Quality improvement can only result from planned management action.
6. Every job must add value
7. Everybody must be involved, from all levels and across all functions.
8. There must be an emphasis on measurement to help to assess and to meet requirements and objectives
9. A culture of continuous improvement must be established (continuous includes the desirability of dramatic leaps forward as well as steady improvement).
10. An emphasis should be placed on promoting creativity. (Abu Bakar, 1997).

4.5 Summary

This chapter defined quality management and went on to follow the history of TQM from its application to sustained quality in manufacturing processes, including the influence of Deming, the various approaches to its implementation and the principles guiding its operation.

Chapter Five

Potential Benefits of

Systems Thinking

The following diagram presents the position of this chapter in the thesis.

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5.1 Introduction: What is meant by a Systems Approach?

According to Whitehead (1925) the word “*systems*” derives from the Greek word “*synistanai*,” meaning “to bring together or combine” and has been used for centuries to describe a complex but logical method of operation. However, it was not until manufacturing processes were industrialized in the 19th and 20th centuries that the formal application of the “systems” approach to management, philosophy, and science emerged. (Whitehead, 1925, Bertalanffy, 1968).

According to Lyneis (1995) “Systems Thinking” is gaining broader use and acceptance, but it is not widely understood. It is described as “*an epistemology, based on four basis ideas, emergence, hierarchy, communication and control*” (Checkland, 1996, p.318). While it sounds like a great concept, many find it unclear and somewhat obscure. Systems thinking does present a different approach, but there is nothing mysterious, incomprehensible, or foreign about it. It may be considered as another form of common sense, only from a different viewpoint, but, to use it effectively one must suspend any assumptions already held and try to look at familiar things from a new angle in order to really understand it. (Lyneis, 1995).

5.2 Background of Systems

Systems thinking appeared as a trans-discipline, in 1940s and 1950s, mainly as a response to the failure of reductionism, a traditional scientific method, to cope with the complexity characteristic in the organic and social domains. It appeared, for some time, that systems thinking was the opposite of the scientific method. More recently, though, the physical sciences have accepted holism, together with the ideas related to it, as offering new avenues of examination and new explanatory procedures. The significant theory in physics and the study of dissipative structures in chemistry are examples of a more holistic orientation in the physical sciences (Jackson, 2003).

The physical sciences are now able to make their own contributions to the language of systems thinking generally. Physics brought the idea of indeterminacy to the fore and gave new meaning to the concept of relationships. From chemistry comes a reinforcement of the procedure view of systems and the knowledge of self-organization. Most importantly, science now recognises a new type of general system theory in science beneath the banner of chaos and complexity theory. Complexity theory recognises both order and disorder. The fact that many complex systems seem to exhibit disorder, irregularity and unpredictability had appeared to put them beyond the reach of scientific sympathy. In their early studies, complexity philosophers reinforced the idea by demonstrating that a minor change in the first conditions of a system can lead to important consequences later on: the now famous supposition that a butterfly flapping its wings in the Amazon jungle can conceivably lead to storms in the South China Sea. Surprisingly, what they also found was that underlying seeming chaos was an astonishing degree of pattern.

Complex systems appear to be ruled in some way by ‘strange attractors’, which means that, although they never repeat exactly the same performance, what they do remains within certain limits. For example, the weather in England is disreputably unpredictable in detail, but we never experience extreme cold or extreme heat and, only occasionally, very heavy rainfall or hurricanes. Also, the patterns that rule complex systems appear to be repeated at different stages of the system. The elements of the whole are similar in shape to the whole. Snowflakes and cauliflowers have been used as everyday examples of fractal wholes demonstrating such self-similarity (Jackson, 2003).

5.2.1 The Nature of Machine-era Thinking

A system is a set of two or more related elements. The essential properties of a system as a whole stem from the interactions of its parts rather than their actions taken separately. When a system is taken apart it loses its essential properties and cannot be recognized by analysis (Ackoff, 1981). This type of analysis, as Ackoff (1981) points out, includes three-stages. First, it takes apart the thing to be comprehended. Second, it tries to comprehend the behaviour of the parts taken separately. Third, it tries to combine this recognition into an understanding of the whole. The fundamental underpinning of machine-era thinking, called reductionism is that something has to be taken apart physically or conceptually to be understood: all reality and our experience of it can be reduced to ultimate indivisible elements. However, this obviously raises the question, “*is there any end to such a process?*” (Ackoff, 1981, p.16) All things are reducible to elements, so some believe that one simple relationship, cause-effect, is sufficient to explain all interactions. Nothing else is required to interpret them, not even the environment. This doctrine is called determinism. It tries to develop understanding of natural phenomena without using the concept of the environment they function in

Such thinking fails to explain what strategic management of an organization does and how it chooses to do it, in order to adapt to current rapid changes in the environment. This is a problem that is increasingly recognized and has become a major concern for organizations. Because of the increasing interdependence of individuals, organizations, stakeholders and societies brought about by changes in communication, our environments have become more dynamic and complex. Managers must learn how to adapt more rapidly and effectively to the changes that occur in the strategic management of organizations.

During the Industrial Revolution, working processes were analysed and reduced to a set of simple elements from which were developed modern industrial methods. This is the source of one of the most critical problems facing us today. However, there are now alternative ways of thinking about work, which should be welcomed today. (Kan, 2010)

5.2.2 The Nature of Hard and Soft Systems Thinking

Systems thinking, as argued by Checkland (1981), can be seen as a reaction to the failure of natural science when confronted with complex problems set in social systems. Systems thinkers advocate using “holism” rather than reductionism in such situations. Holism respects the profound interconnectedness of the parts and concentrates on how this often leads to unforeseen outcomes in the form of emergent properties. It does not seek to break down complex problem situations into their parts in order to study them. In order to contribute to a “*holistic*” appreciation of the problematic situation, different perspectives on its nature and possible resolution should be encouraged. In system-era thinking, systems parts are designed to fit each other so as to work together harmoniously for efficiency and effectiveness. Ackoff argues that systems thinking emphasizes three viewpoints. First, identify a containing whole (system) of which the thing to be explained is a part. Second, explain the behaviour or properties of the containing whole. Third, then

explain the behaviour or properties of the thing to be explained in terms of its role(s) or function(s) within its containing whole. (Ackoff, 1981, p.16) asserts that development of this complementarity is a major task of systems thinking. He points out, *“If each part of a system, considered separately, is made to operate as efficiently as possible, the system as a whole will not operate as effectively as possible.”* The performance of a system, therefore, depends more on how its parts interact than on how they act independently of each other.

In the 1970s, the interest in systems was focused on how they could be manipulated in order to achieve whatever purposes they were designed to serve more effectively. Systems thinking, therefore, was dominated by the positivist and functionalist characteristics of the scientific method. It included trends such as hard systems thinking (HST): organizations as systems, operations research, systems analysis and systems engineering. HST is a means of solving problems by applying a clear methodology to identify problems and to amend them through scientific modelling, rational testing, implementation and evaluation processes. However, Ackoff (1981) believes that for many managerial problems, HST proved inadequate. Firstly, it is unable to deal with multiple perceptions of reality. Secondly, the extreme complexity of “soft” systems and their environment frustrates the aspirations of HST. Thirdly, it is unable to deal with conflict and coercion. HST clearly highlights three activities: first, setting objectives; then identifying a string of alternative solutions, and finally, finding the one solution that will be optimal to satisfy those objectives. The objective-seeking approach has been criticized as inappropriate by some systems thinkers (Flood and Carson, 1993). For example, boundaries and objectives are often difficult to define (Midgley et al., 1998). The concept is, however, valid for the resolution of simple, clearly defined problems.

In Vickers’(1970) view, social systems are more usefully thought of as having relationships to be maintained rather than goals to be achieved. The main purpose of soft

systems methodologies (SSM) is to grasp the plurality of viewpoints and to generate meaningful debate between a wide variety of participants in order to promote learning and understanding leading to action with which a majority of stakeholders would be satisfied. The need to develop SSM arose because hard means-end analysis was found to be inappropriate and ineffective for many messy situations encountered in management and organizational studies (Flood and Carson, 1993). Strategic management is faced with complex problems set in organizations. Complex problems involve richly interconnected sets of “parts” and the relationships between the parts can be more important than the nature of the parts themselves. New “emergent” properties arise from the way the parts are organized. In seeking to understand and intervene in organizations, people are inevitably at the centre of the stage where they can understand organizational objectives and promote strategy formulation and implementation. It is necessary to consider different beliefs and purposes, different evaluations of the situation and the frequent incapacity of individuals to predict situations. For the reasons listed above, the attempt to apply reductionism, and the natural scientific method in general, to strategic management problems in organizations has not been an ideal remedy and has yielded only limited success (Jackson, 2000). Although each of the system approaches makes an important contribution in its own right, none fully explores the question of when the approach is most appropriately used. Jackson (2000) explains that this task has been left to a new direction of thought called critical systems thinking (CST). With this we critically assess the question: which methodology should be used and when? However, any organization considering an holistic systems thinking approach to its complex problems would be well-advised to consider SSM as a first step.

There is, however, no over-reaching correct methodology within the systems thinking spectrum. The choice of methodology depends upon the nature of the problem. “*At one*

end, the problem can be formulated precisely and a commensurate solution found. At the other end of the continuum the “problem” cannot be formulated and stated precisely, in fact, often the “problem” is simply an area of concern requiring attention. This type of problem is known as a “soft” problem.”(Patel, 1995, p.15).

SSM, which has the capacity to explore messy, multi-faceted problems, is at the “soft” end of the continuum, because of its concern with human activity systems. It has been criticized for the emphasis placed on the meticulous exploration of the problem and its ramifications as being more fitted for investigation rather than for finding solutions but it is now widely used and has achieved notable success in non-commercial applications such as in education and has been used, with success, by a number of police authorities.

5.2.3 Application of Soft Systems Methodology (SSM)

For the last 30 years, SSM has been widely used to explore complicated problems and, through exploration and recognition of the interests and constraints involved, postulate and examine potential solutions and achieve improvement, hopefully by consensus among those involved and affected. During that time, much has been written on the subject and suggestions for developing and amending the methodology put forward.

“SSM, developed at Lancaster under the guidance of Peter Checkland, utilized the experience of a number of projects over a period of 30 years. These evolved into a powerful sense-making tool for gaining understanding of complexity. In 1981, Checkland published the fruits of this experience...” (Stowell and Welch, 2012, p.44).

New theories and methodologies theories and methodologies of systems thinking and SSM itself of systems thinking and SSM itself *“is now described in two versions, known as Mode 1 (see Checkland, 1981) and Mode 2 (see Checkland and Scholes, 1990) (Stowell & Welch, 2012).* For any organization considering systems thinking for the first

time, it is suggested that SSM Mode 1 be used as the clearest and easiest methodology to use. It is illustrated in Figure 5.1 and briefly described below.

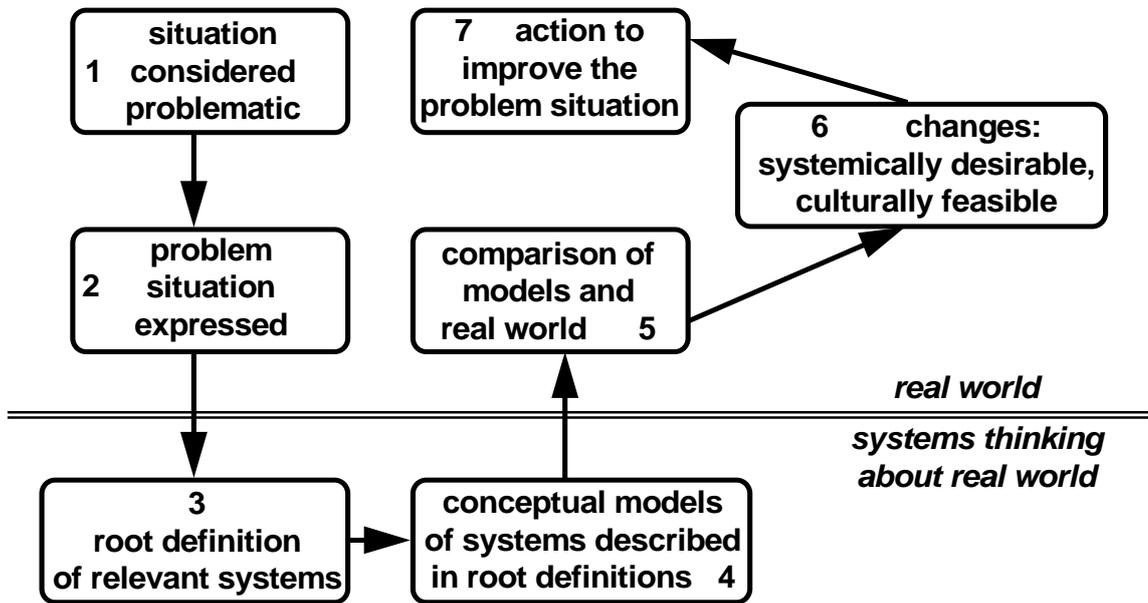


Figure 5.1: SSM Mode 1 archetype (See Checkland and Scholes, 1990, p. 27)

Checkland was adamant that SSM was not a technique or method but a methodology:-

“My sense of the word (methodology) here is that the outcome of the research is not a method but set of principles of method.” (Checkland, 1981, p.161).

Stage 1 The problem situation unstructured – a generalized description

Stage 2 The problem situation expressed, later referred to as the building of

a “rich picture” of the problem, often, in fact, displaying all the

relevant features of the problem in pictorial form, as this form is

more easily assimilated by participants than by the use of text which

could be unwieldy as features of the problem are, ideally, obtained

from all stakeholders affected by it.

These two stages should “*display the situation so that a range of possible and, hopefully, relevant choices can be revealed*” (Checkland, 1981, p.166). and described in Stowell & Welch, 2012 as Problem-Themes (PTs).

Stage 3 enters the realm of systems thinking where systems related to PTs are referred to as Relevant Systems (RSs). There may be several PTs and a PT will have more than one RS.

The most important RSs are then expressed in a short sentence or

Paragraph called a Root Definition (RD). In order to ensure that

all essential stakeholders interests were considered and the process

continued correctly, Checkland suggested the mnemonic CATWOE

to ensure all necessary elements were included. CATWOE represents:-

C: the customers of the system referring to the interest groups who

are the beneficiaries or victims within or outside the system and who

are affected by the systems activities.

A: the actors within the system who carry out or cause to be

carried out the main activities of the system.

T: the transformation process by which the inputs to the system

are transferred into defined outputs.

- W:** the weltanschauung or world view. The perspective from which the root definition is seen.
- O:** the owners of the system who have the ultimate power over the system.
- E:** the environmental constraints on the system that have to be taken as “given” and may be difficult to influence, affect or change.
- Stage 4 is the creation of conceptual models demonstrating potential activities following logically from the root definitions. These are expressed in short phrases with a verb in the imperative, often shown diagrammatically in bubbles with arrows linking activities consequent upon others.
- Stage 5 returns to the real world and debate concerning feasible changes and improvements
- Stage 6 identifies feasible and desirable changes.
- Stage 7 puts them into effect.

As the building of the rich picture required in Stage 2 of the SSM Mode 1 procedure might be time-consuming and therefore unattractive to busy officers, Stowell and Welch (2012) suggest the Appreciate Inquiry Method as an alternative means of collecting information. This is a three stage procedure. Having identified the central question, problem or problem area, each provider of information is asked to provide a systems map reflecting their understanding of the problem. The participant is then asked to describe

each map element, checking that all the elements in the CATWOE mnemonic have been covered.

A composite map will then be prepared, usually by an independent facilitator. It is helpful if this can be done at or presented to a meeting of the participants to stimulate debate. The result should be an agreed composite map. Where the number of participants is large they can be encouraged to work in small groups to produce systems maps which will later coalesce into an agreed composite map. As newcomers to SSM gain expertise, they may well progress from Checkland's seven-stage model (Mode 1) to Mode 2 (Checkland and Scholes, 1990, p.29) shown below:

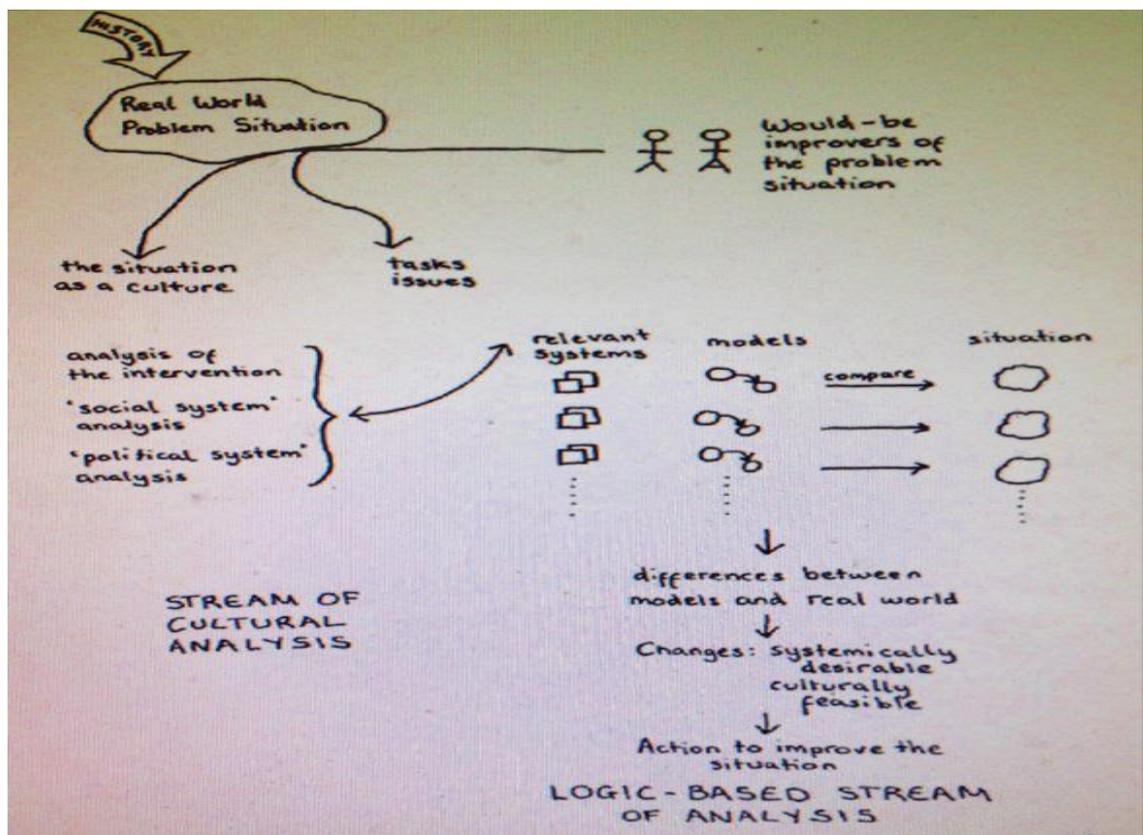


Figure 5.2: SSM Mode 2 archetype (See Checkland and Scholes, 1990, p.29)

“it is not suggested here that Mode 2 has superseded or replaced Mode 1. However, Checkland has been at pains to point out that it should not be regarded as a recipe to be

followed slavishly.....but as the basis for creation of a learning cycle – a way of thinking about complexity in real situations.” (Stowell & Welch, 2012, p.114).

In Mode 2 there are two lines of inquiry or analysis, cultural and logic based, carried out simultaneously. Cultural analysis is concerned with social and political dimensions, while the logic-based inquiry considers tasks and issues which seem to be key aspects of the problem situation. Both lines of inquiry should be inter-related throughout the duration of this phase. Other writers, such as (Brian Wilson, *Systems: Concepts, Methodologies and Applications*, 1992) have extended the methodology, his suggestion being the inclusion of role analysis of the part actors play.

In the early stages of using SSM one of the advantages of the seven-stage process is that it arranges the necessary activities in a logical order. *“Quite often in the real world, some critical activities are neglected and done in retrospect. It is only later that the logical connections between these activities are realized, but this is of no use then. In SSM, the sequencing of activities in the conceptual model is based on their logical dependencies. It is worth knowing what these logical dependencies are to help in improving the real world area of concern.” (Patel, 1995, p.18).*

With experience, the DP will be able to choose from the various systems methodologies to find the best for resolving their problems in the field of further TQM. However, as they have only some theoretical knowledge of systems thinking and no practical experience, I would suggest Checkland’s Mode 1 SSM as their starting point.

SSM can give real insight into the problem situation, the ultimate result being an agreed improvement or amelioration of the situation rather than the achievement of a finite goal (Flood & Carson, 1988). Such changes often work better in practice than the imposition of changes tailored to reach a predetermined target.

However, while SSM is designed to give detailed, in depth information about a problem “SSM has a number of shortcomings of its own.... It is a time-consuming process and it demands a level of commitment from others that is not always easily obtained.” (Brocklesby, 1995, p.77).

It may be that leaders in the DP will find the methodology complicated and time-consuming at first but, with practice, it will give them valuable insight into many problems and problematical situations.

5.3 Critical Systems Thinking

Jackson (2000) argues that CST takes systems thinking forward with dynamism and continued development. As the DP have no experience of systems thinking and little knowledge of SSM, they may well need to experiment with the latter on a range of problems before going deeper into later developments in systems thinking. However, they may well wish to consider the work of Jackson and Keyes (1984) at some future date.

5.4 The system of systems methodologies

The benefit of holistic analysis is to make clear it that each methodology will help us to deal with some management issues only. No single methodology has been developed that is sufficient to tackle all the wide variety of issues arising in organizations. Efforts along these lines are dealt with by Jackson and Keys (1984). Their approach is the development of a grid into which management and organizational issues may be classified. Using the grid this research can critically assess how well system-based methodologies will face up to various types of management issues. The SOSM, therefore,

provides the basis for choice of methodology appropriate to tackle complex problems. However, CST borrows methods from other methodologies as part of its practices. These methods, therefore, never remain the same as their creators intended so that they are imbued with new assumptions. Thus, it is difficult to translate them into methodology, except through the use of the methodology of critical systems heuristics when coercion is identified (Midgley, 2003). This is illustrated in the diagram below:

		PARTICIPANTS		
		UNITARY	PLURALIST	COERCIVE
SYSTEMS	SIMPLE	Simple-Unitary	Simple-Pluralist	Simple-Coercive
	COMPLEX	Complex-Unitary	Complex-Pluralist	Complex-Coercive

(Figure 5.3) 'ideal-type' grid of problems illustrates such problem situations. (Jackson, 2003, p.18)

If agreement on a common set of goals for the system is achieved, then the relationship is placed at "unitary." If the relationship is not unitary but among the conflicting viewpoints of different interest-groups, further compromise can be negotiated, then it is placed at "pluralist." If, however, the conflict is resolved by bringing power to bear, then the relationship is placed at "coercive" (Flood and Carson, 1993). As it is recognised that relationships may vary in complexity, two levels are shown vertically, i.e. simple and complex. As it was realized that hard systems could not handle complex and turbulent

problem situations, Jackson (2003) put forward a more flexible approach using four components, illustrated in Fig. 5.5.

5.5 Liberating Systems Theory

Flood, in his work on liberating systems theory (LST) recognized that there would be value in bringing the work of both Habermas, a Marxist, and Foucault, a poststructuralist, together. In *Liberating Systems Theory* (1990a) and other writings (1990b, c), Flood has tried to come to terms with postmodernism for his argument, mainly as it is stated in the works of Foucault. Flood says that Habermas and Foucault can be seen as causal to a position opposed to theoretical isolationism (especially of the technocratic kind) and in favour of theoretical pluralism. Habermas offers a basis for admitting three types of rationality, for promoting the growth of each and for criticizing the limits of each. But he is inexperienced in the way he conceptualizes power, believing that influence can be made to follow knowledge, to issue forth from the power of the better argument. (Flood, 1990).

According to Flood (1990a) following Foucault's logic, it has been said that the "*liberating systems theory*" should contain an additional liberty of repressed knowledge in systems theory itself. Critical analysis should concentrate as much on revealing lost or repressed knowledge as on the inspection of knowledge which has existed and developed as dominant. Since the rise of certain fields of knowledge to prominence and the subjugation of others relies upon localized settings and struggles ruled by power in the non- discursive realm, and there is no general rationale to any of this (a postmodernist position), the only technique to counter dominant knowledge and bring the repressed to light, is through "*oppositional thinking*." Such thinking is for resisters more than for those who already know the answer and it emphasises the extreme and the non-routine. (Flood, 1990).

5.6 Discordant Pluralism

Considering the nature of concepts as diverse as history, knowledge, and influence, Flood needs to demonstrate that the two situations *share features*. It is these joint aspects that, despite their changes, will allow them to be used in a 'meta-unity' which he terms 'Liberating Systems Theory.' (Flood, 1990a).

Cooper and Burrell (1988) . . . “[note] that Habermas has been vigorous in his criticisms of Foucault and that the groundings [of the two positions] appear to conflict. From another angle, however, a commonality that turns out to be a linchpin in the following studies, can be found at a meta-level, and is characterized as an open and conciliatory approach to competing views and traditions”. (Flood, 1990a, pp. 22-23). Flood has admitted that overcoming the conflicts that arise from the conducts which the two theoreticians consider of power is 'extremely problematic.' But, this does not stop him from determining to achieve an adequate epistemology that is constructed from the complementarist ideas of Foucault's Interpretive Analytics and Habermas' knowledge-constitutive interests. (Flood, 1990a, p. 50).

There is certainly a critically appreciative seed within Flood's work as he makes several observations which agree with the discordant pluralist perspective being argued within this paper. As an example for that he has stresses that “the only unchanging rudimentary thesis of critical thinking is that it is itself changeable” (Flood, 1990a, p. 50).

Flood attempts to discover a balance between modernism and postmodernism. Flood (1990, 1991). He notes the relevance of the interpretive analytics of Foucault (thus named by Smart, 1983) and has offered a critique of critical systemic modernism in a scheme called Liberating Systems Theory. The scheme ran Foucault's postmodernist work

through Habermas' modernist investigation (that underpins critical systemic modernism). It is hoped that the argument put forward could offer the springboard for a better understanding of complementarity.

The recommendations raised by the introduction of this agenda for liberating systems thinking were that thinkers/actors need to be specifically conscious of the way that rulings are made in the procedure of emerging "*knowledge*." Knowledge rulings have frequently represented the consequence of the process of political forces in which forms of knowledge have been culturally repressed. What has been agreed as the best way of seeing may easily echo those forms of seeing that have developed in society through the force of tactics rather than by the force of reason. The postmodernist test drew out the irony that if the procedure of liberating knowledge-forms and forms of argument was to gain any momentum, tactical decisions may have to be made to counteract the power of leading argumentation in society. Foucault, for example, has argued (1984, pp. 382-383) that polemic forms of argument depend on persuasion of "the other" to allow one's viewpoint to prevail and that these forms of argument in society are already too dominant. The dilemma facing postmodernists is in what way they themselves may ground judgements once they need to relinquish the criterion of referential speech as well as of allegedly standardised forms of argument. Flood's references are likely to draw attention to tension among Foucault and Habermas on this score (1990, pp. 48-50), and to the dilemmas to which this tension might give rise, one of the features which could be seen to mark out a post-critical position and a route towards variety of management.

The postmodernist critique of referential speech which tries to mirror (external) reality is bound up with the claim that such speech becomes a dominant way of "*presencing*" that which is regarded as presentable. This for postmodernists implies repression of the

subversive. While many critical theorists (including critical modernists) have also rejected the notion of referential speech, they insist that the criterion of "good argument" for its part cannot/should not be relinquished.

5.7 Systems and Leadership

At this point, it is necessary to consider the relationship between leadership and systems thinking. A systems approach to leadership can be defined as:

“The holistic approach to leadership and organizational development which can be used by any leader at any organizational level to optimise an organization or part of it to create sustainable high performance in conditions of high complexity and uncertainty” (Coffey, 2010 p.19). A systems approach to leadership (SAL) is built on a framework consisting of a strategy of whole system development to optimise all forms of organisational entity (i.e. individual, teams, business units and whole organisation) for sustained high performance. According to Coffey (2010) an “in context” method is one of systematic enquiry, critical reflection and strategic action to move quickly and effectively toward local optimisation. A supporting set of integrated action strategies, processes, skills and knowledge is needed Coffey (2010). Foundational assumptions, systems methods and models link individual cognition (knowledge-in-action) to organization performance Coffey (2010).

The top element of the framework is a strategy which gives an overall purpose and focus for the methodology. The core and centralisation of the framework is an actionable development method – the Cognition – Systems Method (CSM) which links leadership action “in the moment” to individual and organisation development and, in the end, long term performance. Supporting the method at the next level it includes a set of action

strategies, processes, skills and knowledge. At the base of the framework are general and specific systems models and methods as well as foundational assumptions based on a naturalistic world view Coffey (2010).

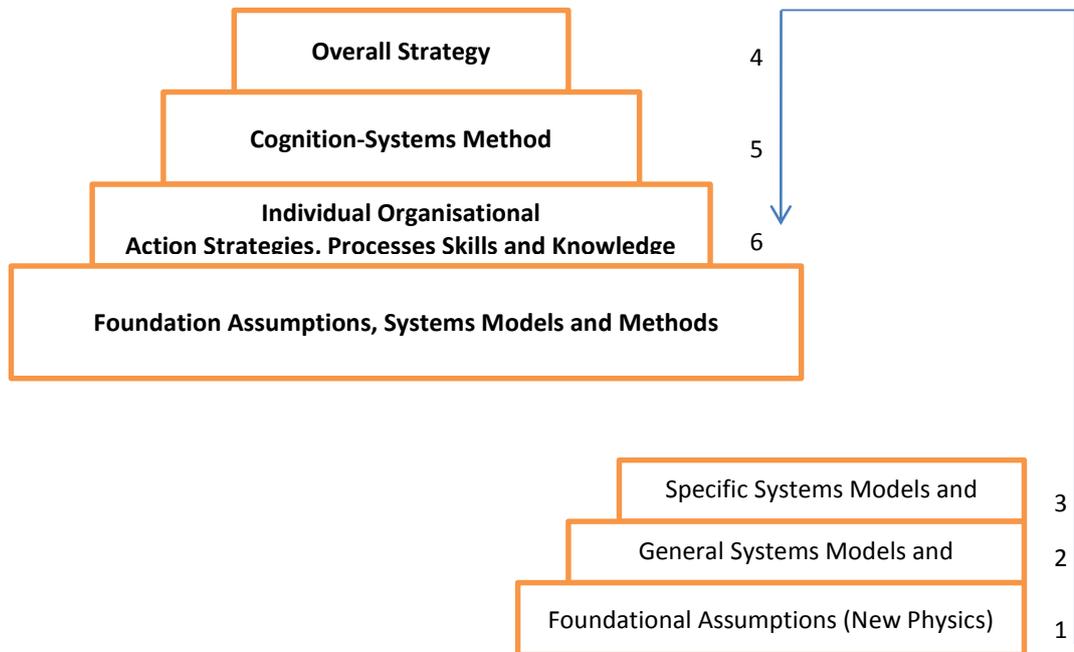


Figure 5.4 SAL's major components and their presentation sequence (Coffey, 2010)

Levels constitute the methodology. The base level can be expanded into three components giving a total of six levels as shown in Fig. 5.4.

The systems approach deals with two basic components:

1. Elements.
2. Processes.

Elements: are quantifiable things that can be connected together. They are also called objects, events, patterns, or structures.

Processes: can change elements from one form to another. They may also be called activities, relations, or functions. In systems, the elements or processes are gathered in order to decrease the complexity of the system for theoretical or applied purposes. Contingent on the system's design, groups and the interfaces between groups could be either elements or processes. Furthermore, elements or processes can be grouped together and there will be differences within each group. Understanding the nature of these differences is central to the application of systems theory to problem-solving. (Whitehead 1925; Bertalanffy, 1968).

As the need for precision and efficiency required in technology, science, and management increased in line with the growing complexity of industrial processes, it became progressively more important to develop a theoretical foundation to avoid being overwhelmed by that complexity. The systems approach emerged as scientists and philosophers identified common themes in the ways in which complex systems were handled and organised. (Whitehead, 1925; Bertalanffy, 1968).

Four major concepts underlie the systems approach:

1. Specialization: A system is divided into smaller components allowing more specialized concentration on each one.
2. Grouping: To avoid generating greater complexity with increasing specialization, it becomes necessary to group related disciplines or sub-disciplines.
3. Coordination: As the components and subcomponents of a system are grouped, it is necessary to coordinate the interactions among groups.
4. Emergent properties: Dividing a system into sub-systems (groups of component parts within the system), requires recognising and understanding the "emergent properties" of a system; that is, knowing why the system as a whole is better

than the sum of its parts. For example, two stands of trees in a forest may contain the same tree species, but the spatial arrangement and size structure of the individual trees will create different habitats for wildlife species. In this case, an emergent property of each stand is the wildlife habitat. (Whitehead, 1925; Bertalanffy, 1968).

5.7.1 Understanding a Systems Approach to Leadership

A good understanding of SAL needs an appreciation of these points:

- (a) Its inherent holistic character
- (b) Each of its component parts
- (c) How each of the parts is integrated into the whole framework

The emphasis of this section is on the holistic aspects of SAL [points (a) and (c) above] and outlining each of the component parts occupies the remainder of it. Giving a global overview of SAL in a single section has two implications. Firstly, it is necessary to omit many points of detail, and secondly, it means there will be a degree of repetition as each component is clarified in detail in later sections. The dilemma thus arising between whole and part is a natural and unavoidable part of holistic approaches.

The impression of SAL's major components follows a sequence which starts with the three components of the base level and then moves through the top three levels starting at the top (see Fig. 5.4). Both this section and the whole of Coffey's book (Coffey, 2010) follow this order. The object of this seemingly meandering path is that the overall strategy, method and supporting components have little relevance if the foundational elements are not appreciated. As the general strategy is the only component not discussed elsewhere it is outlined in part below. The outcomes from SAL and some of its features close the section.

5.7.2 Leaders as System Builders

SAL strategy could be used by any individual, at any level of an organization, in any formal or informal position. Each individual (leader/manager) has the capacity to effect all situations they interact with to some extent, their scope for influence will rely on their formal and informal position in the organization. Those in more senior roles and those exercising higher levels of informal influence are more likely to be able to marshal better resources and have greater influence than those at basic levels or without significant levels of informal influence. Senior leaders/managers are more likely to be able to initiate large scale changes supported by external consultation and training while individuals at basic levels are more likely to be restricted to changes in themselves and their immediate field of activity. Each leader's situation has a set of limits constraining the scope of their actions and the biggest challenge for each leader/manager is to make the most of their impact within these constraints. A strategy of whole system growth places a leader/manager in the role of designer, builder and facilitator of the whole system. This role has a high "value adding" impact on any organization and is important for leaders/managers at all levels. The role involves taking action to understand, design, create and transform all forms of organizational entity to improve growth and develop performance and viability. As leaders/managers are integrally part of the systems being developed, the development and improving process necessarily includes their own development and improvement of their own practices as well as those of other parts of the organization Coffey (2010).

5.8 Summary

This chapter has discussed the way in which systems thinking has evolved from improving efficiency by encouraging management to consider the human element in problems and initiate debate about ways of achieving improvement in quality of product or service. The development of the methodology from the limitations of HST to more flexible systems has been followed.

The DP have taken a very modern approach in seeking to tackle their problems of maintaining and improving their quality of service in-house. *“The days when the analyst or consultant goes away with a clearly defined problem and turns up with a pre-prepared solution are long gone. Now, organizations feel the need not only to be involved with the formulation and analysis of the problem, but also to have an understanding of the methodology employed.”* (Platt & Warwick, 1995, pp19-21).

As the Dubai Police have no previous experience of systems thinking as a way of achieving improvement, it is suggested that they should initially introduce the methodology in the form first proposed by Checkland (1981), amended in Checkland & Scholes (1990) and Stowell & Welch, (2012). With more experience, the DP may explore variations of the original methodology such as those put forward by Jackson (2003).

The chapter included discussion of further developments in systems thinking, such as SOSM, Liberating Systems Thinking and Discordant Pluralism and finished with an investigation of ways in which a systems approach to leadership can bring about beneficial changes. These systems approaches, combined with Total Quality Management and Effective Leadership principles are presented in the next figure (5.9) as a roadmap for the design of this research and investigation presented in the following chapters.

5.9 Framework

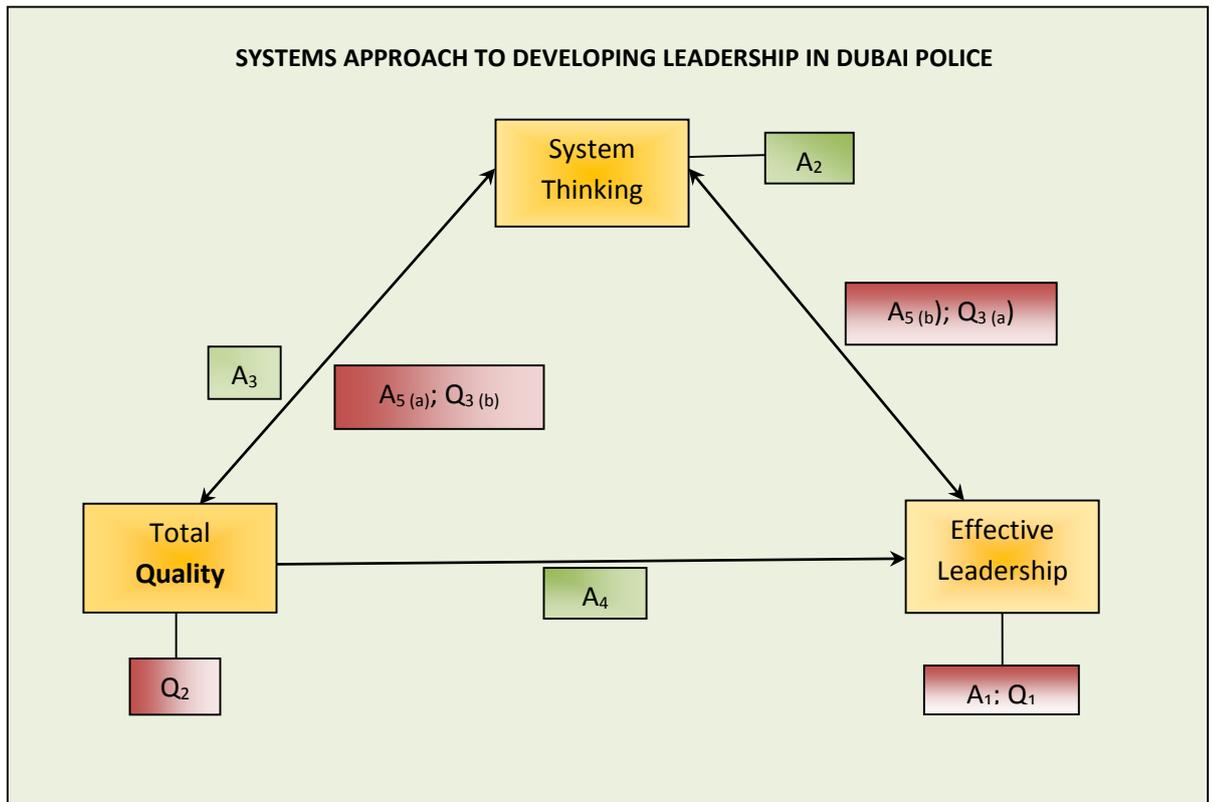


Figure 5.5: Framework. (Source: Author, 2012)

The framework discusses the relationship between the main constructs – Systems Thinking, Effective Leadership and Total Quality Management. The research will focus on 5 main aims as shown in the document which will reveal the relationship.

Aim 1 (A1) is concerned solely with finding types of leadership practice current in the Dubai Police. Aim (A2) will look at the tensions creating barriers or constraints that exist which may hinder effective leadership taking place in Dubai Police. Aim (A3) will focus on the relationship between total quality and the way in which a systems approach can bring about effective implementation of total quality processes in the Dubai Police. Aim (A4) focuses on how total quality can be adopted to improve leadership Qualities/practices in the Dubai Police. Aim (A5) will extend the base of knowledge of total quality which will be accomplished by research in the field of systems thinking.

Three questions will help to answer these key aims. Question 1 (Q1) examines the concept of leadership. Question 2 (Q2) investigate how total quality is implemented in Dubai Police and what the barriers to it exist there. Question 3 (Q3) is in two parts and investigates the relationship between leadership and systems thinking and the relationship between a systems approach and total quality.

Chapter Six

Methodology

The following diagram presents the position of this chapter in the thesis.

Chapter 1	Introduction
Chapter 2	Background
Chapter 3	The Concept of Leadership
Chapter 4	Success and Failure of TQM
Chapter 5	Potential Benefits of ST
Chapter 6	Methodology
Chapter 7	DP Managers Interviews
Chapter 8	DP Staff Survey Questionnaires
Chapter 9	Discussion
Chapter 10	Conclusion, Implications and Recommendations

6.1 Introduction

In order to achieve the aims and objectives set out in the first chapter of this thesis, it was necessary to collect data which would give an unbiased overview of the current leadership situation in the DPF and its effect upon the introduction and development of total quality management to the highest possible standard throughout the organization.

To this end, appropriate methods of research were identified and discussed, the eventual result of which was the selection of a mix of research methods. As the problems facing the DP concern the effect of leadership on TQM and failure to extend TQ principles to the lower levels of the organization, information on these aspects was sought by analysing the responses received from experts in the field of TQM in semi-structured interviews. At the same time, in order to ascertain how leadership actually functioned in the DP, a questionnaire was circulated to subordinate employees which enabled them to evaluate the abilities and attitudes of their immediate superiors. In order to achieve this, respondents were originally presented with some 80 questions designed to explore these aspects in depth and obtain the data necessary to the achievement of the research objective. Consideration had also to be given to the way in which the questionnaire was

presented to the respondents and means for ensuring the highest level of participation by them.

Once the data had been gathered, it was necessary to analyse the findings and to decide upon methods by which the results of the analysis might be presented to illustrate clearly the way in which leadership issues were viewed by a random selection of employees of the DPF.

As regards the qualitative study, it was decided to proceed by means of a series of semi-structured interviews with senior managerial staff. To acquire the data it was hoped would come out these interviews, it was necessary to select a method by which to identify, codify and analyse the themes emerging from the participants' responses, which, it was anticipated would give a more generalised overview of the situation in the DPF. A discussion of sample size and the validity of small samples is also presented.

The chapter concludes with a summary of the methodology employed, the rationale for such use and an evaluation of its effectiveness.

6.2 Research Philosophy

Decisions and choices regarding research design can be viewed as peeling the layers of an onion (Saunders et al., 2000). Its include five main issues, namely research paradigms, research approaches, research strategies, time horizons and data collection methods as before mentioned, and shown in the Onion Diagram. Each of these will be discussed in turn.

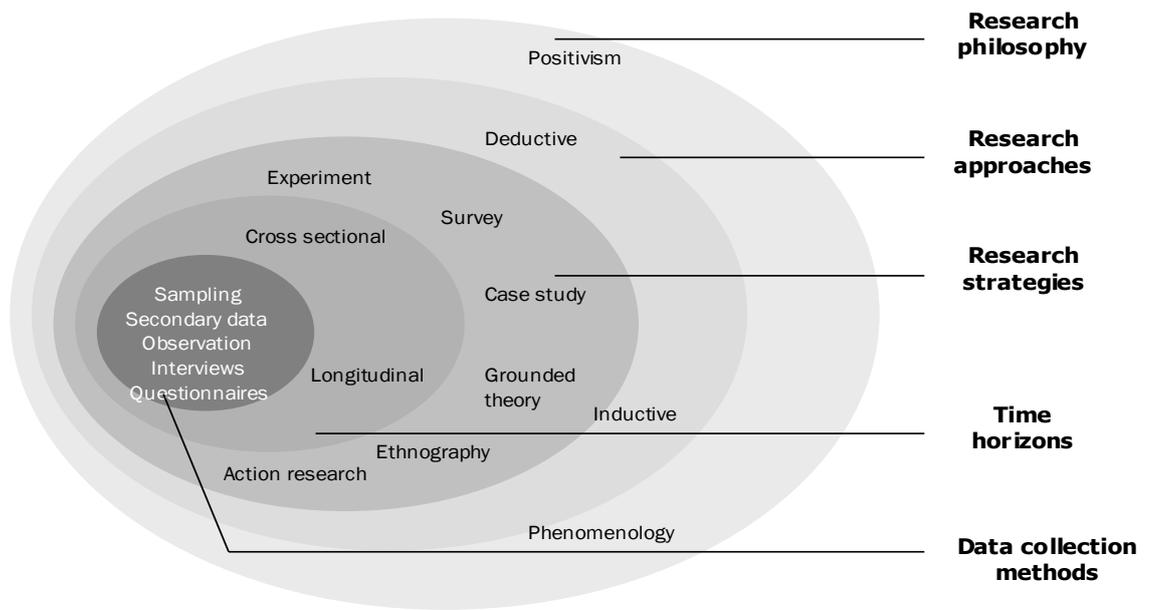


Figure 6.1

(Source: Saunders et al., 2003. p.83)

6.3 Research Paradigms

The term paradigm is used in scientific practise to describe the handling of philosophies, assumptions and current knowledge on a specific subject.

“Paradigms are universally recognised scientific achievements that for a time provide model problems and solutions to community practitioners” (Kuhn, 1962, P. 175).

They provide *“a framework comprising an accepted set of theories, methods and ways of defining data”* (Collis and Hussey, 2003, p.47). In fact, they provide the springboard for future research.

As will be seen, the two main research paradigms used are quantitative and qualitative. The first is used in such natural sciences as physics, chemistry and biology, the second is more applicable to the social sciences where the researchers approach maybe more subjective.

Epistemology concerns what forms acceptable knowledge in the field of study, and its stress on the relationships between the researcher and the research (Denzin & Lincoln, 2000). The epistemological choice influences the adopted methodology by the researcher (Easterby-Smith, et al., 2002, p.34); **table 6.1** summarizes the relationships between the three main epistemologies and methods in social science.

Table 6.1: Methodological implications of different epistemologies within social science.

Social Science Epistemologies		
	Positivism	Relativism
<i>Elements of Methods:</i>		
Aim	Discovery	Exposure
Starting Points	Hypotheses	Supposition
Design	Experiment	Triangulation
Techniques	Measurement	Survey
Analysis/ interpretation	Verification/ falsification	Probability
Outcomes	Causality	Correlation

(Source: Easterby-Smith, et al., 2002, p.34)

The quantitative paradigm is concerned with phenomena that can be observed, measured and validated (Collis & Hussey, 2003), while a qualitative/relativist paradigm refers to "an approach to the study of the social world which seeks to describe and analyse the culture and behaviour of humans and their groups from the point of view of those being studied" (Bryman 1988, p.46).

Burrell and Morgan (1979) offer a categorisation of social science paradigms that can be used in management and business research. The four paradigms are intended to correspond to four conceptual dimensions: radical change - regulation and subjectivist - objectivist.

The four paradigms offered by Burrell and Morgan are:

1. Functionalist
2. Radical Structuralist
3. Interpretive
4. Radical Humanist (Saunders, et al., 2007, p.112).

Deetz (1996) argues against the conceptual dimensions that presented by Burrell and Morgan, and offers another dimension and another categorisation of the paradigms in social science, these being normal, critical, interpretive and dialogic (Deetz, 1996. p.199). As my research was wholly concerned with the evaluation of the opinions of my respondents which could be handled by means of the relevant steps in a positivist/relationist epistemology I have chosen a mix of the two using the methods set out in Table 3.1 (Easterby-Smith et al., 2002, p.34)

6.4 Research Approach

The research approach is about how the research project will involve the use of theory (Saunders, et al., 2003). There are two research approaches: the deductive approach and the inductive approach.

Deductive research is a method of study in which a conceptual framework is developed and then tested while inductive research is a method in which theory is developed from the observation of empirical reality (Collies and Hussey, 2003).

This research will be using a combination of the deductive and inductive approaches. In this research, the two different approaches defined by Corbetta (2003) have been used. An inductive approach is reflected in the qualitative research, where the data collected from interviewees in positions of authority consisted of expressions of opinion and suggestion, enabling the researcher to evaluate the situation and develop theories and

strategies for the future study of the organization. This was combined with a deductive strategy for the quantitative research, which was concerned with the perceptions of participants working at lower levels in the organization. Their opinions would provide a concrete and more grounded basis from which to refine and test the more theoretical suggestions derived from the qualitative survey.

However, there were areas where the two approaches merged. Qualitative interviews made useful detailed suggestions for future action; of the questions framed for the quantitative participants sought views and opinions from which theories could be built rather than tested.

As regards the semi-structured interviews, the seven questions presented to the survey population were used as a framework by which interviewees were guided into discussion of chosen topics. The main aims were to examine the ethos and operation of leadership strategy in the DPF, identify problems and suggest solutions. There was no assumption that any preconceived solutions would be backed up by the participants' statements so the approach here can again be classified as inductive.

While the current research does not lend itself to the use of one method to the exclusion of the other, it is useful to consider the main principles involved in them both, as illustrated in the Table 6.2.

Table 6.2 Major Differences between Deductive and Inductive Approaches

Deduction Emphasises	Induction Emphasises
<ul style="list-style-type: none"> • The collection of quantitative data. • The application of controls to ensure validity of data. • The operationalisation of concepts to ensure clarity of definition. • A highly structured approach. • Researcher independence of what is being researched. • The need to select samples of sufficient size in order to generalise conclusions. 	<ul style="list-style-type: none"> • Gaining an understanding of the meanings humans attach to events. • A close understanding of the research context. • The collection of qualitative data. • A more flexible structure to permit changes of research emphasis as the research progresses. • A realisation that the researcher is part of the research process. • Less concern with the need to generalise.

Source: Saunders et al. (2007, p.120)

6.5 Research Strategy

Saunders et al., (2003) describe research in terms of being a general plan and strategy for the research to be undertaken. There are many different research strategies that relate to the inductive approach, including the use of case studies.

Case study researches consisting of a detailed investigation about a single case or a small number of cases (Saunders et al., 2003) are often useful for background information and analysis of the context and processes that illustrate the theoretical issues being studied (Hartley, 2004). In this instance, no case study material was requested or offered.

Nor will the research use an ethnographical strategy even though this research is related to culture in organization. The purpose of this study is not to interpret the social life in the organization but to explore the role played by cultural norms and values in encouraging receptiveness to new managerial strategies. Time constraints are another

reason for not using ethnography because this strategy demands observation of participants over a long period of time (Saunders, et al., 2003).

6.6 Time Horizon

A time horizon engages whether the research is to be longitudinal or cross sectional. According to Collis and Hussey longitudinal study is the study of variables or a group of subjects over time (Collis and Hussey, 2003), while cross sectional research is designed to obtain information on variables in many different contexts but at the same time (Lewis, 2003), i.e. it involves only one episode of fieldwork. This research relies on collecting data at one given time using cross sectional design. Time constraints are another reason to choose cross sectional research. Even if the cross-sectional method is usually used with positivistic philosophy, it could be used in studies based in interviews conducted over a short period of time (Saunders et al., 2003).

6.7 Triangulation Method Design

This research will use a process of method triangulation, which is a process of using different methods of obtaining data from the same research material in order to strengthen the validity of results (Saunders et al., 2003). It is used to obtain research material and as a means of cross-checking one form of research by simultaneous use of another, here quantitative by carrying out a survey and qualitative by means of semi-structured interviews. Denzin (1978) quoted in Patton (1987) identified four types of triangulation, which are:

1. Data Triangulation
2. Investigator Triangulation
3. Theory Triangulation
4. Methodological Triangulation (Patton, 1987. p.60).

This research will be using two kinds of triangulation:

- Data Triangulation, where the data are collected from different sources;
 1. Senior managers through in depth interviews to explore the interrelationship between the concepts of the research.
 2. A sample of senior managers, their supervisors and their subordinates in each part of an organization through a questionnaire to measure organizational culture, individual differences, perceived efficacy, perceived desirability. (Collis and Hussey, 2003).

- Methodological triangulation, where several methods are used to study a single phenomenon (Patton, 1987, p.60). This research will be relying on questionnaires and semi-structured interviews which will be 35% quantitative and 65% qualitative. The reason for using these methods is because they are related to the conceptual framework. This research will using the “structural and process approach” where quantitative methods are particularly efficient for understanding the structural features of social relations in the organization and qualitative methods are used to explore aspects of the process (Punch, 2000).

This research will be using methodological triangulation to enable researchers to use any method which is appropriate and suitable for answering the research questions of the study.

6.8 The rationale behind using triangulation

Becoming pragmatic researchers enables researchers to be more flexible in selecting appropriate data collection methods for their own topic as they attempt to address a range of research questions that arise (Tashakkori, & Teddlie, 1998, p.41).

- The triangulation method also enables the researcher to link empirical accuracy with descriptive accuracy (Onwuegbuzie, & Leech, 2005, p.383). However, Bryman and Bell (2007: 658) argued against these advantages of the triangulation methods because of the mixed methods of research which have to be used to answer different research questions in a variety of ways.
- Triangulation can also give the researcher the best opportunity to combine the macro and micro levels of a research issue (Kelle, 2001, p.14; Onwuegbuzie & Leech, 2005). Kelle (2001) has explained the role of triangulation method in explaining social phenomena at both micro and macro levels (Kelle, 2001). As Todd and his colleagues pointed out, "Different methods may be more suited to looking at different levels of the same problem" (Todd, et al., 2004, p.11).
- According to Madey (1982) triangulation can be a very helpful and useful approach for developing a conceptual framework, especially in a new research setting.

"Combining quantitative and qualitative research together can help the researcher to develop a conceptual framework and also to validate quantitative findings by referring to information extracted from the qualitative phase of the study, and also to construct indices from qualitative data that can be in use to analyse quantitative data. However, because quantitative research is typically motivated by the researcher's concerns, whereas qualitative research is often

driven by a desire to capture the participant's voice, pragmatic researchers are able to merge these two emphases within a single investigation" (Madey, 1982, cited in Onwuegbuzie & Leech, 2005. p.384).

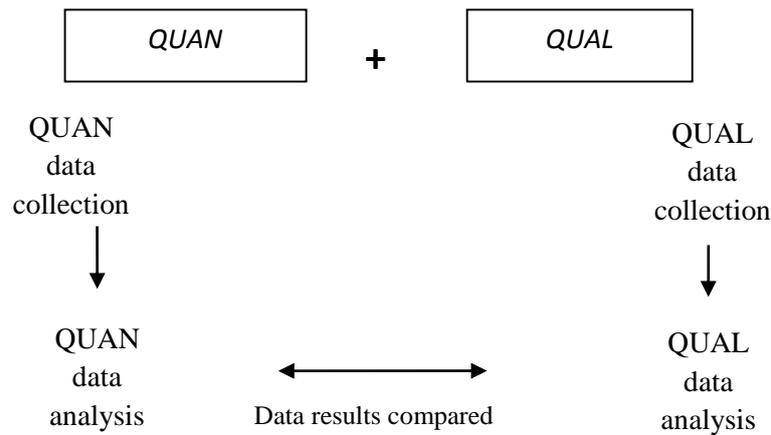
According to Morse (1991), there are four designs of methodological triangulation which could be used according to the theoretical drive (inductive or deductive).

Table 6.3: Methodological Triangulation Design:

Approach	Type	Purpose
QUAL + Quan	Simultaneous	To enrich description of sample
QUAL → quan	Sequential	To test emergent ; determine distribution of the phenomena in population
QUAN + qual	Simultaneous	To describe part of phenomena that cannot be quantified
QUAN → qual	Sequential	To examine unexpected results

(Source: Morse, 1991, p. 122)

This research will be using the concurrent triangulation strategy (Quan + Qual deductive/inductive simultaneous design). In this design, a theoretical framework is built from the literature review, quantitative and qualitative data are all collected at the same time and analysed in a complementary manner (Tashakkori, & Teddlie 1998, 47). This design will help to describe part of phenomena that cannot be qualified and to confirm the cross-validate and corroborate findings within a single study by using two different methods (Creswell, 2003, 217).

Figure 6.3: Concurrent Triangulation Strategy:

(Source: Creswell, 2003, p.214)

This strategy has two advantages: the first of this strategy is that of obtaining the results in a shorter data collection period. The second is that it may be more flexible for providing well-validated and substantial findings (Creswell, 2003, 217).

This research will be employing a combination mix of quantitative and qualitative data. This includes a survey which meets the aims and objectives of the exercise. The quantitative data will be obtained from a survey by a questionnaire completed by a number of employees and managers. To obtain the qualitative data the researcher will be using a semi-structured interview carried out during meetings with a sample containing subjects from a specific area in a central over-arching department called 'the General Department of Total Quality' at the Dubai Police General Headquarters which was created to coordinate improvements in managerial practice and was initiated at the behest of the Commander-in-Chief of Dubai Police, subjects from the quality assurance sub-departments subsequently created in all departments and a small number of consultants working in the field of TQM.

An important feature of the methodology is the relationship between the qualitative and quantitative approaches. Quantitative methods of analysis often involve the testing of hypotheses but here no preliminary hypotheses were set up and the questionnaire, distributed throughout all departments and sections of the DP was designed to provide raw numerical data from a wide range of employees on aspects of leadership/management in the force. Another method was needed to discover how far motivational concepts succeeded in the DP, so semi-structured interviews with the senior staff and consultants mentioned above were used as the qualitative approach.

By means of a questionnaire

6.9 Justification of the research methodology used

In this thesis the nature of the study makes the researcher focus on the survey of a sample of managers and employees, so avoiding secondary data which could possibly be filtered by 'gatekeepers', including the media and the entity itself. The quantitative survey by means of a questionnaire is intended as an objective assessment of a high number of employees of the DPF by their subordinates while the qualitative survey by semi-structured interview is a more subjective study conducted with personnel who have a wider view of the situation throughout the DPF. These two complementary investigations serve as a reliability test, which means that the greater the concordance between the survey results and those gained through the interviews, the greater is the reliability of the study. The methods mentioned have been used because these features make them practical and useful and in this study.

6.10 Ethical Considerations

When ensuring a study is executed in an ethical manner, it is essential that one adheres to a code of conduct that relates to social research. Such codes will consider whether the interests and concerns of participants who might be affected by the research are safeguarded (Robson, 2002). 'Informed consent' and 'employee confidentiality' were the two core ethical considerations of this study (Saunders et al., 2003). Such considerations were taken into account by observing the following principles:

- 1) Participation in the study was voluntary and the accompanying cover letter clearly indicated that if potential participants did not wish to complete the questionnaire they were under no obligation to do so.
- 2) All data obtained via questionnaires and qualitative interviews would be treated as confidential. Findings derived from this data would not lead to information being directly attributable to any of the participants in the study or to their being identifiable within the organisation.

Prior to commencing to work with the questionnaires and interviews, permission was sought and obtained from the Dubai Police Headquarters to ensure that the proposed research to be undertaken complied with their code of conduct which encompasses moral and ethical considerations.

Whilst participating employees of the DPF might be vulnerable in this study, the researcher advised every participant as to how the information was to be used and what steps would be taken to ensure that their views would remain confidential. The confidentiality of those involved would be preserved by ensuring that their names were not recorded on the questionnaire. Instead, each completed questionnaire would have a symbol case integer identifier.

The researcher also demonstrated awareness of the way in which the data is mined so that no individual would be exposed by providing breakdowns based on personal questions. If the researcher provides very detailed breakdowns of groups of participants then it is likely the samples would be so small they are likely to be of limited use and likely to expose participants. To illustrate this point hypothetically one could search in Anti-Narcotics for foreign females, 45 years of age or older and with little or no formal education, which would give so small a sample as to be of no real validity. Such a small number of participants would also be easily identifiable.

6.11 Quantitative Methods

This section examines the quantitative research method that will be used for this research. It will contain a definition of the variables and their measurements following the statistical techniques, sources of information and sampling. Finally, a discussion of the reliability and validity will be presented.

6.12 Population and Sampling

“Sampling is the use of a sub-set of the population to represent the whole population” (Saunders et al, 2007, p.171). Population and sampling considerations are amongst the most important of factors for the researcher as these can have an impact on outcomes of the research undertaken and ensure that facts drawn from them are likely to be indicative of the whole. The purpose, design and time frame of research are all factors that help to inform the researcher as to the suitability of adopting a probability or non-probability sampling approach. Random sampling ensures that any individual has an equal chance of selection whilst the non-probability method, in contrast, means that some individuals are more likely to be considered than others. The non-probability approach is favoured in circumstances where it is believed that random sampling would not yield a representative

set or is impractical to conduct. Random sampling is the approach undertaken in this research as it was felt that this method was most likely to capture a fair and representative sample of wider opinions in the DPF.

6.13 Questionnaire Design

The questionnaire method will be used in this research to assess behaviour, individual differences and their perception of supportive context among rank and file employees of the DPF. The definitions and measurements of these variables will be presented in the next section.

The questionnaires consist of the type of data collection in which each respondent is asked to answer the same set of questions in a pre-determined order (Saunders, et al., 2007: 355). According to Saunders (2007) the questionnaires can be self-administered or interviewer administered (Saunders, et al., 2007, p.355). This research will be using self-administered questionnaires delivered by hand to respondents and collected later. This strategy will allow the researcher to clear up any doubts the respondent may have; also this type of research can be conducted by a single researcher (Neuman, 2003, p.289).

Sekaran (1992, p.20) considers a questionnaire as a set of pre-defined written questions developed by the researcher so that participants can effectively records their answers. Questionnaires are a commonly used tool utilised within social science related research as they offer “*an efficient data collection mechanism for the variability of interests*”.

6.14 Quantitative Data Gathering

Quantitative data will be used in this research because of the great advantages in terms of reliability as sources of information and clearly presented findings (Denscombe, 1998). This type of data has great significance in gathering reliable information from social research, providing readable and comparable findings (Denscombe, 1998). This is a very necessary incentive for adopting this kind of data.

The advantages and disadvantages of quantitative data, according to Denscombe (1998) are listed in the following sections.

6.14.1 Advantages of quantitative data analysis

Quantitative data will allow the researcher to find the easiest replication as it does not leave any doubt in the analysis due its objectivity. This can let others check its authenticity (Denscombe, 1998).

It can be easily presented by means of charts, tables, graphs and so on, making it easier to communicate with others and easier to understand without any problem or difficulty (Denscombe, 1998).

6.14.2 Disadvantages of quantitative data analysis

In the quantitative survey, the quality of data gathered depends on the methods that have been used to gather the information. Unsuitable methods could provide information not relevant to the research. Too large an amount of data can cause confusion for the researcher, in particular if the research contains too many cases, variables and issues. However, it is necessary to gather the maximum amount of data that is relevant to the research (Denscombe, 1998).

In the current study, the quantitative research does not seek to set up a premise or theory about the role leadership plays in the development of total quality management in the DPF at present and prove or disprove it by means of the survey as it is appreciated that the DPF have a tradition of strong leadership and that new policies, theories and techniques are brought into effect by means of such leadership. Rather it seeks the views of employees on the quality and effectiveness of such leadership with the intention of allowing theories regarding improvements to its effectiveness to arise naturally from the responses given.

Although the questionnaire is structured, its main aim is to collect the views, perceptions and judgments of employees of the DPF derived from their experience of the introduction of total quality management to date, thus leading to the adoption of an inductive approach.

6.14.3 Questionnaire Method - Analysis

The results of the questionnaire will be analysed in using quantitative methods. The questionnaires originally required the respondents to answer a set of 80 questions, asking respondents to rate persons at higher organizational levels than themselves, of which 27 were actually used. Various methods of presenting the questionnaires to the intended respondents were considered, such as e-mail or hard copy, self-administered or interviewer administered (Saunders et al, 2007, p.355). In view of the spread of respondents through the many departments and sections of the DPF, it was decided it would be more expedient to proceed by means of self-administered questionnaires delivered by hand to respondents and collected later. This strategy would allow the researcher to clear up any doubts or queries the respondents might have. It also had the advantage that the research can be conducted by a single researcher (Neuman, 2003, p.289). The great advantage of quantitative data over qualitative is its reliability as to the

sources of information used and the clearly presented findings which can be derived from it, which can then be demonstrated by means of charts, tables, graphs and so forth, which are more accessible and more easily understood by later researchers than the more subjective results of qualitative research.

Some 600 questionnaires were distributed but respondents were not subjected to undue pressure to deal with the questions in the order in which they were presented. It was not felt that respondents choosing to deal with the questionnaire in a manner of their choice, e.g. by answering what they considered to be “easier” questions first, would cause any distortion of the results provided, of course, that they did complete all the questions.

The questions were designed to measure various aspects of leadership within the DPF, which, on the positive side, included:

1. Sense of mission, perception of the current situation and future aims of the DPF.
2. Ability to lead by example, praise, encourage and inspire confidence in others.
3. Commitment to team building, co-operation and compromise.
4. Ability to delegate and trust those to whom work is delegated.
5. General effectiveness, ability to cope with workload or crises.
6. Ability to adapt to change.
7. Commitment to employee training and development.

Respondents were also required to comment on negative aspects of leadership such as lack of confidence, reluctance to assume responsibility, blinkered vision, autocratic attitude to colleagues and subordinates, resistance to change and general ineffectiveness.

As well as being asked to rate specific individuals, respondents were asked whether they considered recruitment and promotion procedures in the DPF were fair and unbiased and

whether attitudes in the working environment were influenced by social or cultural factors (Objective 2a).

Awareness of these factors, as revealed in the answers to the questionnaire, will also assist in identification of matters affecting the achievement of Objectives 2b, 2c and 2d.

6.15 Qualitative Data Gathering

According to Denscombe (1998) “*Qualitative research is an umbrella term that covers a variety of styles of social research, drawing on a variety of disciplines such as sociology, social anthropology and social psychology*” (Denscombe, 1998, p.207). This makes it much more difficult to analyse than quantitative data, as the chances of misinterpretation are greater.

6.15.1 Qualitative Methods

This section explains the interview as the qualitative research method that will be in use in this research. The meaning and kinds of interview will be briefly outlined; it has been followed by the qualitative data analysis methods that are proposed for this research. Finally, the impression of the validity and reliability of the qualitative part of the research will be presented.

6.15.2 Qualitative Interviews

Qualitative interviews are intended to give additional data which might help to develop and improve adequate sociological explanations for motivation behaviour and are its antecedents on the aggregate stage. The interview is one of the main keys for producing qualitative data. It can be described as “*a two person conversation started by the researcher for the specific purpose of gaining research relevant information*” (Berry, 1999). Interviewing can take several forms according to the number of participants, i.e.

one-to-one interview and group interview. Another way to distinguish the kinds of interviews is by the degree of structure imposed on its forms. Based on the degree of structure, interviews can be classified as structured, semi-structured and unstructured interviews (Saunders et al., 2003).

The researcher considers the most appropriate interview format for this research to be the semi-structured interview where the researcher/interviewer has to ask major questions, but she/he is free to amend their order based upon what seems most important and relevant in the context of the interview (Robson, 1993. p.230). According to Robson (1993) the interviewer can search for more data and can adapt the research tool in order to produce the relevant data that is needed to answer the research questions (Robson 1993, p.230).

The chief reason for selecting the semi-structured interview as a data collection tool is because it combines structure with flexibility and is an easy method to use and easy to analyse; quantifying and comparing at the same time, it will allow the researcher to develop and improve other questions during the process. (Mason, 1996).

The interview is an important process for obtaining the data produced through the communication between the researcher and the interviewee (Mason, 1996). According to Mason (1996, p.112) *“Data collected by means of interview may suffer from the problem of ‘response bias’, and that happens when the interviewees do not expose all the information on a certain question or when the respondent adopts a ‘play-safe’ approach to the interview because of company or organisation confidentiality.”* To get over this problem, as mentioned earlier, the researcher will be able to use different methods as means to extract and verify data collected from interviews.

The researcher will also have to do an additional study of the practicalities of designing an interview that is based on the nature of the data required and the necessity of

identifying those aspects of leadership within the Dubai Police which have the greatest effect on the interaction of culture and motivation. The researcher will also have to start to enter actual content into the theoretical structure. In fieldwork the topic needs more concentration to narrow down the areas of enquiry, and to focus on very specific questions concerning these potential interactions.

Certain authors (Collis and Hussey, 2003, Saunders et al, 2007; Janesick, 1994; Morse, 1994) advise the researcher that he/she should seek to identify himself/herself as closely as possible with the organisation being studied and try to enter into the minds of key actors, attempting to understand the workings of the area being studied from their viewpoints and experience.

However, in the current research, participants in the semi-structured interviews were not asked for details of specific events illustrating how the introduction of total quality management was progressing but rather for an overview of their observations as to how it was succeeding or failing within the DPF. They were also asked to give, without naming specific instances or departments, their views as to areas where improvements were required and on the best methods of achieving them. Stress was, however, laid on questions such as those relating to the motivation of staff, meeting resistance to change and fostering a climate of enthusiasm for the introduction and improvement of total quality and the concept of the DPF as a cohesive whole with standards and aspirations common to all, rather than as a collection of specialised departments achieving the goals to different levels, by different means and along differing time scales.

6.15.3 Interview Design

There is a general consensus that sampling for qualitative research should be purposive rather than random. To carry out purposive sampling it is necessary to select people

who are available and willing to participate in the study but who can also provide information relative to the aims of the research, i.e. the sample units are selected because the researcher sees them as having the ability to focus on key themes and participate in in-depth data gathering (Patton 2002, p.230). The researcher should also be satisfied that they are reliable as to the information and opinions they give and understand the central themes of the research (Ritchie et al., 2003, p.78).

In this research the sample studied, chosen from senior personnel of the over-reaching General Department of Total Quality and the Quality Control sections of other general departments, were specifically picked for their specialist knowledge of the development of total quality, whereas the subjects of the quantitative survey were chosen at random to obtain information on the way the introduction of total quality affected their work and their immediate working environment.

The 31 respondents who took place in the semi-structured interviews were chosen to reflect the importance of total quality in the DPF over as broad a spectrum of departments as possible. The work of some general departments is of such a sensitive nature that they could not be expected to participate in the research. Others were unable to participate for reasons they did not divulge but probably for reasons similar to those which had made 25 per cent of those canvassed reluctant to participate in the survey by questionnaire. Unfortunately, these included some general departments dealing mainly with administrative matters where their knowledge of the broader issues facing the DPF would have been extremely valuable.

Nevertheless, a researcher must work with the materials available to him/her and with his/her sample, whatever its size, and seek, by judiciously worded questions and an interview technique designed to encourage participants to co-operate fully, to obtain the required data without losing sight of the objectives of the research or allowing participants

to waste time on irrelevancies. To achieve this the semi-structured interview option was chosen rather than a more rigidly structured format, so that participants would have latitude to expand on any issues the researcher considered to be of relevance, an option of which some interviewees took advantage, giving their views on what measures were needed to improve total quality at length and in detail.

The interview questions were limited to seven, allowing participants the opportunity to comment fully on the themes involved without unnecessary elaboration. The first two questions, concerning the nature of leadership in the DPF and its effect on the introduction of total quality there, were designed to encourage interviewees to express their views on the current situation as they saw it, with particular reference to recognition of the need for total quality and support for the concept. The next two questions were designed to seek the views of managers on the way in which total quality management was being handled, their opinions as to the support they received in this in the light of the rapid ethnographic changes in the population of Dubai in recent years. Having set the scene, the last three questions were designed to seek the participants' suggestions on ways in which the development of total quality management might be monitored, improved and brought up to an acceptable standard in all departments.

6.16 Face Validity

Face Validity is a method that was considered for both questionnaires and interviews. This approach was used in the qualitative interviews but not for the questionnaires since these were done in the absence of the researcher.

Saunders et al. (2007, p.598) defines face validity as an *“agreement that a question, scale, or measure appears to accurately reflect what was logically intended to measure”*. For Anastasi (1988) face validity appears to be cursory in nature but its true measure rests upon whether the examinees consider the test looks valid.

The success of the technique rests largely upon the intuitive nature of the questioner and it is impossible to check by replicable procedures that evaluate the measuring tool in an empirical manner. As one of the least scientific techniques it should never be used without support from other methods or it may diminish the authority of that body of research.

6.17 Content validity

Babbie (2004, p.145) states that content validity is “*the degree to which a measure covers the range of meaning included within a concept*”. Content validation is conducted by an expert in the subject matter of concern. It involves a substantive review of the content of the survey so that it is pertinent to the issues addressed. The literature review, pilot study, and expert assistance are the three procedures that help to maximise the validity of any research and have been adopted within this study.

Through application of these three procedures the survey will exhibit the following features and characteristics

- All questions are relevant to the research topic
- All questions are designed to be clear and easily understood
- All questions are arranged so that they are ordered logical sections with detailed instructions,
- Both versions (English - Arabic) of the questionnaire were checked by experts
- The questionnaire was piloted and amended prior to distribution.

6.18 Validity and Reliability of the Scale

Validity and reliability of researched data is crucial to the integrity and, therefore, the authority of the findings presented from undertaking such research. Hinkin (1995),

Netemeyer *et al.* (2003), and DeVellis (2003), states that problems with validity and reliability of measures used on scales have frequently led to difficulties in interpreting the results of field research.

A- Scale and Validity

Neuman (2000), considers scale as a factor that represents the ‘truthfulness’ of a research tool whilst validity is a descriptive term. Sarantakos (1998) proposes that validity is concerned with the aptitude to produce findings that are in agreement with theoretical and conceptual values. Babbie (2004, p.143) states that validity is “*a descriptive term used of a measure that accurately reflects the concept that it is planned to measure*”.

Prior to the questionnaire being distributed the researcher must ensure that questions are not ambiguous or likely to be misunderstood by participants.

B- Scale Reliability

Of equal importance to validity in any research method is the consideration of reliability. Field (2005:743) defines reliability as “*the ability to produce consistent results when the same entities are measured under the same conditions*”. Hinkin (1995), views the determination of reliability as the testing phase of the newly-developed measure. Sekaran (1992, p.23) maintains that the reliability of a measure indicates the stability and consistency with which the instrument measures the concept and helps to assess the usefulness of a measure.

Reliability can be accomplished by a variety of different methods including the test-retest approach or Cronbach’s alpha coefficient. Confirming reliability via the test-retest approach can increase confidence in the consistency of views held by a participant. However, it is inherently more difficult to accomplish as it requires the participant’s involvement on two separate occasions thus incurring an additional cost in time and, sometimes, additional financial costs as well.

According to Frankfort-Nachmias and Nachmias (1996), the most appropriate statistical figure for interpreting the reliability of a scale is Cronbach's alpha. The alpha coefficient method determines reliability by evaluating the consistency of a person's response to a given item at the same time and the strength of measurable agreement exhibited, based upon the given scale. (DeVaus, 2003).

Nunnally (1978) and DeVellis (2003) suggest that a score of 0.7 or more is an acceptable standard for demonstrating consistency whilst Van de Venn and Ferry (1980) indicate that a value of 0.4 for more loosely defined constructs is satisfactory. However, many researchers regard this value to be too low as to be credible. Researchers such as Flynn *et al.* (1994), and Malhotra and Grover (1998) suggest that a value of 0.6 is often used as a minimum boundary.

Kline (1999) believes that 0.8 is desirable for cognitive tests, such as intelligence as well as ability tests, where a cut-off point of 0.7 is most suitable. He also suggests that tests that approach psychological issues will realistically yield values less than 0.7. This can be expected owing to the diversity of the constructs being measured.

In this research, we shall adopt Grover's (1998) suggestion of 0.6 as the constructs used are broad in nature. The coefficient alpha analysis is performed on each subscale and on the entire scale with particular attention being given to 'item-to-total correlations' and 'Cronbach's alpha if item deleted'. If an item or question has an alpha value above the overall values of items in the subscale, removing it will increase the alpha value, but if an item has an alpha value lower than or equal to the overall value, dropping it will not raise the alpha value.

6.19 Qualitative and Quantitative Analysis Compared

According to Collies and Hussey (2003) the quantitative concept is engaged with phenomena that can be experientially measured and validated (Collies & Hussey, 2003),

whilst the phenomenological concept refers to "*an approach to the study of the social world which seeks to describe, develop and analyse the culture and behaviour of humans and their groups from the point of view of those being studied*" (Bryman 1988, p.46).

Onwuegbuzie and Leech (2005) state three major schools of thought that have evolved from the quantitative - qualitative paradigm debates.

The three states are:

1. Purists
2. Situationalists
3. Pragmatists

Purists consider that the quantitative and qualitative methods result from different ontological and epistemological assumptions and it is about the nature of research. Those paradigms cannot be combined together because each of them has a different view about how the world is perceived. However, they do support mono-method studies (Onwuegbuzie & Leech, 2005, p.377).

Situationalists support the mono-method just like the Purists. However they believe that certain research questions are more flexible and suitable to quantitative approaches, while the other research questions are more fitting to qualitative methods. Therefore representing very different orientations, the two approaches are treated as being 'complementary' (Onwuegbuzie & Leech, 2005, p.377).

Pragmatists are not like purists and situationalists, in the pragmatists' case it has been argued that "*quantitative methods are not essentially positivist, nor the qualitative techniques necessarily phenomenological*" (Onwuegbuzie & Leech, 2005, p.378).

So the pragmatists help to combine methods within a single study. Furthermore, they

declare that researchers may have to use the strengths of both techniques, combining them in order to add a better understanding of any social phenomena. Pragmatists accept the epistemology that researchers may have to determine the methods used according to their research questions (Onwuegbuzie & Leech, 2005, p.338).

A number of researchers argue that pragmatism may have to be considered as a research paradigm that will solve the problem between the qualitative and the quantitative paradigms (Brewer, & Hunter, 1989, Tashakkori, & Teddlie 1998, Johnson, & Onwuegbuzie, 2004, Onwuegbuzie & Leech, 2005). The researchers also argue that the mixed method research can incorporate the control of both qualitative and quantitative methods and they believe that selecting between the qualitative and quantitative paradigms is not useful.

According to Bryman (1984) other researchers distinguish between philosophical and technical issues in relation to triangulation method (Bryman, 1984). Philosophical issues are related to questions of ontology and epistemology, while technical issues are related to the consideration of the superiority or appropriateness of methods of research in relation to one another (Bryman 1984, p.75). Bryman points out that the argument for the triangulation method is fundamentally a technical one; the triangulation method implies that the better overall view of reality may be achieved when the researcher uses different methods to investigate in this reality (Bryman 1984, p.86). As Bryman states:

"At the technical level, researchers seek to achieve a degree of congruence between a research problem and a technique, or cluster of techniques, to answer the issue at hand... Indeed, there may be a case for saying that techniques are neutral in respect of epistemological issues and debate" (Bryman, 1984, p.88).

Bryman's argument is that Gueulette, Newgent, and Newman (1999) were analysing up to 339 randomly selected studies that were considered by their authors as representing qualitative research. They also have found around 44.1% of the articles studied in the journals had actually been involved with the combination of qualitative and quantitative methodologies (Onwuegbuzie & Leech, 2005, p.382). This means that the research methodologies are very simply tools well-designed to support our understanding of the world (Bryman, 1984; Onwuegbuzie & Leech, 2005; Tashakkori & Teddlie, 1998).

According to Bryman's, argument regarding Gueulette, Newgent, and Newman (1999) the researcher thinks that the most important and appropriate paradigm for this research is the post-positivism one. The researcher thinks that the only reason for selecting this option is because of the researcher's philosophy about the nature of reality and the relationship between the researcher and the research. Post-positivism gives the same opinion with the following assumptions that represent the researcher's philosophy and those assumptions has been divided into three points.

The three assumptions are:

1. Value-ladenness of inquiry: *"Research could be influenced by the values of investigators"* (Tashakkori & Teddlie, 1998, p.8).
2. Theory-ladenness of facts: *"Research is influenced by the theory or hypothesis or framework that an investigator uses"* (Tashakkori & Teddlie, 1998, p.8).
3. Nature of reality: *"our understanding of reality is constructed"* (Tashakkori & Teddlie, 1998, p.8).

The post-positivism philosophical ontology is critical for transcendental realism (Lincoln, & Guba, 2000, p.165). It is the role of social surrounding to understand a

phenomenon. It claims that the researcher cannot understand the phenomena unless the researcher understands the social structures that have given to rise to these phenomena (Easterby-Smith et al., 2002, p.33; Saunders, et al., 2007, p.105). Therefore the critical realist would recognize the importance and the advantages of the multi-level study (Saunders, et al., 2007, p.105). Furthermore the post-positivism may use the triangulation research design (Lincoln, & Guba, 2000, p.165; Easterby-Smith et al., 2002, p. 33).

6.20 Content Analysis

It is essential to adopt a formal approach to the problems of analysing and codifying the material provided by the collection of data by qualitative means and content analysis provides the tools for achieving meaningful results in understanding, codifying and displaying the results of qualitative research. Mostyn (1985, p.125) refers to it as *“the diagnostic tool of qualitative researchers, which they then use when faced with a mass of open-ended material to make sense of.”*

In the field of quantitative research, content analysis occurs in the context of reducing material, which may or may not be in the form of text, into numerical statistics for analysis. This idea can be carried over to qualitative data analysis where the research material is in the form of texts which use a similar language throughout or which contain a large number of roughly similar responses or concepts so that the final analysis can be achieved using a form of coding chosen by the researcher and a numerical means of assessing the frequency or importance of the themes arising from the research.

The following table illustrates how the usefulness of this technique outweighs the disadvantages.

Table 6.4: Advantages and Disadvantages of Content Analysis

Advantages	Disadvantages
<ul style="list-style-type: none"> • Is economic in terms of time and money; • Provides safety on the completeness of the research project; • Permits analysis of long process; • Is an unobtrusive measure of the subject studied. 	<ul style="list-style-type: none"> • Is limited to the examination of recorded communications; • Contains risks associated with bias in personal interpretation (human error).

Source: Babbie (2001, p.323-324)

6.21 Qualitative Data Analysis

Miles & Huberman (Miles & Huberman 1994) propose a three point plan for dealing with qualitative data, i.e.:

- 1 data reduction
- 2 data display
- 3 conclusion/verification

However, one of the major problems of qualitative data is that it is not initially contained in a predetermined and unified form suitable for simple statistical analysis but consists of words.

“Words...have a concrete, vivid, meaningful flavour that often proves far more convincing to a reader...than pages of summarised numbers.” (Miles and Huberman, 1994) and “Good qualitative datalikely to lead to serendipitous findings and to new integrations; they help researchers to get beyond initial conceptions and to generate or revise conceptual frameworks” (Miles and Huberman, 1994, p.1).

However, other researchers have suggested that the analysis should take a different form and the presentation of the results should make use of aids such as graphs and diagrams.

There are four general points outlined as follows:

1. Organizing the data for analysis from the beginning to the end, in a written form.
2. Forming an overview of data collected and the information it provides.
3. Presenting the ideas or constructs by using diagrams, drawings and tables according to research purpose and design.
4. Understanding the data according to Creswell and the research questions and design. (Creswell, 2003, pp. 191-195; Collis & Hussey, 2003, p.263).

Several authors suggest setting up a short list of codes before field work commences and this would be advisable where a considerable volume of material to be processed, but in the present instance with only seven questions codes were set up once the interview texts had been translated into English. Consideration was given to the use of numerical codes, which some authors consider to offer more clarity, but these are less easily remembered by the researcher and future readers would need to make frequent reference to a key to use them. It was therefore decided to use a simple set of letter codes and that these should have a mnemonic element. These codes were not predefined but emerged from the data naturally. Coding was implemented manually as it was felt computer generated coding would be too rigid and formal for this quantity of material. A simple alphabetical code was chosen as a considerable number, say 50-60 codes *“can be kept surprisingly well in the analyst’s short term memory without constant reference to the full list.”* (Miles & Huberman, 1994, p.58).

The transcripts were then read and reread to identify important or recurring themes. This also provided a more inductive approach to the interpretation of the data as the analyst

was able to get a better feel for it and identify and deal with any bias he may have had. He could, of course, refer back to the original Arabic transcript to clarify any doubtful points or to refresh his recall of the original interviews.

Main themes were coded according to this formula and, if they proved complex, subdivided into sub-sections. The researcher was seeking, as well as frequent and general themes referred to by the majority of participants:

1. Any interesting remarks or reflections which would enrich the study
2. Any unusual relationships thrown up by the data.

These are especially important in the responses to the first four questions, which relate to the current situation within the DPF and any influences upon it while in the final three the researcher was seeking generalisations and consistencies which, it was hoped, would show a consensus of opinion as to the way forward for the DPF in the field of total quality.

After the first analysis, the material was re-examined and a certain amount of overlap between themes was identified, making it necessary to reduce their number. Details of changes made between the first and second passes are to be found in Chapter 7. It was decided to use pattern-coding techniques as *“a way of grouping....into a smaller number of sets, themes or constructs.”* (Miles & Huberman, 1994, p.69). This has similarities to the cluster analysis and factor analysis used in statistical analysis. For the qualitative analyst it has the following functions:-

1. It reduces data into a smaller number of analytical units
2. It leads the researcher into the analysis and if more fieldwork needs to be done, it will be more focussed.
3. It helps the analyst to find a scheme to interpret the data collected.
4. It helps the analyst to identify common themes and directional processes.

The criteria used to evaluate the information extracted from the analysis were the frequency with which themes occurred, the emphasis placed upon them by the interviewees and any relevant comment made, usually in replies to subsequent questions which harked back to those themes. A brief survey was made using a simple colour code system to try to establish whether any themes or patterns emerged connected to the seniority of the respondent in an effort to seek a pattern of response in this field. In the event, no such pattern was discernible, as the emerged themes were almost all of interest and concern to the participants irrespective of rank and this survey was dropped as no inferences of value could be found.

During the initial coding process, it was noted that, although respondents expressed concern on similar topics, they did not necessarily raise these at the same point in the interview. Rank and experience seem to have had some influence on this, the more experienced wishing to make their point early and succinctly, but one must set against this the tendency of less experienced interviewees to take time to “settle in” to the interview and so be more relaxed and informative towards its end.

The results of the first coding having been analysed and similar themes combined to make a more cohesive series of themes these were identified by use of a letter or letters, which were then subdivided into the various views and opinions participants expressed within these themes, these views/opinions being identified by a numerical code added to the alphabetical one as shown in Table 6.9 (See Chapter 7).

Table 6.5: Major Areas of Concern Expressed By Interviews A

Theme	Code	Number of points raised	Total Number of Response
Clients – Public as	CL	3	6
Communication	COM	8	47
Co-operation	COOP	3	10
Delegation	DEL	2	5
Department – Inefficient	DEPTIN	4	21
Dubai Government	DG	2	9
Dubai Police	DP	3	9
Leadership	L	5	19
Leadership Style	LS	5	27
Performance Review	PR	10	53
Procedures	PRO	3	10
Social/Political Factors	SP	7	16
Strategic Objectives	STR	3	23
Total Quality Culture of Excellence Future Action	TQ	5	48
Training	TR	4	22

Note: The rest of the areas of concern listed in Table 6.5 were dealt with in a similar manner and the final results are shown in Chapter 7.

Although the number of participants was relatively small, in relation to the total workforce it was as representative of the DPF as circumstances allowed and the number of times a theme was referred to gives a clear indication of the priority and importance the participants gave to certain matters. Themes to which a single participant refers frequently, sometimes returning to the subject in replies to questions subsequent to that in which the theme was intended to emerge must be treated with caution as likely to distort the evaluation of the importance of that theme. The researcher may find difficulty in deciding whether the participant is obsessional about a theme or whether the frequency with which it emerges is evidence of the deep concern which must be addressed in the conclusions which will later emerge from the research. It is, however, one of the advantages of qualitative research conducted by semi-structured interview that it gives the researcher the opportunity to recognise deep-seated problems which he/she would not be able to identify by quantitative methods without wide and deep knowledge of the organisation being studied.

The analysis continued, following the suggestions put forward by Miles & Huberman (Miles & Huberman, 1994, p.9) that the process should involve:

“Sorting and shifting through ...materials to identify similar phrases, relationships, between variables, patterns, themes, distinct references between subgroups and common sequences.”

“Isolating these patterns and processes, commonalities and differences

Gradually elaborating a small set of generalizations that cover the consistencies discerned in the data base.”

“Confronting these generalizations with a formalized body of knowledge in the form of constructs or theories.”

Miles & Huberman speak of the “need to note regularities, patterns, explanations, possible configurations, causal flows and propositions.” The competent researcher holds these conclusions lightly, maintaining openness and scepticism, but the conclusions are still there, (Miles & Huberman, 1994, p.9).

The final coding of the themes having been completed these were illustrated in various tables allowing conclusions, inferences and plans for future action to be formulated.

6.22 Difficulties and Obstacles to the Research

The structure of the DPF is hierarchical as is the structure of police forces world-wide. The DPF is also a military organisation which leads to a rigidity in the chain of command and methods used. While embracing the use of new technology at an operational level, it is not so responsive to new thinking in managerial and entrepreneurial fields.

Access to participants was patchy. Some operational departments were, obviously, unable to participate for reasons of security or confidentiality but it was disappointing that a small number of administrative departments, where a broader view of the work of the DPF could have added value to the qualitative research, chose not to participate.

As regards the quantitative analysis, a total of 650 questionnaires were distributed to staff in all 19 departments of the DPF as well as to staff in the 10 Police Stations, giving the potential, if all or almost all the questionnaires had been returned, of randomly sampling 1 in every 39 employees. Although one of the problems inherent in quantitative research by this method is the risk of a poor rate of return, in this instances the rate was a statistically satisfactory 75 per cent. Unfortunately, this rate of completion did not apply evenly throughout departments and police stations, which illustrates two problems of quantitative research analysis, i.e.

1. the validity of a poor rate of completion in large departments
2. the validity of completions from very small groupings.

Although the DPF is a very large organisation and participants were assured that their anonymity would be respected, the response in some areas was low, possibly because, given the nature of the task they were given to undertake, they feared being identified, particularly if they had to give critical or negative scorings to the individuals they were rating.

Little research of this type has been carried out in the DPF in the past and some of those canvassed may have been unfamiliar with the mechanics of such methods. They may also have been suspicious of its objectives or, given the hierarchical nature of the structure of the DPF, sceptical as to any eventual beneficial results.

It is to be noted that several large departments returned very low rates of completion for which the reasons, other than the possibilities discussed above, are unclear. Assumptions could range through such reasons as pressure of work at the time the survey was carried out, not allowing enough time for completion, to satisfaction with the status quo, passive opposition to change to mere indifference.

Many of the results based on small samplings will be relatively weak and could be accounted for by chance. It is also difficult, where participation is poor, to identify critical or favourable opinions the truth of which can be tested by an overview of a sufficient number of responses.

Other dangers inherent in the quantitative study of relatively small survey populations are that such populations can respond with more extreme opinions than would be reflected over a wider survey population, especially where such small population is concentrated in a particular department or section. There is a danger that such extreme opinions will skew the statistics and throw the survey results out of balance.

Small discrete groups have the potential to expose individuals who belong to even smaller social or skill groupings so that their anonymity cannot be maintained. An example would be employees in the 45 years or over band or female employees in departments such as the forensic science service. Hence, where an imbalance between male and female exists, it is essential that a random sampling of the minority element takes place, but only provided anonymity can be preserved.

As a consequence of low return from some departments, the range of percentages of response over the 19 departments varied from rates as low as 0.41 per cent to more than 4 per cent.

As might be expected, departments closely connected with total quality and the higher levels of administration returned a very high rate of completion, a result which must also be treated with caution. Mention should also be made of the Police Stations and departments such as the Punitive Establishments where an apparently high rate of completion is misleading because they consist of relatively small units where it was not possible to distribute questionnaires according to predetermined average coverage.

An advantage of research on this scale, however, is that there are so many variables and, although there are results which must be treated with caution, it is obvious that overall the results can be considered as arising from random sampling and can be considered as valid. The qualitative research undertaken in the study affected a relatively small proportion of the workforce. The number of interviewees was small, 31 individuals who were asked to respond to 7 questions.

As previously mentioned several key departments were unable to participate because of the nature of their work and others because of pressure of work and the timing of the survey.

Miles & Huberman (Miles & Huberman, 1994, p.253) set out dangers in interpretation for qualitative researchers who *“work to some extent by insight and intuition. Moments of enlightenment can lead to misinterpretation, i.e.*

1. *researchers tend to overweight facts they believe in:*
2. *similarly, they tend to ignore or forget data leading in the opposite direction:*
3. *they tend to “see” confirming instances more readily than those contradicting them”.*

All these dangers apply even more to data collected from a small number of respondents where the researcher is anxious to glean an adequate amount of data from the limited sources at his/her disposal.

(Abu Bakar 1997, p.211) sets out the difficulties facing the researcher whose number of participants willing to respond in interviews is limited.

“With such a limited sample, the researcher, while anxious to establish a rapport with the Interviewees to ensure they were relaxed, etc. had to take care not to lead replies, maintain a close link between the respondents’ comments and the interview questions and, at the same time, allow them sufficient freedom to allow valuable and useful points of view and opinions to appear, though these may not have been envisaged as emerging when the questions were originally conceived.”

Conversely, in the type of semi-structured interview employed in the qualitative part of the research, the interviewer must guard against any tendency on the part of senior officers to interpret the questions to support their own bias.

6.23 Total Quality Management in the Dubai Police

The DP has largely accepted the benefits deriving from TQM in improving its service to stakeholders. But, as will be seen from the results of the qualitative analysis in particular,

many respondents identified shortcomings in the way TQM was perceived and implemented.

TQM in Dubai Police should encourage:

- “(a) a greater harmonisation of terms and conditions, thus creating a sense of belonging;*
- (b) a collaborative community-like spirit, an emphasis on customer service between departments;*
- (c) a collectivity, project teams pursuing a “company-wide “ policy;*
- (d) a mutual sense of belonging, all employees are part of the quality culture;*
- (e) certain practices to be deemed normal and desirable; and*
- (f) a shared language, the “total quality” language.” (Flood & Jackson, 1993, p.20)*

The responses to the quantitative survey indicated a lack of harmony and of the collaborative spirit and, as will be seen from the qualitative analysis in particular, many respondents identified shortcomings in the way TQM was perceived and implemented.

The solutions suggested were predominantly reductionist in nature, i.e. stricter performance measurement and targeted training, with little evidence of attempts to consider more flexible methods of defining and resolving difficulties. There was no evidence that middle and lower rank managers had any knowledge of holistic systems thinking.

6.24 Systems Thinking and Soft Systems Methodology

A police force is a complex organisation reactive to the needs of a wide variety of external stakeholders as well as to those involved in the diversity of functions and disciplines internally. In order to achieve an acceptable level of performance throughout the force it

was suggested that the DP explore the possibilities of holistic systems thinking as a way of dealing with the complexity of achieving sustainable improvements in the overall quality of the service provided to all stakeholders.

Traditionally, police forces are militaristic, with an hierarchical chain of command, responding reactively to enforce rigid standards clearly set out in penal codes, legislation or regulations. Accepting and implementing the principles of systems thinking could be a difficult step for an organization with such a background.

Systems thinking developed from systems analysis practised mainly by those with an engineering background in fields such as defence and manufacturing in the 1950s and 1960s, developing firstly into hard systems thinking, which took an objective stance on problem solving. This technique which can be a progression from the reductionist methods used in the force might have proved attractive to the DP although its scope is limited. In order to cope with the complexity of police activity in the modern world and achieve the desired improvement in TQ problem solving a much more flexible approach had to be sought.

If acceptance and adoption of total quality was to cascade, not just to lower levels of leadership and management but to operational level as well, the DP had to move on from reductionism and setting targets to problem-solving strategies involving a much wider range of stakeholders and discover how system thinking can be made to work to provide maximum benefit and efficiency. It is therefore recommended that the DP investigate the use of soft systems methodology (SSM) as the most appropriate means of dealing with complex situations where there is a lack of consensus regarding the problem to be solved or about its solution.

The DP would be encouraged to start by investigating problems by the use of Checkland's seven-stage process (Checkland, 1981) of which the first two stages build up an

unstructured summary of the problem and of the matters to be investigated to form as rich a picture as possible of the task in hand. The third stage of the process is the formation of root definitions of relevant systems, taking care to maintain the aim of creating a rich picture so that the nature and function of each is fully explored, a process continued in stage four where conceptual models of how the systems are intended to operate are set up. The fifth stage involves comparing these models with the situation in reality, ideally involving all concerned participants, whether actors or clients. The sixth stage involves identifying potential changes and the seventh a consensus on action to be taken to solve the problem or improve the situation (See diagram 4.1, p.154). With training and practice, leaders and managers can use this methodology as their principal problem-solving tool.

The advantages of SSM lie in its flexibility. New or previously disregarded information can be incorporated into the learning cycle during the process and users may well find, when a wider range of participants becomes involved or a situation is considered from the viewpoint of a participant not previously thought of as a stakeholder, that preconceived ideas of the best solution have to be abandoned. With practice, leaders become less surprised by emergent properties of this nature.

Stage three is, however, crucial to the successful use of the methodology and should not be rushed. Although fuller insights can lead to a return to an earlier stage or the consideration of the stages out of sequence where desirable, it is advisable to take care in formulating root definitions. To assist in this process Checkland suggests the use of the mnemonic CATWOE, described in detail in Chapter 5 pages 102 and 103.

Widely used in industrial or commercial contexts, SSM was not widely used in the public services until the end of the 20th century. It has been taken up by a number of police authorities, notably in the United Kingdom and the USA and its use is recommended to the DP for its flexibility both in its ability to foster elements of TQM such as consensus,

collegiality and collaboration, but also to deal with a diversity of stakeholders demanding high quality service from the police from the most basic policing functions to the most sophisticated methods needed in the 21st century (Checkland, 1996).

To assist the DP in the implementation of SSM, the works of a number of leading authors are recommended in the Appendix.

6.25 Summary

The effectiveness of the process of qualitative research can be assessed by asking the following questions derived from Miles & Huberman, (1994, p.278).

1. Are the methods and procedures described explicitly and in detail?
2. Is the sequence of data collection, processing, condensing and displaying clear to follow?
3. Is there a good enough record for an 'audit' trail?
4. Has the researcher dealt with any personal assumptions, values and biases openly?
5. Are the conclusions linked clearly with the displayed data?
6. Were any competing or rival conclusions, if any, considered?
7. Has the study data been retained and is it available for re-analysis by others?
8. Whose interests are being served and for what purpose?

It is considered that the methodology employed in this research meets the criteria set out above.

With regard to the quantitative research, the broad spectrum of departments surveyed is considered to ensure that the results represent a true evaluation of the way in which leadership in the DPF is seen by staff in general and will provide evidence upon which

suggestions as to how a systems thinking approach to leadership in the DPF can bring about improvements in total quality management.

The qualitative research concentrated on a manageable number of respondents whose high positions in the organisation and far-reaching knowledge of total quality concepts make them competent to comment upon questions of leadership and total quality management, as well as expressing clear opinions on the future of the DPF. But it is sometimes significant to note what is not said, as well as what is. It should be noted that none of the participants in the semi-structured interviews admitted to any knowledge of holistic systems thinking and it is hoped that the brief description introducing the concept of SSM would help to further research into this technique.

Chapter Seven

Data Analysis of

Dubai Police

Managers Interview

Qualitative Analysis

The following diagram presents the position of this chapter in the thesis.

Chapter 1	Introduction
Chapter 2	Background
Chapter 3	The Concept of Leadership
Chapter 4	Success and Failure of TQM
Chapter 5	Potential Benefits of ST
Chapter 6	Methodology
Chapter 7	DP Managers Interviews
Chapter 8	DP Staff Survey Questionnaires
Chapter 9	Discussion
Chapter 10	Conclusion, Implications and Recommendations

7.1 Introduction

The qualitative research for this project was carried out in a series of informal interviews of selected senior officers of the Dubai Police, chosen as far as possible to provide a broad spectrum of experience in the introduction of the concept of total quality into an organisation.

These interviews, conducted in February, 2011 and the early summer of 2012 were matched by a complementary quantitative exercise conducted by means of a questionnaire completed by lower ranking officers. Approximately a third (12) of the interviewees were drawn from the various sub-departments of the General Department of Total Quality and the majority of the rest (19) from the Quality Assurance Sub-sections of other General Departments, including five consultants working in the field of total quality. The work of some General Departments is, however, of such a sensitive nature that they were unable to participate in the research.

In the majority of organisations studied in the literature or in other ways, there is either a commercial aspect in view or else a positive end product, such as, when an educational establishment or system is being studied, an increase in the number of successful students, which can be measured.

In the Dubai Police, this is more difficult. While a prime objective of the study is the identification of ways in which the internal functioning of the Dubai Police may be improved, especially the development of holistic systems thinking in areas where improvement seems to have reached a plateau, another desirable outcome would be improvement in the way in which the organisation is seen by external stakeholders, especially by the general public. Unfortunately, some of the general departments most closely in contact with the client, including operational departments carrying out what the public consider to be the principal role of a police force, were unable to participate in the interviews. Nor did some general departments which could have thrown useful light on the efficiency of the internal workings of the force, such as Finance, Services and Supplies and Decision Making and Support, take part.

As the Dubai Police faced the necessity for rapid development into a modern police force, it was necessary to spend on modernization. Tools were needed, channels of communication had to be opened up and knowledge obtained and used. Budgetary control must needs, if only in the short term, give way to efficiency. Today this is not the case and there is an ever-increasing need to match cost benefit to gains in quality and efficiency when introducing new technology or new systems of working. Happily, during this phase of rapid development, the Dubai Police were not being to the sort of budget constraints which most police forces have to work with although they are now increasingly aware of the importance of financial control, introducing, where possible, a

policy of freezing budgets while still demanding improvements in performance. However, unless budgetary control and operational efficiency are closely linked, a useful yardstick for measuring performance is lost. In most communities throughout the world, the taxpayer measures the performance of public bodies by comparing the quality of service he receives with the amount he pays for it. In Dubai, it is still largely true that the stakeholder often has to make a unilateral decision as to the excellence or otherwise of the service he receives independent of the test of value for money. Some ten years ago, the General Headquarters, seeking to give stakeholders better value and having recognised the value of total quality in improving the performance of the force, created a general department with overall responsibility for the introduction of TQM, supported by quality control sub-sections in each of the other general departments.

The interviews revealed key themes highlighting concerns felt by these highly experienced officers over the way in which TQ was viewed by their lay colleagues, who saw it as a procedure imposed from without and not as an essential part of the day to day work of their departments where what was, to them, an adequate level of efficiency and expertise in the completion of the work allocated to that department sufficed. Nor did the interviewees see much evidence of co-operation between departments or an appreciation of TQ as a concept affecting the DP as a whole, whereas, at the highest level of management, there was early acceptance of the benefits of TQM, which has now been pursued for two decades.

As will be seen from the following analysis, it was intended to establish what methods the Dubai Police found most effective in promoting the idea of improvement in TQ as an on-going process and how progress was measured. From this, it was intended to establish whether such measurements were effective in stimulating further progress or whether the tendency was for high-achieving departments to rest on their laurels and poor performers to be faced with sanctions rather than encouragement. The effect of the leadership style

in the DP will also be studied. It is hoped that the results of the analysis will lead to a more flexible holistic approach to leadership in the force.

7.2 Profile

Senior officers from the General Department of Total Quality and the Quality Assurance Sub-Departments of other General Departments set up throughout the DP were invited to participate on a voluntary basis in interviews related to the qualitative analysis and thirty one of those agreed to take part.

The interviewees ranged in status from directors to section heads and most held military rank, ranging from coronels to lieutenants, but also included a small number of consultants working in the field of TQ. Most of those interviewed had been in post for a significant number of years, some since the introduction of TQ. The majority were male and most of these held military rank within the force. Some of the older interviewees had gained degrees from foreign universities. Lately, however, excellent educational facilities have been available within the UAE and within the DP organisation itself which runs the Dubai Police Academy providing degree courses for its students. From there many students progress to study for higher degrees at the Dubai Branch of the Australian Wollongong University.

Quotes from participants in these interviews are used in the following chapters and are highlighted as direct quotes from participants using bold and italic highlighting to identify their use.

Number	Gender	Post	Education	Experience	Hold Military Rank
Interviewee1	Male	Director-Qual-Ass Sub-Dept	American University	In Post Since 1999	YES
Interviewee2	Male	Director-Qual-Ass within TQ Dept	First Degree UAE, Masters From English University	In Post Since 2000	YES
Interviewee3	Male	Director-Qual-Ass Sub-Dept	Dubai Police Academy	In Post Since 2004	YES
Interviewee4	Male	Director-Qual-Ass Sub-Dept	Dubai Police Academy	In Post Since 2004	YES
Interviewee5	Male	Director-Qual-Ass Sub-Dept within TQ	Dubai Police Academy. Masters Wollongong University	In Post Since 2005	YES
Interviewee6	Male	Director-Qual-Ass Sub-Dept	Dubai Police Academy	In Post Since 2008	YES
Interviewee7	Male	Director-Qual-Ass Sub-Dept	Dubai Police Academy	In Post Since 2007	YES
Interviewee8	Male	Director-Qual-Ass Sub-Dept	Dubai Police Academy	In Post Since 1999	YES
Interviewee9	Male	Section Head Quality Ass. Section Police Station	Dubai Police Academy. Master from Dubai Police Academy	In Post Since 2000	YES
Interviewee10	Male	Director-Qual-Ass Sub-Dept	Dubai Police Academy	In Post Since 2009	YES
Interviewee11	Male	Section Head Q. Ass Sub-Sept	Dubai Police Academy	In Post Since 2000	YES
Interviewee12	Female	Director-Qual-Ass Sub-Dept	Dubai Higher Collage. Masters Wollongong University	In Post Since 2008	NO
Interviewee13	Male	Co-ordinator TQ Dept	UAE	In Post Since 2005	NO
Interviewee14	Female	Director-Qual-Ass Sub-Dept	Dubai Higher Collage. Masters Wollongong University	In Post Since 2008	NO
Interviewee15	Male	Consultant	PhD from Wales University	In Post Since 2000	NO
Interviewee16	Male	Consultant	UAE University	In Post Since 1993	YES
Interviewee17	Male	Director-Qual-Ass within TQ Dept	Three Degrees USA, Colorado University	In Post Since 2002	YES
Interviewee18	Female	Head of Section	Dubai Police Academy	In Post Since 1992	YES

Chapter Seven: Data Analysis Of Dubai Police Managers Interview

Interviewee19	Male	Director-Qual-Ass Sub-Dept	Dubai Police Academy and Master from English university	In Post Since 1994	YES
Interviewee20	Male	Deputy Director-General	Dubai Police Academy. Masters From English University	In Post Since 1990	YES
Interviewee21	Male	Director-Qual-Ass Sub-Dept	Dubai Police Academy	In Post Since 1989	YES
Interviewee22	Male	Director-Qual-Ass Sub-Dept	UAE University	In Post Since 2007	NO
Interviewee23	Male	Director-Qual-Ass Sub-Dept	Dubai Police Academy	In Post Since 1999	YES
Interviewee24	Male	Section Head Quality Ass. Section Police Station	Dubai Police Academy. Master from Dubai Police Academy	In Post Since 1999	YES
Interviewee25	Male	Section Head Q. Ass Sub-Dept	Dubai Police Academy	In Post Since 1996	YES
Interviewee26	Male	Section Head Q. Ass Sub-Dept	Dubai Police Academy	In Post Since 1990	YES
Interviewee27	Male	Director-Qual-Ass Sub-Dept	Dubai Police Academy	In Post Since 1999	YES
Interviewee28	Male	Co-ordinator TQ Dept	UAE University	In Post Since 2005	YES
Interviewee29	Male	Consultant	Wollongong University	In Post Since 2008	YES
Interviewee30	Male	Consultant	PhD from Wales University	In Post Since 1999	YES
Interviewee31	Male	Consultant	PhD from Wales University	In Post Since 1998	YES

Table 7.1: Profile

The various levels of seniority from which the interviewees were drawn indicates how seriously the concept of TQ is taken by the DP and the efforts which have been made to set up sub-departments to bring tools and systems relating to the concept into the day to day work of the various specialized general departments of the force, at the same time trying to establish a consistent standard of excellence throughout the organisation.

As committed protagonists in the process of establishing TQ within the DP, the interviewees, while proud of the progress which has been made to date in introducing the concept of TQ to the organisation, were nevertheless aware of resistance to the concept

in some areas. They recognised that its introduction had not been a matter of steady and uniform progress throughout the general departments and that in some areas there was too much harking back to out-dated methods of measuring performance and traditional forms of hierarchy which stifled the free exchange of ideas and suggestions between the different levels of management.

7.3 The Questions

The first two questions asked in the interviews concerned the nature of leadership in the DP and the way in which it affected progress towards TQ. These were followed by two questions examining the way in which managers felt they were provided with the tools to fulfil their roles effectively and seeking to identify social or political factors which would inhibit effective interaction and reaction to change. This is particularly relevant in a society which has been subject to violent and rapid changes in recent decades. From a simple society, living according to traditional values, Dubai has become home to people of more than 200 nationalities, who have come to Dubai on a permanent or semi-permanent basis as residents, workers and entrepreneurs, as well as hosting a vast transient population of visiting businessmen and tourists. More than half the workforce of the Dubai Police (58%) are themselves foreign nationals. The remaining three questions sought to identify ways in which current procedures might be examined in order to improve Total Quality, especially with regard to raising the standards of under-achieving departments within the force and motivating management at all levels to aspire to sustainable and constant progress towards the achievement of Total Quality.

The interviews were originally conducted in Arabic, with the researcher taking detailed notes. These were then translated into English and checked for accuracy. The translations were then passed to a native English speaker to be edited into an acceptable English prose

style. Any areas of obscurity or ambivalence were then rechecked with the interviewee to ensure clarity and accuracy.

The scripts were then coded to identify data which highlighted areas of satisfaction or concern for the interviewees, as shown in Tables 5.2 and 5.3, and the frequency with which certain matters were mentioned recorded. This threw up a number of themes, some common to a high number of interviewees, which will be discussed at the end of this chapter.

7.4 Leadership in the Dubai Police

Simplistically, effective leadership has two facets. Firstly, a leader must have the ability to lead and, secondly, there must be a willingness among those under his/her jurisdiction to be led, while at the same time displaying sufficient initiative to be contributing members of a team. In the DP, there are difficulties over the second idea. The military hierarchy tends to stress the subordinate's "duty" to be led over his/her willingness, as will be discussed further below. Added to this is the fact that many departmental and section heads may well also be the traditional heads of local families which instils a strong sense of loyalty in their staff.

These factors can give rise to a belief in the born leader rather than the trained one, which inhibits the upward flow of information and ideas and the embracing of new concepts. This is reflected in comments regarding the Vice-President. Some see his leadership as both transformational and autocratic, although

“no difficulty is experienced in applying the theories of the Vice-President of the Dubai Police, whose personality is characterized by simplicity in presentation and strong loyalty to work for the homeland. HE, the Vice-President is renowned for the teamwork.”

and

“Leadership as characterized by the Vice-President comes after reflection, friendly co-operation between senior leaders and the rest depends on the work of administrative leaders.”

Essential to the introduction of effective total quality management is a committed attitude on the part of management. Faced with the result of many years of rapid progress in which *“the organizational structure has spread horizontally”* which has led to *“massive pressure on management, the authority has made insufficient effort to expand business processes, and, where this has been done, it was not manifestly cost effective.”* This led to *duplication of effort and jurisdiction, encouraging a damaging level of unnecessary bureaucracy. It was observed that, contrary to general business practice “there is dependence on the higher tiers of management in the fields of budgetary and cost control.”*

This was part of a detailed description of past and current trend in the DP, from a middle rank officer with experience of operational police work, who recommended building on a firm basis of annual inspection and evaluation, then a new concept in the Emirates and by the introduction of modern business techniques

“which had given the organisation added value and better results even before TQM was implemented” the DP sought to improve the quality and efficiency of the service but it was soon realised that this was not enough and a more rigorous course of action was

needed from this starting point, the Vice-President has created a strong and tightly-controlled body, and most of the interviewees were happily with the procedures for effecting decisions at the highest levels of command.

Many decisions affecting the day-to-day running of the force are, of course, taken at quite a low level in the chain of command but matters of far-reaching effect or greater complexity, which take them beyond the scope of the minor and administrative boards, pass to the Boards of Central Leadership, the Council of Police and, finally, to the Board of Police Management, presided over by HE the Commander-in-Chief. There was confidence in these highest echelons of management but not in management at lower levels. Emphasis was laid upon the role of the Council of Police, not only as a guiding influence but also in affording opportunities for suggestions and complaints to be passed up to the Council for consideration. There was a strong feeling that where inefficient leadership was found the way forward was one of rigid surveillance, followed by sanctions when standards were not met.

7.5 Leadership Style at Dubai Police

The majority of the interviewees considered the leadership style within the Dubai Police to be organisational leadership performing its role more or less efficiently, although a minority used terms such as autocratic and militaristic to describe the leadership style as they saw it, although this was not necessarily a criticism.

Organisational leadership may be defined as the activities, roles, processes and thinking which increase an organisational entity's capacity to deliver stakeholder benefit and long term viability (Coffey 2010).

This can come through

1. Individual work, i.e. intra-personally
2. Interactions with a team, or
3. Development of the whole organisation.

Organisational leadership can be enacted by an individual at any level in a formal or informal position within the workplace and, as such, could make a valuable contribution to efforts being made to achieve improvements in TQ.

Inevitably, in a police force, operational necessity will require a degree of military procedure and discipline and the leadership style is described, in this light, as *“A mix of leadership by example and a military regime” or “a combination of transformational leadership and command guidance (autocratic leadership) often with a focus on control/power.”*

Reference was also made to

“Leadership with vision and imagination which is inspirational”

or

“Leadership which sets an example of what traits the ideal police officer should embody such as charisma and talent.”

Enthusiastic praise was reserved for the highest levels of leadership, especially, as mentioned above, for the Vice-President, HE Lieutenant-Colonel Dahi Khalfan, tending to reinforce the idea of loyalty to a leader whose position depends upon his social status and rank and of appreciation of the certainty following such a leader would ensure.

This need for loyalty is an underlying factor, as shown in the following quotation:

“a society needs to build a police force which has the feeling of being a family, thus reinforcing a sense of security in the community....Because the family is the first step

in building a society capable of high-level specific purposes and because this family has the highest sense of duty to the community, the core elements of public service had to be distinguished from measures taken to solve problems.” which comes from a detailed answer given by a senior officer, again working closely with an operational section of the DP.

While this type of thinking lays stress on the idea of duty to and involvement of both internal and external stakeholders and the need for a solid base to which all members of an organization willingly give their allegiance, it also implies that the DP should not only see itself as a controlling force but also as an organization with an obligation to undertake activities beyond mere police work, such as the DP outreach policy into the fields of the economy, health, politics, sports and other areas, as well as the involvement of the Dubai Police Advisory Council, which includes prominent members of the community and involves them in top level decision making, it being important that the police should be seen as a positive supporting force in the community and not, at its best, as a power which ensures security within the law and, at worst, as a restrictive interference in the daily life of the community.

However, if the analogy of the family is too closely followed in the internal organization of the force, this can result in the middle and lower tiers of management relying heavily on their superiors, stifling independent thought. Family, in an Arab culture, implies an hierarchical structure and embraces a wider range of kindred than in a western society. Greater respect is given in a Middle Eastern society to senior male members of a family by virtue of their position. In the west, a similar level of respect would be earned either by success in a professional capacity or by social activity in the community. In the Middle East, such respect and deference is given, as a matter of course, to leaders in the workplace leading to a marked power distance between such leaders and their subordinates. There

are likely to be few situations where a leader is likely to be considered as *primus inter pares*. Therefore, while many of the interviewees speak of the importance of consultation and upward communication of ideas, the actual situation probably encourages a type of loyalty within the group which would inhibit this, especially if suggestions held an element of criticism of the status

quo. Such thinking can lead to dangers such as a “*herd*” mentality, where progress is at the speed of the slowest member of the group, or loyalty is given to an ineffective leader or to one who is at odds with other sections or departments. This behaviour seriously lessens the likelihood of such managers adopting a holistic approach to problem solving within their spheres of influence.

Leaders at the top of the pyramid of command were highly praised and a senior officer of many years’ experience described the style of leadership as “*wisely and thoughtfully setting ever higher standards ...having as our example the excellence of the government of Dubai...to ensure that we...establish, through the pyramid of command, the concept of close co-operation among all levels of staff in order that they may operate and appreciate all systems within the organisation.*” Reference was made by a third of the interviewees to the excellence of the Government and its role in raising standards of performance, the inference being that the need to achieve similar standards of excellence would permeate all levels of executive organizations, such as the DP. The incentives offered by means of the various award schemes were highly valued and the success achieved by the DP in this field was offered as evidence of superior leadership skills within the force and excellence achieved rather than regarding such awards as markers in a continuing process. It was noted that little information was given as to the process of nomination and selection of recipients nor to what extent internal and external stakeholders were involved.

Not surprisingly, many of the interviewees considered the military traditions and chain of command as a positive feature of the leadership style in the DP, although it was constantly stressed that it was considered essential that staff at all levels should be encouraged to participate in the development of both strategies and executive plans, kept informed of the availability of development tools and of the best practices to be followed. They should also be consulted and encouraged to give their views on decisions affecting their future careers and the future of the DP, as it was felt that this inspired creativity and minimised the impact of resistance to change.

“The methods used are analytical, striving to understand the requirements for quality... the leadership style is therefore characterized by the adoption of flexible methods of working and a readiness to change when needed.”

“Such leadership is reflected in the strategic management and the clear diagnosis of specific deficiencies.”

So, although there was a military style chain of command, care was being taken not to discourage input from staff at all levels by the creation of an open door policy as shown by the well-structured, functional and clear paths of communication up through the chain. But, in describing such mechanisms for the transmission of ideas and suggestions, it frequently seemed that the interviewees were describing a goal rather than a reality, describing opportunities for communication rather than a system which was fully operational. In this respect, the leadership style is described as:

“Flexible and working within goals and plans but taking into account the motivation for career goals, established mandates and institutional assessment, which lead to functional and process improvement. Teamwork is encouraged through the formation of committees and task forces to deal with a variety of problems. The leadership safeguards resources, highlighting the development processes and moves forward toward excellence.”

Such committees and task forces could form the basis upon which SSM could be introduced and the following quotation, from a middle-ranking officer with some five years' experience of TQM, again describes an ideal situation:

“Leadership style and the evolutionary model is smooth and logical in terms of the authorization of powers, transparency and development of plans, methodologies and follow-up operational programmes, performance indicators and the reform of distortions and deviations in all administrative functions in both operational and administrative fields.”

However, in their responses to later questions regarding methods to improve TQ, both these interviewees came down strongly in favour of the most stringent methods of review, inspection and assessment, presumably convinced that to ensure better future performance they must use the ultimate weapon of some form of sanction. It is clear that, while avoiding being too specific in identifying areas where they felt standards were not being met, a majority of respondents felt action should be taken to measure performance to identify those areas in need of attention.

It was interesting to note that often those who were most critical of the current situation and lack of commitment to TQ were officers in the middle and lower echelons of leadership. Of course, some of these would be younger officers who had been exposed to modern ideas of leadership and management during their training but, overall, the number of interviewees expressing concern over the differences in commitment between the various levels of leadership was significant and the following negative issues were identified, on this occasion by a high-ranking officer in a position of authority and possessing much experience in TQM:

1. “Lack of attention to quality as important and crucial and to the role it plays in raising standards of integrity, accuracy and logical decision making.

2. Lack of knowledge of concepts and of the culture of quality and excellence.

3. Lack of comprehensive management concepts among some leaders.

4. Focus on destructive methods and neglect of best management practices which offer support for field operations.

5. Focus on ineffective administrative and quality processes which can also lead to waste and unnecessary expense.

6. Rushing to make decisions without recourse to careful study of the implications of current situations and their probable effects on future events, leading to errors of judgment.

7. Lack of commitment to the balance required between operational and administrative units, for example, focus of attention on the management side to the detriment of operations or vice versa, as well as focussing on requirements for logistical support for some sectors at the expense of others.”

The response to the identification of these and other negative issues was usually, as mentioned above, a demand for more effective monitoring applied in hindsight, rather than seeking innovative methods of trying to prevent problems arising or improving performance by encouragement.

Other interviewees, including some very senior officers, recognised the need for effective leadership to be supported by a willing acceptance of responsibility at all levels, describing the style of leadership as:

“wisely and thoughtfully setting ever higher standards....having as our example the excellence of the government of Dubai.... To ensure that we....establish through the

pyramid of command, the concept of close co-operation among all level of staff in order that they may operate and appreciate all systems within the organization.”

The picture emerging, therefore, is one of an energetic and aspirational upper echelon of leaders seeking means to ensure that the principles of TQM cascade down to the lower levels of management. However, although channels of communication have been set up to enable feedback to flow upward as well, leaders in middle and lower tiers of management are disappointed with the level of improvement reached. They feel that the systems in place are not functioning to their full potential but are tending to advocate the application of stringent methods of inspection, measurement and assessment which will identify problems but not necessarily suggest the most effective long term solutions, which may only emerge if a more holistic approach is taken to the examination of elements such as resistance to change, low levels of aspiration and underlying conflicts.

Having described the leadership style within the Dubai Police as organizational leadership performing its role efficiently, on the whole constantly striving for excellence and quality, the interviewees saw it as seeking always to comply with the overall strategic plan by means of operational plans which sought to adapt and update systems in a culture of the pursuit of excellence. As will be seen in the following pages, Table 2 shows the level of response regarding the degree of satisfaction with or recognition of partial failure previewed by the interviewees regarding the major issues which would affect efforts to achieve improvement in TQ.

Code	Subject	Responses	Emerged Themes
DP1	Dubai Police	27	Satisfaction with situation
DP2	Dubai Police administrative managerial problems	8	Concern over lack of accountability
DG1	Dubai Government	17	Praise for institution

L1	<u>Leadership</u> Approach to TQ	22	Majority satisfied with action to date
L2	Approach to Effective	23	Satisfaction with highest levels of Management less with lower
L3	Approach to Ineffective	10	performance measuring sanctions
L4	Setting Standards	24	Concern over 2 nd and 3 rd tier leadership.
LS1	<u>Leadership Style</u> Complete satisfaction with leadership style	18	Satisfaction of highest levels at management
LS2	Military/ Hierarchical Style	15	Some happier with this style
LS3	Openness and transparency of	17	Growing enthusiasm for this
LS4	Flexibility	9	Growing enthusiasm for this
CL1	<u>Client-General public and stakeholders</u> Public seen as clients	18	Increasingly seen as essential
CL2	Seeking views of public and stakeholders	20	Increasing interest in this
SP1	<u>Effective of Social or Political Factors</u> None recognised	18	Satisfaction with status quo
SP2	Social, Political or economic factors recognised	14	Growing interest in internal and external forces.

Table 7.2: Degree of Satisfaction

7.6 Effect of Leadership on Total Quality

The importance of TQ as a concept permeating the DP organisation at all levels of management in the pyramid of command has been generally accepted throughout the

force, but not without a slight expression of pessimism and some criticism of the disappointingly low level of commitment in some areas of lower middle management. The role of leadership in the initial stages of the introduction of the concept consisted, at a practical level, of providing courses and specialised seminars together with other means of support, and, at a moral level, the demonstration of commitment to and belief in the concept of TQ.

The creation of the General Department of Total Quality and the setting up of Sub-Departments of Quality Assurance within each General Department has provided material support for the staff of the DP as well as facilitating the dissemination of rules, regulations and plans relating to TQ throughout the organization to ensure a consistent approach. Nevertheless, there are dangers implicit in too much reliance on such rules, regulations and plans, especially as several interviewees stressed their importance rather too strongly. The whole point of TQM is that TQ demands flexibility, intuition and the ability to react quickly and effectively to changing circumstances.

As one middle management interviewee, again closely linked to an operational department, observes:

“The higher management had adopted means to implement the concept of quality assurance to ensure that the new model of public service persists within the force, ensuring higher levels in the continuing improvement process, contrasting this with the outdated concept of Quality Standard which describes the minimum standard necessary to do the job.”

In his view, total quality management demands much more and he suggests:-

“The total quality management concept is based on the school of thought that development should drive the organization to establish more values, as follows:-

- 1. Closing business process gaps will ensure consistent performance as well as maintaining better productivity*
- 2. Cascading the TQM culture within the organization will support understanding of the concept of TQM and acceptance of positive criticism.*
- 3. Designing successful Key Performance Indicators (KPIs) will achieve strategic goals by the use of a result-orientated approach*
- 4. Enabling self-monitoring reviews to gain greater impact in the organization as a whole will bring benefits.”*

Another interviewee, at a similar management level, states:

“Leadership and quality management activity is different from the rest of the work of the Service, but still a necessary part of its work.”

Here he may have, as have other interviewees, hit on one of the difficulties of disseminating a culture of TQ. While there are some who are simply resistant to change, others see themselves as providing an efficient reactive service, whether they work in administration or in operations, and consider TQM as the icing on the cake, something to be considered when they are not too busy rather than something which, if developed into an instinctive part of their thinking, would enable them to provide excellent service, even under stress.

There is also a school of thought among the interviewees whereby TQ is seen as a finite objective, something to be achieved by the application of a set of rules and procedures and measured by the use of an increasingly accurate series of modern evaluation tools. While the achievement of targets and compliance with international standards of excellence is indicative of real progress in TQM and many of the interviewees were delighted with the levels achieved. At the highest levels of leadership TQ is seen, not as

something that can be attained to some target level and then simply maintained at that. HE, the President sees it like the ascent of an endless slippery slope, easy to slide back a little but requiring skill, concentration and determination to progress. Illustrative of this is the statement made by a very senior officer that ***“all need to participate in making clear the rules, regulations and plans to make a success of new cultures such as that of TQ.”*** He believes that compliance with rigid norms will bring about the desired results, ignoring the ethos of TQ which requires originality in problem solving, rapid reaction to changing circumstances and adaptability

In contrast, another director stressed that the role of leadership should be one of ***“Commitment to support all efforts at development and improvement, both by providing a good example and ...by honouring the efforts of their staff and by stimulating excellence and improvement in a timely manner.”***

The views of another middle management interviewee supported this:

“To be a leader in the field of TQM, it is necessary to be of high calibre oneself with a full awareness of all the activities and tasks of the institution as well as being active, having personal influence and a clear vision of the process necessary to the achieving of quality objectives and requirements.” He believes it is essential to avoid ***“...institutional disasters such as lack of staff confidence, a low rate of employee satisfaction and lack of credibility in the idea of TQ.”***

Staff, for their part, will be required to show genuine participation in progress towards TQ and commitment to the procedures necessary to do this, working with meticulous attention to detail and striving towards ever higher standards of excellence and the interviewees here referred to the influence of the President of the DP.

“The President believes that the quality of the highest level of management gives a permanent support for quality in all fields, making everyone eager to participate in

discussions and exchange of information.” and that improvements could be achieved “By applying a system by which police staff and the public can make suggestions and complaints”, “By establishing a centre to explore public opinion.” and “our leaders have a deep faith in the essential role quality has in police work, translating it to operational levels through the provision and implementation of TQ programmes.”

Leadership will monitor progress by means of periodic and on-going performance reports, review of results and the follow-up of projects on a regular basis, as well as by the implementation of development projects and programmes. The importance of competition for awards was also stressed.

“Dominating the attention of leadership in the application of quality standards is the incentive for achieving awards.”

“The DP have won awards for the excellence of their performance and leadership... which confirms the faith of the leadership in the importance of quality management as a concept.”

Some doubt was thrown on the efficacy of a system based chiefly on rewards and sanctions, e.g. *“it is unsatisfactory if standards are only upheld in some departments by a fear of punishment and not out of conviction and understanding of the importance of total quality permeating all aspects of their work.”* a statement which goes some way to acknowledging that there needs to be a holistic approach to the inculcation of the ethos of total quality at all levels throughout the force.

There is, however, a feeling that any problems the DP may have in the pursuit of total quality can be solved within the force itself:

“The General Command of the Dubai Police is keen to apply all recognised quality methods and standards. Police work based on these standards, programmes and

administrative systems is carried out according to norms worked out by working police officers as dependence on external expertise is rare and only used if necessary. This policy has, however, paid off in the development of good results in corporate performance....”

It is to be hoped that this pride in self-sufficiency, while justifiable to date, will not hinder reception of more modern concepts and ways of considering problems. It was noted that none of the interviewees, although aware that this thesis, in addition to consideration of leadership issues and the limited success of TQM, was to consider the use of holistic systems thinking, mentioned this as a way forward in quality improvement. It is difficult to see how the DP could adopt methodologies such as SSM without assistance from experts in the field.

The role of leadership has had a significant impact on the apparent success of the application of quality standards and is vital to the determination of the future strategic direction of the DP by demonstrating commitment to and enthusiasm for the principles of TQ and fostering similar commitment among their subordinates, it being essential that every member of staff should also feel themselves personally committed to the project, rather than simply complying with a new set of rules and regulations.

One of the most highly-placed interviewees stressed that:

“The role of leadership is divided into two parts:

- 1. Belief in the importance of quality and its impact in the development of police performance.*
- 2. Leadership support for total quality management.”*

7.7 Factors Affecting Total Quality

The chief factors affecting the achievement of continuous improvement in TQ were:

7.7.1 TQ1 Culture of Excellence

The 31 interviewees referred to the existence of a level of satisfaction with the culture of excellence 37 times, indicating that, to them, this was an accepted aim. However, the theme emerging from the responses was great satisfaction with the aims and aspirations of the first tier of management and criticism of the way in which the search for improvements in total quality was handled by the lower tiers of management.

7.7.2 TQ2 Commitment to Total Quality

The conviction that there was a commitment to total quality throughout the DP was commented on by the respondents 46 times and the theme emerging from their comments was satisfaction with the goals achieved so far. This was discouraging as it would have been far better if they had seen the way forward as making even greater efforts to build upon these rather than resting upon what has been achieved to date.

7.7.3 TQ3 Identification and Encouragement of Successful Initiatives

Most respondents commented favourably on this (38 responses) and were satisfied with the goals achieved to date. Again, the interviewees should have shown more enthusiasm for an on-going programme of encouragement.

7.7.4 TQ4 Resistance to Total Quality

A significant number of interviewees commented upon this (25) but the theme emerging is that there are in the DP a significant number of managers who are resistant to change in general and who are satisfied with what they consider to be an adequate level of

performance measured by out-dated performance indicators with which they are familiar and comfortable.

7.7.5 TQ5 Inefficiencies in Administration/Unnecessary Bureaucracy

More interviewees (33 responses) referred to this issue than on resistance to TQ but the theme emerging was that this too was symptomatic of a general resistance to change.

7.7.6 TQ6 Need to drive forward development of Total Quality

There was widespread recognition of the need for further development of total quality management with some 39 responses being made. The theme emerging was one of a need for dynamic future action but, while measures for identifying and correcting negative results were numerous, there were few suggestions as to how to ensure progressive positive action. Here again there was no evidence that interviewees had any knowledge of systems thinking or its potential application to complex, messy problems beyond the capabilities of the performance measurement methods currently used.

7.7.7 TQ7 Cost Effectiveness of Total Quality

Very few comments were made regarding this aspect of TQ probably because there have in the past been few constraints on spending in the Dubai Police. However, as the global financial situation has hardened and budgetary control is being introduced, the theme emerging is a need for financial accountability and a number of respondents referred to this, some praising the success the higher levels of leadership had achieved in securing improvement in quality of service at zero extra cost.

7.8 Communication

The third interview question asked if managers felt they were given sufficient information to enable them to fulfil their roles and the interviewees interpreted this in different ways, i.e.

1. An information base provided by mandatory introductory training, usually of at least a year's duration.
2. The updating of new systems or regulations by means of refresher courses.
3. Access to changing information on a day-to –day basis by means of hard copy documentation, e-mail, databases, etc.

In relation to the first point, it was expected that managers, when appointed, would be men and women fully qualified for the posts they were to occupy, who would then be provided with a comprehensive job description, together with information on any regulations, orders, etc. affecting their work. This provision was described as:

“The provision by the General Command of job descriptions for each manager..... i.e. tasks mandated to them and the powers granted to them as leaders.”

In addition to this, managers were expected to take post-entry training, presumably at an early stage in their tenure of a new post:-

“The High Command of the DP... committed every leader to attend a training course of at least one year in length to ensure that knowledge regarding modern information technology and modern working methods was available to all leaders....”

So, having hopefully selected the best person for the job, the question then arose of keeping them up to date with developments and it was agreed that this would be done by IT, the written word and by regular seminars and meetings.

“All managers have available to them all necessary information to enable them to carry out their work and there is machinery in place to inform them immediately of any changes in the compulsory laws and regulations in force, such as, for example, labour laws.”

In some areas, however, it is likely that information is passed down on a need to know basis and some feel this is sufficient. Thus, from a younger officer, with little experience of TQM:

“The DP are a military force. Employees should therefore follow military discipline and the hierarchy of command, each level in the chain of command obeying their managers and observing all current rules and regulations pertaining to their duties.”

Others felt the supply of information could be improved. Typical of the comments made is:

“Managers do receive information to some extent but it is not enough as there is no database with details of an integrated strategy which would allow them to speed up decision-making and perform their roles effectively.”

and from a senior officer, working closely with an operational section:

“Information is widely available except that it is not easy to find effective means for the flow of information to decision makers who are managers. There are managers who sometimes feel the existence of information is variable and inadequate and that searching for it requires more effort than is justified. Given these reasons, we find that the problem is that they are not comfortable in dealing with information and communicating with each other to get to the facts. This may be because multiple applications and multiple supervisory authorities can sometimes supply conflicting data and information making it difficult for managers to select what is appropriate for their particular field of operation.”

The length of service and wealth of experience of some of the interviewees enabled them to see the broader picture, especially where efforts were being made to improve the amount of information available to managers, prompting comments such as this:-

“They feel they do not have enough (information) which is due to two main reasons within the Police administration itself and outside the organization from clients and relevant Government Departments and, despite the efforts being made in some departments and government agencies for the provision of databases related to some aspects of economic and social development in the Emirate (such as Dubai Statistics, for example) this data is not sufficient and does not satisfy the needs of departments in terms of quantity and diversity of information required in the planning process.”

The principle of on-going training and the sharing of information and opinions is now gaining ground:

“The adoption of leadership training programmes, workshops and seminars for managers has certainly ensured that they receive adequate information. This is in addition to the distribution of all the methodologies proposed by the General Command for them to study and comment upon.”

In the opinion of the majority of the interviewees the area where managers found most difficulty was assessing information on a day-to-day basis to enable them to take necessary decisions but, in spite of the comments quoted above regarding the military nature of the Dubai Police, information is intended to be freely available, except where confidentiality is essential for operational or other valid reasons. The head of a Quality Assurance sub-section states:

“One of the strengths of the Dubai Police is the application of the principle of transparency. Information is always available in a clear form to all functional categories, particularly management and leadership that will help them in performing their roles and assist the senior leadership in adopting change and establishing an integrated approach to the management of change.”

and

“.....thanks to the principle of transparency adopted by the senior leadership and its commitment to the consolidation of the team spirit....managers are given sufficient information...”

The problem, therefore, seems to lie not in any limitation on the supply of information but rather with its immediacy, quality and availability and the answer would seem to lie in the provision of information electronically in a standardized format, organized so that it was easy to find and regularly updated, not only from the upper levels of management down but also by departments and sections feeding data into the system in an acceptable format so that, where appropriate, departments can be aware of what is happening in other areas of the organization. These dissenting voices, however, are as yet in the minority. Sometimes it is the managers themselves who are strongly criticised.

“Some managers feel that they have sufficient information, become complacent and do not make an attempt to take advantage of available refresher programmes or try to apply more science, culture and knowledge to their work, although they know that it is obvious that the certain point of knowledge they have reached does not take them as far as they could go.”

Such men and women could not be expected to be exhaustive in their search for information when faced with difficult decisions and therein lies danger.

Many responders praise the way in which information is provided in the DP, making comments such as:-

“The DP General Headquarters use many practices that make it distinct from other institutions, as information related to the roles performed there is documented and easily accessible by most staff.” And “There are orders in place to ensure weekly correspondence and communication between the leadership and the various departments and centres or between departments and centres, which can be developed as necessary.”

or

“The implicit instructions of HE the Commander-in-Chief and HE the Deputy Commander-in-Chief are all extremely helpful to management in the performance of their tasks.”

Much of the flow of information is from the top down and this, together with the evident setting of fairly rigid parameters for second and third tier management, would tend to inhibit lateral thinking. Managers are accused of continuing to think in outmoded ways but are caught up in a restrictive system, encouraging them to receive information uncritically rather than seeking exactly what they need in any particular situation.

“Some information is complex for the non-specialist to understand. It needs a lot of analysis and statistical tools to interpret data so as to make appropriate decisions.”

The rapid lateral development of the DP, setting up new departments and using new disciplines, has made it difficult for many managers to exchange information with their peers, because they find it difficult to distinguish areas where they share common ways of working and problems from those where, because of the nature of their work, information of a unique nature is used. Reference is made to the use of performance indicators *“the existence of periodic reports and analysis of the results of various*

courses of action” as a source of information useful to managers, which, although of some value, should not obscure the need for a more holistic approach to problem solving with the aim of not only preventing past mistakes being repeated but of preventing future errors.

Administrative systems depend on co-operation from all elements in the organizational unit, from top to bottom, where the administrator for the unit cannot do without support from his employees and powers are distributed to ensure the best performance for the conduct of the necessary procedures. Reliance on the worker and his/her practical field experience is essential for decision makers as well as the exploitation of strategic partnerships with colleagues and customers in terms of exchange of information and resources, as well as the use of exchange systems and databases at the local, regional and global levels.

It is encouraging to find that more co-operation is being called for:-

“It would be useful to form a working group with leaders sharing current experience of the search for efficiency. This would enable management to participate effectively in promoting a culture of quality, as well as being involved in strategic planning and policy definition at the top of the institution, thus ensuring the dissemination of a culture of quality among human resources and guaranteeing high performance.”

To conclude, the responders felt that provision of information by means of initial training and refresher courses was satisfactory, if managers took advantage of what was available to them. However, in the day-to-day search for information on which to base decisions the following points emerged:

1. While information fed down the chain of command was essential, it should not produce complacency. Managers must examine the effects and implications of such information on as wide a basis as possible.

2. A need for comprehensive and reliable databases, regularly updated, which they could access at any time.
3. Departments must learn to exchange information and learn to identify problems they have in common.
4. There must be more information supplied to the highest levels of leadership from all levels of management.

7.9 Social or political factors which would form a barrier to greater co-operation and the embracing of new ideas.

Fourteen of the thirty-one interviewees stated that they recognised no social or political factors likely to inhibit the development and acceptance of new ideas, which was a surprising response given the make-up of one of the major stakeholders recognised by the DP, namely the general public, currently contains some 200 different nationalities. Within the DP organisation itself, the majority of the workforce were not born in Dubai but come from a variety of ethnic backgrounds. Although these foreign workers were necessarily employed in civilian posts, they were inevitably involved in the pursuit of excellence which the DP sought to instil throughout its organisation and, obviously, would bring to their work much of the effect of their own traditional values. These could range from those of the forward-thinking modern expert, who would accept and, indeed, eagerly seek change somewhat ruthlessly, to those brought up in a more paternalistic society, with a tendency towards technophobia and an inclination to resolve issues by compromise.

Security and the effects of having such a large expatriate factor in the population obviously concerned some of the interviewees, but the refusal of so many to acknowledge

that there were social and political factors, or their extremely narrow interpretation of the question, reinforces the sense of unease arising from the following statement:

“Without doubt, political and social factors cannot be ignored in any institution in the world, but they are of less importance in their effect on the leadership of the DP. This is because the institution is organised as a military entity, with a chain of command based on military rank.”

This smacks of a false sense of security and a degree of complacency surprising in the modern world.

Some interviewees, however, saw the rapid development of Dubai as providing a challenge and an inspiration.

“The rapid growth in population density and the increase in the geographical area they must now police is a challenge to the DP but along with the changes necessary to cope with this and the rapid introduction of modern methods and policies it is essential not to lose sight of the need to strive for total quality at the same time.”

Others expressed more realistic assessments of the situation, some anticipating problems from the changes mentioned above:

“The increase in the geographic areas to be policed and the increase in population....are challenges for the Dubai Police in the light of the resources available, which may not be able to keep pace with rapid growth in demand.”

The Dubai Police find themselves facing a rapid expansion in the volume of their work and a massive increase in the use of technology and modern ways of thinking. They are faced, on the one hand, by a large number of visitors, residents and entrepreneurs who expect a police force operating to the best standards and, on the other, by a workforce which includes many whose education and training is not of the standard needed in the

modern world, even though they will be largely employed in supporting roles, rather than as operational officers.

“There is no doubt that the adoption of new ideas, whether from within or from abroad, linked with the diversity of nationalities now present in our country is affected by the different cultural levels existing between staff and customers.”

Nevertheless, many of these will be at the day-to-day point of contact with the client, who will form his/her own opinion of the quality and efficiency of the force from his/her experience at that point. Two interviewees made a special point of this:

“Lack of qualified human resources in the field of quality as affecting the concept of quality management in the Arab world is a very recent idea, especially when compared to western countries. To overcome this the staff of the DP were seconded to specialized courses in the field of quality.”

and more generally:

“A society including many different nationalities and, specifically, a large number of people of Asian origin, constitutes a significant impediment to the exchange of ideas which could be remedied by significant improvements in the level of education.”

7.10 Security

As might be expected in today's world and as referred to above, security was deemed a priority, both by members of the force themselves and in the feedback they received from customers.

“Security is influenced by political and social factors justifying the establishment of international organizations before setting up strategic plans to analyse the internal structure and monitor external factors with a view to reducing social pressures such as

unemployment and possible political events such as a conflict between neighbouring states in the UAE. The goal of the police would be to minimise the effect of such factors, monitor events arising from them and advise caution in dealing with them.”

Others were more inward looking in their approach:

“As for social factors, I think that it is important that the General Command of the DP, being responsible for the security section, to have regard to the nature of the community it serves. However, every effort is directed towards the achievement of excellence, everyone is a vector down to the commander of a squadron and all strive to ensure all difficulties and obstacles are overcome.”

To sum up the attitude of the interviewees to security as a social factor, they recognised the need to reduce social pressures and to be vigilant regarding any hint of conflict between social groups resident in Dubai. The goal of the police would be to minimise the effect of such factors, monitor events arising from them and be cautious in dealing with them. The adoption of a “*softly-softly*” approach, somewhat at odds with the military traditions of the force, with the aim of maintaining a stable society, might adversely affect the timescale for the implementation of changes desirable in the pursuit of excellence. However, the interviewees considered that such monitoring action and the instilling of a sense of security in the population at large is seen as demonstrating quality to the client and those elements of the force in closest contact with the public are seen as an integral part of this.

7.11 Public Opinion

A high number of interviewees recognised public opinion and feedback from clients as indicative of social factors which might inhibit progress towards total quality and deplored any evidence of lack of interest in this:

“Another major obstacle is that no time is allocated to investigation of the role of public opinion.” and “By winning the approval of customers, we can convince everyone to take an interest in and prioritize all processes of change and development.”

It is surprising to find that so little attention is paid to the role of public opinion as a yardstick for assessing the quality of the service and this is something that could be usefully pursued.

7.12 Military Tradition

While recognising the value of military tradition and organization in creating an efficient reactive response to calls upon the force, over-reliance on the military hierarchy and chain of command can lead to a lack of perception of the pressures imposed by a modern, developing and diverse society, as illustrated by the following comments:

“Political and social factors cannot be ignored in any institution in the world, but they are of less importance in their effect on the leadership of the Dubai Police. This is because the institution is organised as a military entity, with a chain of command based on military rank. This is a phenomenon in that it harks back to our ancient culture, rooted in our prevailing customs and traditions, which it would be difficult to change in the short term.” This from a senior officer from whom a more liberal attitude might have been expected.

But others see this attitude as negative and inhibiting modern concepts of TQM, including the idea that not only should the lowest grades of staff demonstrate a commitment to total quality but that they should be encouraged to pass their ideas, suggestions and comments on their experience back up the chain of command to the highest levels.

“The biggest obstacle in the adoption of new ideas in life is that of military rank. There is a sense that the top rank will always take decisions unilaterally – which, at the end of the day, stifles evolution in the decision-making process.”

Some very serious consideration will be necessary to identify and eliminate those features of the military hierarchy which will inhibit the application of a holistic approach to the problems of improving total quality management while retaining those which can strengthen the organization in its pursuit of excellence.

7.13 Resistance to Change

By far the greatest social factor affecting the movement towards better total quality management was resistance to change within the DP itself:

“Bias in all its aspects is one of the biggest obstacles to the embracing of new ideas.”

Such bias against change and a lack of co-operation is endemic in certain areas of the organization and some interviewees claim it exists throughout the force:

“A huge obstacle to co-operation and the adoption of new ideas is the fear of change which affects most of the elements of the organization.”

Which is further illustrated by the following statement:

“At present, some groups refuse to discuss their ideas during meetings, preferring to act unilaterally.”

Recognising the existence of this strong element of resistance to change among managers in the general departments, HE the President published an article ***“No turning back from the pursuit of quality”*** in response, stating that the only option in the next phase of development is to make progress towards TQ.

Most of those interviewed appreciated the need for a change in working methods and were willing to take on board new ways of thinking about their work. Efforts are being made to evaluate influences external to the force itself although these are not judged to be carried out as well as they might be.

“Currently, SWOT (strengths, weaknesses, opportunities and threats) is widely used for analysis of political, economic, environmental, technological and legal factors. Skills are needed to connect all factors to define the issue and then design particular plans to meet current and future needs..... There is a need for innovative thinking in terms of better analysis. In fact, management does not take proper steps to align data which can lead to evolution. Change in management methods and organizational development are linked together for better creativity. The desired impact is not well defined as the result of resistance by managers. The out-dated and insufficient methods used in the tracking of information are not fit for purpose in the pursuit of effective and flexible change.”

This indicates that the tools used to identify influences in the community affecting the work of the DP do not provide an adequate perspective. These need to be replaced by tools by which the social and political background to the work of the force can be reviewed in a more comprehensive manner, i.e. the above quotation demonstrates a need for a more holistic approach.

While recognising the effects of rapid development and the challenges of modern technology upon the work of the force, it is evident that most of the factors described above do have their solutions in the short term, such as improved training, more client involvement or better use of technology. The most difficult factor to resolve is that of resistance to change. This can only be overcome by persuasion, demonstration of the benefits of TQM and time.

“Our society is based on our customs, traditions and religious controls, but the development of Dubai from a traditional to a modern state means that there are, inevitably, some changes to social factors. Leaders have to recognise these changes as

a basic part of development and become orientated to them, in order to ensure that the wheel of change turns in an ordered and controlled manner.”

7.14 Examining the Aims and Initiatives of the Dubai Police

The majority of the interviewees were agreed that any fresh initiative targeted at a consistent progression towards Total Quality in the Dubai Police must start with a re-examination of the organization’s goals, starting with the analysing and redefining of strategic objectives which should then be expressed as simply and clearly as possible in order to reach down through the levels of leadership and management to involve all members of staff, some of whom saw themselves as distanced from the search for TQ.

Having established strategic objectives, the strategic planning initiatives necessary to attain these also required to be examined and remodelled, where necessary, establishing goals to be achieved along the road to TQ and the initiatives aimed at improving quality as an on-going programme.

Any strategic issues causing or likely to cause problems at this stage should be examined and discussed and resolved in the light of the strategic initiatives.

As a senior director, involved in strategic planning, described the process:

“...it will be necessary to

- a) Apply standards of excellence and renew institutional performance indicators and measurement tools.*
- b) Develop performance indicators so that leaders at every level are provided with pointers linking the organisational units they head to the overall strategy of the DP.*

- c) Develop standard incentives, whether positive or negative, and the application of the principle of reward or punishment.*
- d) Identify the most successful working methods and apply them to ineffective administrations.”*

While likely to remedy many of the faults leaders see as inherent in the systems and methods currently in use in the DP, these suggestions are focussed only on measurement of results internally and do not encourage participation in the improvement process by other stakeholders. A broader list of suggestions would be:

1. Involvement of external stakeholders
2. Actively seeking views of internal stakeholders across the board
3. Improved communication between departments and between different levels of management
4. Use of improved performance indicators as listed above.

7.15 Involvement of External Stakeholders

At this stage of the interviews surprisingly little attention was being paid to the involvement of external stakeholders and the identification of their needs and expectations. Interviewees did, however, consider that the systems set up in the quest for TQ tended to internalise the matter, concentrating on issues and procedures within the DP organisation itself in the belief that, if the internal mechanisms worked well, the benefits would naturally accrue to both internal and external stakeholders.

It was now felt that greater heed should now be taken of the views of clients and external stakeholders, especially those of the general public and some movement has been made in this direction with the “Dubai Police at your Service” campaign.

In addition to the constant and very desirable process of updating systems affecting external stakeholders by the utilisation of the latest technology, the DP needed to be aware of the external environment on a global scale by the study of external media, the setting up and reviewing of standards of comparison between the DP and other organisations, in particular other police forces.

Within Dubai itself, the views of the widest possible range of stakeholders should be sought with the aim of identifying their needs. To encourage the participation of stakeholders in such a process various suggestions were made such as:

- a) opinion polls for customers
- b) inviting clients to submit suggestions
- c) closer examination of complaints.
- d) the use of “secret shopper” anonymous spot testing of services.

This can be done by:

“Public opinion polls to seek the views of staff and the public through the medium of survey and assessment of the level of satisfaction with the DP to discover what points have been identified for improvement...A “mystery shopper” style investigation to test and evaluate the services provided to the public and to identify shortcomings...”

As well as the above suggestions, improvements in relations with external stakeholders could be achieved if every officer or worker with whom they came into contact on a daily basis were to seek to achieve excellence in the way in which they interacted with the clients.

7.16 Involvement of Internal Stakeholders

Within the DP, in order to inculcate commitment to TQ throughout the organisation, it would be necessary to involve leaders and staff at all levels and operate within a policy

of transparency and flexibility so that they were aware of the necessity of pursuing TQ in all aspects of their work at all times.

A first step towards this would be to seek the views of the widest range of internal stakeholders and carry out an unbiased analysis of the internal environment. Management procedures at every level need to be examined closely as there is much ineffective management and changes must be made. An essential element is the selection and appointment of competent staff, fully informed as to the continuing need to strive for TQ and the means by which it could be achieved.

However, once such competent staff were in post, means would have to be found to maximise their contribution to the work towards TQ rather than confining them to the performance of overly defined job descriptions. They must feel free to express opinions derived from their experience and vision.

“There are several ways to improve the quality of departments and the most important is the recognition of the employees as part of the human race and his contribution as an individual, encouraging staff to continue to suggest innovations and support all endeavours towards total quality.... Human resources are of great importance in the adoption of TQ.... The choice of the most suitable staff is a cornerstone of a culture of quality; without them the level of performance will not improve... We must not be discouraged by past poor performance but focus positively on the human element of the administration in this and they must be given an opportunity to build teams capable of effective communication.”

It was also suggested that valuable information regarding human resources could be gained from the “results and recommendations of a survey of job satisfaction” considering

that this would prove to be a factor in an employee's enthusiasm for the idea of TQ. In the event, only one interviewee mentioned this.

There was better support for the idea of input from all levels of staff, suggesting that aims and initiatives could be examined in this way.

“By the setting up of meetings and discussions throughout the organization, i.e. meetings of leaders at all levels, high and low, together with any other staff members who could make a positive contribution and who may aspire to leadership, in order to examine the aims and initiatives of the DP in order to achieve its strategic objectives.”

Another interviewee expressed an interest in

“Leadership studies based on the results of development of mechanisms that will work and strive for the better. Much will depend on brain-storming sessions to gather ideas from staff and secure their participation in the preparation of operational plans and programmes.”

While going some way toward recognising the value of input from lower levels of staff, there seems to be a lack of appreciation of the fact that valuable comment may be obtained from staff who have no leadership role or who lead only small groups. The views of the led can often give an insight into the quality of leadership. However, the comments made are evidence of a more democratic approach developing, which will in turn lead to more innovative thinking about the necessity of getting as much information as possible on all facets of a problem, and, hopefully lead to the adoption of suitable holistic system thinking methodologies.

7.17 Better Communication

The need for better communication was recognised by the majority of interviewees who felt there should be improved access to programmes, operational plans and performance

indicators. More use should be made of IT and other means of internal communication such as internal media. Here, however, some demanded the development of better systems design and better administrative procedures.

In particular, following on from the call for more involvement of internal stakeholders, the following means of communication were suggested:

“Regular meetings, particularly meetings to discuss proposals, involving council leaders of middle and lower rank

Internal memos

Lectures/dissemination of the culture of organizational excellence

Teamwork (setting up talented or creative teams)”

Others saw training in post as a way of communicating TQ methods and aims:

“Increase the number of courses and workshops in the field of quality...highlighting new ideas which will have a positive effect...” There new ideas could well include systems thinking although the interviewee lacked sufficient knowledge on this to be specific.

It was disappointing that no mention was made of interdepartmental communication across disciplines. One interviewee states:

“Comparison of references is the most important means of continuous development of operations comparing them with others in the same speciality or technical work...”

Ignoring the probability that problems inhibiting the spread of TQM may be of a general nature and that useful advice or assistance may be available from a department handling a totally different type of work.

7.18 Use of Performance Indicators

With regard to the use of performance indicators, some interviewees seemed happier with older methods of measuring performance, such as the 6SIGMA methods or SWOT (strengths, weaknesses, opportunities and threats), possibly because these were more appropriate for measuring the success of finite processes whereas TQ was a concept that could not be said to have been achieved at any set moment but rather an on-going endeavour wherein any measure of success simply led on to fresh demands.

Therefore, it was necessary not only to identify strengths and weaknesses, but to set up improved monitoring procedures capable of measuring a broader spectrum of behaviours. It was suggested that current results should be compared with those of the previous three years, which would highlight those areas where there had been improvement or shortfall in performance or indicate if departments were merely satisfied with performance which was no better than adequate. Analysis of results should be more detailed and searching in order to identify such areas. It having been accepted that it was essential to have a policy of transparency and flexibility towards all levels of staff, to make them aware of the importance of constant improvement towards TQ, it was also necessary to instil a sense of the benefits, both moral and concrete, which would come to them as a result of their efforts. Although most of the interviewees were keen on the use of performance indicators and bench-marking systems, which are tools for the measurement of past performance, intended to indicate where productivity needs to be increased or the repetition of past errors prevented, give useful information as to capacity to cope with specified aims, sustainability of effort on projects or on initiatives which should be dropped, which may be helpful in the more immediate future, they do not often lead to the sort of creative thought which would lead to fresh inspiration in the field of TQM. They also have the disadvantage that they are usually used by agencies external to the

department under scrutiny which, combined with the belief that remedial measures take on the nature of sanctions, leads to low morale among staff. The introduction of more self-assessment measurement tools, particularly if they can be employed on a continuing basis allowing corrections and adjustments to be made while a project or task is still under way, can be beneficial in that staff usually accept this method more readily.

Some were too easily satisfied with the status quo:

“The systems and mechanisms we have in the DP are excellent in that we have clear processes of review and performance indicators. Therefore, any barriers between us and the achievement of goals are the true obstacle to implementation and not the mechanisms and systems themselves.”

Others would not seek to change the status quo because they think the question already adequately covered.

“This is done through strategic planning...by the direction of goals and initiatives.... taking into account internal and external variables and identifying sectors and target segments.”

“Processes are updated and renewed according to internal and external developments. With the development of clear objectives, which must be achieved within specified periods of time and given the necessary human and financial resources, the desired future goals can be achieved.”

Some content themselves with describing the performance indicators and measurement systems already in place, with little or no attempt to assess their effectiveness or criticize them. If recommendations are made at all they often consist only of the suggestion that a particular indicator be used more widely.

“The General Directorate of Total Quality Management acts as a giant screen on which to view performance indicators by which the High Command can identify the extent to which strategic objectives are met or not being achieved. There are many tools used by leadership in order to achieve improvement in overall quality, such as self-assessment survey systems, complaints, monitoring the implementation of operation plans, monitoring performance indicators, the application of the 6SIGMA system to outline desirable aspects of projects, internal and external audit specifications and many other tools applicable to the organisation.”

This gives a comprehensive list of the indicators used but no information as to which are the most effective or which areas are the most likely to produce negative or unsatisfactory results.

It would have been extremely useful if the interviewees could have been more critical of the performance indicators used, rejecting some as out of date, cumbersome or of not providing sufficiently detailed data to enable leaders to pinpoint exactly where problem areas existed. Nor is there any effort to identify any performance indicators as being more appropriate for one function than another, e.g. crime detection, crime prevention, administration, financial control, etc. While a need is recognised, there is a lack of interest in setting up flexible performance indicators to measure public opinion to identify how effective community outreach efforts really are.

Occasionally it does appear that the process of evaluation does extend beyond the field of operation of the DP itself:

“We seek to conduct evaluation and periodic reviews of performance... and, in this context, we seek to make comparison, when it is possible, with local organizations and regional bodies, by holding conferences, seminars and exhibitions.”

A more proactive approach to comparison of the systems used by the DP, not merely with those used by other local and regional bodies but on a global scale would have been encouraging. As the idea of seeking to achieve TQ was originally inspired by what was being achieved by organizations globally, it might be expected that best practices worldwide should be studied through the various media in which these are reported.

“The best international practices for measuring performance should be applied and these can be studied by field visits to institutions of excellence and the use of the World Wide Web.”

Some interviewees put their faith in the more modern methods of performance measurement which are now in place:

“We follow the Deming Plan (plan, do, check and act) which is good (See diagram below). Where we set up operational plans in order to achieve strategic objectives we check their strength and the support they will provide for services by means of the application of the RADAR mode (software) for the management of goals and the best way to ensure continuous improvement in addition to applying the associated Balanced Scorecard (BSC) to adjust the results.”

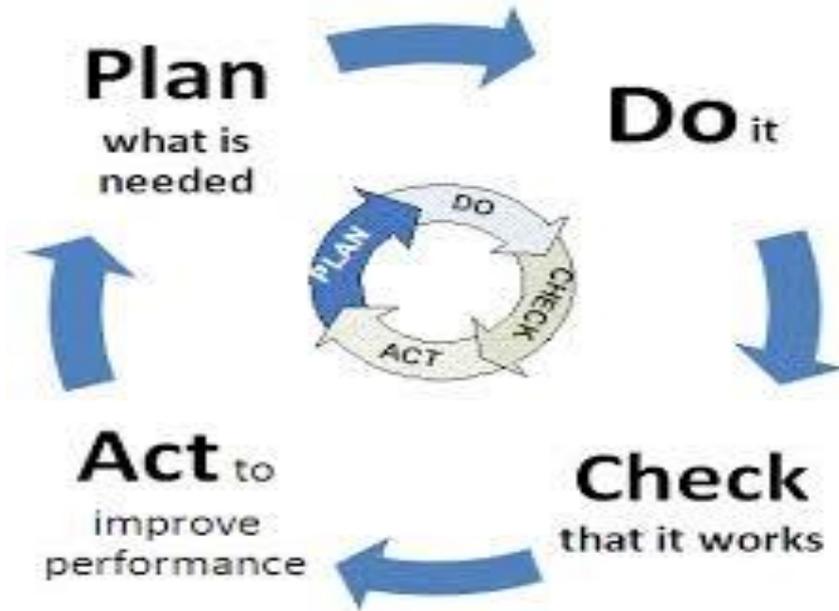


Figure 7.1: Deming Plan (Source: <http://www.leyhill.com>)

Not all the interviewees were as complacent and some criticism was harsh.

“The policy of bench-marking is weak and insufficient. It needs hard directive support, regardless of the approved methodologies. In addition, it should define the index of desirable indicators”.

“Upward communication is also another area to be looked at. The commitment to achieving this should run top to bottom and vice versa”.

“The proactive action in annual inspections supports best positive practices...It also results in decisive action taking place in relation to lack of performance and the setting of required results. The gaps between corporate management planners and frontline operational officers needs to be closed.”

These views are backed up by those of an interviewee with first-hand knowledge of the situation facing operational officers.

“Any tool I use must be commensurate with and adapted to fit in with what I wanted to achieve, how I achieve it and what are the results to be obtained. In some cases I do

not see that there are suitable initiatives being used and an evaluation is arrived at which does not serve the nature and goals of the initiative....In spite of the use of some advanced systems, such as RADAR, to measure initiatives and goals, the concept of TQ and its application is not comprehensively applied through all elements of the organization.”

This is again indicative of the failure of the systems currently in place to provide the information required and the need for a much more flexible approach which will not require the procedure measured to meet a “one size fits all” scheme for defining good or bad performance but will seek to adapt the system used to ensure that a more realistic picture of the working of the section under review can be achieved and those changes made which best fit the needs and aspirations of that section.

It was therefore encouraging that those advocating changes in assessment techniques called for a more flexible, proactive approach rather than the reactive one of institutionalized methods such as annual reviews.

“Performance indicators are also developed to monitor progress and periodic reviews conducted to correct the path”.

“There are many tools and techniques that can be deployed to perform functions such as brain-storming, cause and effect analysis and statistical analysis.”

Proper appreciation of the importance of TQ and exploiting the facilities and expertise currently available are seen as important:

“Ensuring that the quality control sub-sections in each department are fully integrated into the work of these departments and enabled to contribute effectively to quality improvement.”

This may indicate that the quality control sub-sections are too often seen as standing apart from the work of the departments to which they are attached or, again, as mentioned above, performance indicators already in place are seen as being adequate to ensure the operational effectiveness of a department with the quality control sub-sections operating in an audit capacity. Or operational staff may see their role as carrying out the work of the department to an adequate standard, leaving suggesting innovations to improve efficiency to the quality control sub-section, thus losing much useful feedback from operational officers.

Others see the solution in providing more training:

“Increase the number of courses and workshops in the field of quality... highlighting new ideas which will have a positive effect.”

It was not felt that there was a need to examine the more general aims and initiatives other than to suggest that more vertical communication should be encouraged and the results of this taken into account in the field of strategic planning. The concept of improved TQM management was enthusiastically embraced but, as previously mentioned, there was too much emphasis on performance indicators used during and after the event rather than attempting to inculcate the ethos of TQ at the outset.

A useful set of approaches was suggested by a senior officer experienced in the development of improvements in TQ.

- 1. “The holding of regular meetings to review progress and discuss any necessary changes.***
- 2. Constant striving towards improvements in the field of excellence accompanied by awareness of such effort.***

3. *The setting up of work teams specializing in development projects in order to improve the speed and efficiency of the introduction of projects.*
4. *Set up and review standards of comparison between the DP and other organizations.*
5. *Ensure the participation of personnel in the exchange of thought, ideas and experience.”*

The overall impression was of a feeling of disappointment that, with so many measurement tools at their disposal, departments were not making more effort to identify and remedy their own shortcomings.

7.19 Improvement of Total Quality in Underachieving Departments

Most of those interviewed accepted that there were under-achieving departments in the DP and a number gave detailed lists of measures to be taken to improve performance, usually involving the use of rigid methods of performance measurement and frequent reviews based on the findings these produced. One did, however, consider striving for improvement in total quality as a work in progress rather than a standard which had not been met.

“There are no so-called inefficient departments. There are departments where standards of excellence and skill in dealing with them have given them pre-eminence, where staff believe them to be the foundation stone for the process of continuous improvement and keeping up with developments. There are departments striving for excellence but lacking superior management in this area, where there is room for improvement and development at the third level of the administrative processes, i.e. sections and divisions. That is to say, they need to support a greater effort.”

There was strong resistance to change in some sectors which had to be overcome if there was to be constant striving towards improvement throughout the organisation. All personnel needed to be aware of such effort and apply it in their day-to-day operations. This could best be achieved with an upbeat approach to the achievement of TQ as an opportunity and not a burden.

While the continuing analysis of individual performance, as opposed to limitation of assessment to group or departmental performance or overall performance on specific projects which might involve more than one sector or department, was cited as a powerful tool in the process of achieving improvements in TQ, staff tended to react badly to such procedures if they were used in a purely punitive manner. While it was essential that a spirit of co-operation should be fostered so that leaders and their staff saw themselves as part of a whole, it was also necessary that an individual should feel that excellence would be rewarded by incentives and benefits. It was also essential that leaders and their staffs accepted that a negative report was not the end of a process but a starting point from which help and guidance would be available to raise standards in future. As mentioned previously, initially it would be necessary to ensure that competent staff had been selected for any post ***“putting the right person in the right place”*** and that new leaders accepted and supported the idea of the pursuit of quality in a scientific and practical manner. It would be necessary to ensure that departments and sections were organized efficiently, without undue bureaucracy and that there was a proper division of labour.

Several interviewees mentioned the need to appoint staff who were appropriately qualified to foster the idea of TQ to vacant posts but four considered that consideration could be given to moving existing staff to posts where they might be more effective and some of these who did consider it did so in a negative manner and spoke of:

“...if the performance improvements were linked to the level of director performance.”

“The transfer of an inefficient director of administration in the absence of improvement of the organizational unit.”

Others were more positive and suggested:

“the restructuring of administrative units and improvement of operational processes at the lowest level.”

and

“maintaining the confidence of the individual through simplified procedures and flexibility”.

Leaders at all levels needed to encourage the participation of personnel in the exchange of thought, ideas and experience, ensuring that any staff member capable of a positive input had the opportunity to contribute. Staff should be encouraged to develop their skills in post by the intensification of the programme of specialized short courses and workshops to cover as diverse a range of personnel as possible. Much might be learned from a survey of job satisfaction and staff should be aware of the possibility of mobility within the organisation and the availability of attractive job opportunities. Credit should be given to the general departments, particularly those dealing with administrative matters and to the police stations for their progress so far. They should be encouraged to make their own list of developments necessary to achieve improvements in TQ and put them into practice.

There was, however, strong resistance to change in some sectors which had to be overcome if there was to be constant striving towards improvement throughout the organisation. All personnel needed to be aware of such effort and apply it in their day-to-day operations. This could best be achieved with an upbeat approach to the achievement of TQ as an opportunity and not a burden.

The role of the General Department of Total Quality was seen as providing the high command with an overview of performance throughout the force but the overall impression given was of a feeling of disappointment that, with so many measurement tools at their disposal, departments were not making more effort to identify and remedy their own shortcomings. The application of the methods described above and in the preceding section by the various interviewees would, if tailored to the requirements of specific under-achieving departments, result in improvement as leadership has many methods available to improve quality. The problem, unfortunately, lies in the way in which these methods are implemented and applied within the departments. The directors of all departments must, first of all, commit themselves to the concept of TQ and foster a culture of progress towards it in an effective and open manner. There is evidence that some departments concentrate on their own performance, not seeing themselves as part of a greater whole. As a high-ranking officer with long experience of human resources suggests:

“Perhaps involvement of the Department of Total Quality with other departments in joint ventures may stimulate effective management and participation in the process of applying quality.”

There is an on-going need for co-operation between departments; incentives have their place but too strong a spirit of competition can be destructive. As part of the assessment procedure of under-achieving departments is comparison with successful ones, the encouragement of spontaneous co-operation needs to be handled with tact and discretion. A senior director of wide experience warned against the destructive effect of too negative an attitude towards under-achieving departments.

“Staff in under-achieving departments need encouragement. Everyone needs to be given the right to perform at his/her optimum level and this task is best facilitated by constant communication between manager and staff.”

And another highly placed officer, who could observe the efforts to achieve TQ in a busy operational department was of the opinion that it could be improved by:

- a) *... the involvement of departmental staff in the planning and implementation of systems*
- b) *by supporting the dissemination of knowledge of the elements of effective management to such departments*
- c) *by providing guidance and counselling for staff in the correct ways of applying systems*
- d) *by devolution of powers to give confidence*
- e) *by good communication with all categories of staff.”*

The majority of those interviewed, however, would prefer to rely to a much greater extent on a system of frequent and detailed checking of performance with the emphasis

being on the correction and discouragement of poor performance rather than building on any successes or improvements, no matter how modest, in order to boost the confidence of departments, sections or individuals, some making fairly general suggestions as to the way in which improvement was to be achieved.

“The most important criteria for improvement in under-achieving departments is to review their plans and objectives, the performance of human resources there and examine their use of financial and technical resources.” and ***“There should be an evaluation of all...departments and police stations each year and an assessment report***

raised by senior leadership setting out strengths...and identifying opportunities for improvement.”

Although an annual report and review system is already in operation it is clear that the interviewees wanted it to be far more detailed and rigorous. The methods they favoured varied, some supporting methods that had been in use for some years, such as SWOT and 6SIGMA, a system of performance measurement derived from manufacturing which concentrates on the achievement of a zero level of defects, seeking to remove the cause of errors and minimise variability in production and business processes. It uses a set of quality management methods, including statistical ones and creates a special infrastructure of people within the organisation who are experts in these methods. Each 6SIGMA project carried out within an organization follows a definite sequence of steps to achieve quantified targets, e.g. cost reduction, increase in profits, etc. Although suggested by a significant number of interviewees, 6SIGMA may be too rigid a system for use in the DP where under-achievement may take many forms from failure to keep abreast of routine tasks, poor quality of work, poor response times or even a poor attitude towards the needs and expectations of clients. A wider range of methods and tools is suggested for use throughout the force:

“There are many ways to improve in all departments, taking into account the observations of individuals. All employees, without exception, including those in under-achieving departments, can also assist in this. Methods and quality tools such as SWOT, 6SIGMA and RADAR (software used with the Balanced Scorecard performance measure system) could be employed.”

Where departments are already subject to evaluation there needs to be a direct and critical assessment of their goals and how they are either achieving or falling short of them. This

may be done by the use of performance appraisal meetings but, while staff participation is to be encouraged as part of the assessment process, open meetings might prove unwieldy in large departments, where problems might be more readily identified by the use of questionnaires or the use of smaller, more targeted meetings.

The achievement of total quality depends to a large extent on the part played by the individual in building up the excellence of the institution. Leaders must instil in the individual:

- a) a culture of commitment to TQ
- b) a sense of conviction that progress is possible
- c) the will to apply the necessary concepts and tools for the achievement of TQ
- d) an appreciation of the need for good communication and creativity.

An interviewee working at operational level makes the following observations and suggestions:

“if quality is not applied from the top to the bottom, the policy of the general framework of the organization will fail....All supervisors and administrators must respect the opinions of others and accept constructive criticism.... The quality system must provide training which will prevent confusion and mixing of mistaken ideas, particularly if.... self-motivating employees are advocated....That self-motivation leads to a very low level of errors is, however, now generally accepted. The most urgent need is for a principle of accountability. Accountability is a challenge to be met by a consensus of ideas.”

He then goes on to suggest the following methods for encouraging inefficient departments:

- “1. Identifying the causes that lead to weakness of application, whether of thought or lack of human resources and introducing techniques to facilitate the process of receiving feedback from Integration Strategy Management.*
- 2- The application of the principle of strategy (Integration Strategy Management and Accountability) involves signing a contract that requires executives to do what is required of them well, as failure to do so will be punished by deduction of salary if it is proved that such failure was the result of poor management.*
- 3- The adoption of easier practices as a first stage, making a new starting point and also identifying where development of TQM stopped (Micro Management Inspection).*
- 4-Designing electronic software to display results (live dashboard) so that the performance methods can be measured by indicators to fill gaps as much as possible and to find out where and why things went wrong.*
- 5- Set up a regulatory structure so that the application of quality is practised by everyone throughout the organization. Employees should be monitored to ensure they reach the standard expected of them, identifying tools that are needed for them to achieve it, preferably electronic tools (Software Solution Management).*
- 6-Appportioning blame to senior management, where appropriate, and making them accountable for the failure of what they have done or tried not to do. Results should be disseminated and causes and preventative measures identified.”*

To achieve improvements in TQ leaders must ensure:

- a) the involvement of departmental staff in the planning and implementation of new and adapted systems;
- b) the dissemination of knowledge of the elements of effective management;
- c) guidance and counselling to ensure staff apply systems correctly;

- d) devolution to give staff confidence in their own abilities;
- e) good communication with all categories of staff;
- f) sufficient flexibility in all elements of management to ensure quick response to crises.

Given the military tradition of organization in the DP, staff today need to feel there is transparency in decision making so that they are not limited to information given on a strictly need to know basis but are made aware of the broader picture and are welcome to comment on the reasons for changes affecting them, knowing that, once changes are decided upon, they have easy access to all the data necessary to implement them successfully. Some dissatisfaction was expressed about the effectiveness of the existing TQ organization, implying that there was a need for change not only in the general departments but there as well.

It was strongly felt that, provided leaders and their staffs chose to access the sources available to them, the problem was not lack of information but a lack of interest and commitment which was hampering their progress.

“Leadership has many methods available to improve quality but the problem lies in the implementation and application of these methods within the departments.”

Although some leaders in under-achieving departments blamed lack of information for their problems, other interviewees were of the opinion that all the necessary tools and methods of working were already universally available, if only the departments would take advantage of them.

“....whenever there is investment in support of public administration through training and dissemination of a culture of excellence and quality, this will lead to gaining a

sense of the importance of quality applications and this will lead to increased performance....”

A clear and detailed scheme by which this might be achieved was set out by one interviewee, again someone with an operational background, who suggested that quality concepts can become reality through the support and participation of senior management, acting by word and deed by providing the necessary resources, putting the right person in the right place and providing training and motivation for all staff.

“It will also be necessary to improve institutional performance overall, which is the responsibility of all staff irrespective of their rank, by

- 1. Continuous improvement of the quality of services and processes that produce them to keep up with changes in the client’s needs, technology and economic conditions.*
- 2. Continuing education and training will be essential and necessary for staff of all ranks on the concepts, principles and methodologies and tools needed to improve overall quality, performance and teamwork.*
- 3. Team building and participation by all employees in improvement efforts working as one team to provide high quality services to achieve the growth of knowledge.*
- 4. To look at leadership and management work as a system consisting of a coherent set of interactive functions linked with each other*
- 5. Making decisions based on facts and statistical data and the use of benchmarks and indicators to measure performance.*

6. *Removing all administrative barriers between departments and opening channels of communication and exchange of information between the various staff in all departments vertically and horizontally.*
7. *Appreciations of and rewarding outstanding efforts and achievements by staff of all ranks. Enabling the employee and providing the tools and powers necessary for him to accomplish the work efficiently and gain a sense of value and importance.*
8. *Removal of fear from the employees giving him/her a sense of security in their work.*
9. *Planning, organization and the adoption of a systematic, clear and understandable method to improve service operations in order to provide prompt service free of defects and errors.”*

A suggestion that the General Department of Total Quality might involve with other general departments in joint ventures was promising. It was hoped this might stimulate effective management and greater participation in the process of applying quality management techniques. It also indicated that departments were not taking advantage of the expertise already available in the Quality Assurance Sub-sections existing in every general department.

There was a general consensus that under-achieving departments must

- a) consciously work towards compliance with standards of excellence
- b) commit to the need for development and continuous improvement as well as reviewing their administrative processes and performance indicators.

One interviewee who had had many years' experience of working on the application of standards of excellence and the achievement of overall quality within the organization stated:

“I am in an excellent position to see that there are still those who do not believe in the concept of TQ. It is, therefore, essential to convince these managers that their views are mistaken and divert them into more appropriate ways of thinking and acting.”

Another thought that more attention should be given to:

“Delegation of certain powers and communication to staff, providing them with new ideas, keeping them up to date with modern vision, as well as holding of workshops to review the improvements in management through the application of quality concepts including running competitions to determine the excellence of their career performance.”

And from another experienced officer, again from an operational unit:

“The roots of the problem are the need to find a driving force and the means to inspire all staff to improve overall quality. Once this has been achieved, things that are, in my opinion, minor, such as creating systems and mechanisms.... and raising the institutional culture.... would follow.”

There are, apparently, two schools of thought on the problem of under-achieving departments. On one hand, some advocate punitive measures, the imposition of sanctions, while, on the other, the solution put forward is one of better training, familiarisation with modern technological tools to keep track of progress and performance and, above all, raising morale and inspiring these departments to do better.

Table 7.3 shows the level of concern felt by the interviews regarding measures to be taken within the DP to expedite improvements in total quality

Code	Subject	Response	Level of satisfactions
	<u>Communication</u>		
Com 1	Dissemination of information sufficient	28	Satisfied with current procedures
Com 2	Dissemination of information insufficient	20	Need for pro-active action from users
Com 3	Consultation with staff/staff participation over decisions	45	On-going situation improving but more involvement needed
Com 4	Means of communication	32	Generally satisfactory need for more use of technology
	<u>Co-operation</u>		
Coop 1	Commitment to co-operation and teamwork	37	Essential for progress
	<u>Delegation</u>		
D 1	Existing	7	Improvements needed
D 2	Need for more	7	Improvements needed
D 3	Choice of right staff	20	Seen as essential precursor to progress
	<u>Performance Reviews</u>		
PR 1	Use of the Evaluations/Assessment	41	Greater use of available systems used.
PR 2	Use of Indicators/Measurement of performance	43	Greater use of formal performance measurement tools urged
PR 3	Other means of review	25	Unsatisfactory, greater use urged
PR 4	Use of incentives	29	Currently underused greater use urged
	<u>Strategic objectives</u>		
STR 1	Development of	34	Generally satisfactory procedures
STR 2	Progress towards	20	Generally satisfactory but improvement needed
STR 3	Revision of on-going	19	Further action needed

TR 1	Training By courses /in post training	34	More take-up needed
TR2	Identification of strengths/ weakness	34	Valued as management tool/greater use urged
TR3	Seeking better development tools	15	Need to seek more information

Table 7.3: Actions to be taken to improve Total Quality:

7.20 Is there more that needs to be done?

Opinions were divided on this, with a minority who seemed overly complacent about the success of the effort to move towards TQ. Most of the interviewees, however, considered that a great deal could still be done given that the level of quality achieved so far was not the end of the road. Unfortunately, the majority of those who considered that more needed to be done were not specific about what that was and none of them seemed to have any knowledge of the role systems thinking could play in improving TQM. Only one respondent, highly placed in a Quality Assurance sub-section within an operational department, felt there were different approaches to be explored but did not suggest what they might be.

“In order to develop TQM, everyone needs to be convinced of the importance of the application and its impact on the quality of work in general. A culture of quality should be disseminated so that it becomes a way of life.”

An interviewee who had vast experience of the operational units of the DP, including work within a unit having regular contact with the general public, was of the opinion that there was a lot to be done if TQ was to be achieved in operational units such as the Police Stations.

As well as reiterating the detailed measures they had suggested above, the interviewees main complaints were, firstly, that some leaders and personnel alike tended to look on TQ as a specialized field involving only a limited number of staff and, secondly, that there was a need for a far higher level of co-operation between departments and sections. Nevertheless, in organizational units in some of the general departments of the DP there was a keen sense of being part of the application of TQM as evidenced by their decisions and their ways of dealing with the concepts of quality in the day to day work there.

“There is a consensus for improvement in excellence of creativity and each director has been struggling to prove his/her worth in the administration and achievement of the objectives of the Dubai Police. Everyone agrees with the need to develop total quality and work on that with every effort and diligence.”

And, again from an officer in an operational unit:

“....it is my opinion that we should develop total self-reliance to correct errors and focus on reaching the goal.... It is not reasonable to pay lip service to the pursuit of standards of excellence without focussing on the quality of service delivered at all levels”.

“So far there are no standards to measure how cost effective procedures are. I see that the focus is on finding gaps in effective communication and in operations”.

“The rate of evolution in the adoption of TQM in the DP has been rapid but there have been failures along the way.”

The importance of self and external assessment was constantly stressed, as was the role of incentives in raising standards.

“The general departments must use internal self-assessment and set up consistent standards. The annual assessment profiles for officials, managers, officers and leaders must be linked to the pursuit of excellence”.

“The competition between departments for awards is helpful in that it identifies those that are making the strongest efforts to achieve excellence.”

7.21 Summary

The role of every organizational unit must, therefore, be to prepare everyone working within it to deal with TQM as a value relative to all the work of the unit and dispense with any idea that it is the responsibility of a specialized section or a limited number of employees to whose suggestions they merely have to be reactive. The impetus for change and improvement will, in the main, come from such sections of staff, but every employee needs to be convinced of the importance of the application of the concept and its impact on the quality of work in general, becoming much more proactive and creative even if their ideas lead only to small changes in the short term. On a less formal basis, all staff must be convinced of the need to take a pride in the way they do their work and a pride in the nature of the work they do.

The impetus for the dissemination of a culture of excellence and quality must come down from the top levels of leadership, who, by formulation of concepts of quality management in a simplified manner, must ensure that they permeate all levels of the organization. At the same time, all levels of staff must develop a strong sense of accountability, the ability to evaluate their own performance by self-assessment, preferably on a continuing basis, so that errors and deviations can be corrected early. Annual evaluations and reports have their place but good ones are more easily achieved if there is constant vigilance to curb any propensity to be satisfied with the mediocre or the merely reactive response to a crisis. They must also hone their communication skills and be prepared for effective teamwork

not only within their own departments or disciplines but throughout the DP force as a whole.

In the DP strenuous efforts had been made to develop comprehensive systems of quality improvement, studying and analysing successful factors, identifying strengths and weaknesses and introducing sanctions and incentives to deal with such factors. Much importance had been placed on the efficacy of sanctions in raising standards but this was found to be counterproductive tending to stifle initiative. There also needed to be more use of re-education and training and the rewarding of small achievements to improve morale.

Resistance to change was found to be a problem in many areas. This had to be overcome and replaced by an appreciation of the necessity for TQM and the desire to strive to attain it not as a goal beyond which no further improvement was needed but as a method of working which would produce better and better results on a long term basis. Creative thought, where found, should be fostered and every member of staff encouraged participating in development opportunities.

There was also a need for departments to realise that they do not operate in isolation and that their problems and solutions may be applicable in a even wider sphere than that of those departments operating in similar disciplines. There is a great need for better co-operation between all departments and sections so that managers and section leaders see themselves as working towards improvements in TQ in the DP as a whole. Communication was seen to be essential in all spheres, from the top down and vice versa and between departments.

Having adopted the principle and practice of TQM, the DP needed to be alive to global advancements in management techniques and be ready to include them in the systems they put in place to achieve improvement in TQ. At present, although able to recognize

quantifiable problems by such means as performance indicators, the DP do not seem to identify areas beset by messy, complex problems or those which could be best described as problem areas, where the use of systems thinking methodologies could yield solutions or improvements.

The DP also needed to look closely at its management style. A militaristic style, while effective in dealing with issues of crime and security, is not the best style for the management of areas concerned with administration and finance, nor for public relations, although it has served the force well in the past. In order to achieve a more flexible style and a more comprehensive involvement of staff at all levels, as well as bearing in mind the needs of external stakeholders, the DP should consider an holistic systems thinking approach which would draw together all potential contributors to progress in TQM, making best use of available expertise and talent.

The DP must always seek to improve the quality of the service provided for their stakeholders, internal or external, especially the general public, and a major element in their effort was the stimulation of a culture which accepted change as the road to improvement and the fulfilment of the aims of TQM.

A theme running through all the interviews was that of the greatest respect for the Vice-President, both for his long years of dedication to the welfare of Dubai and to its police force and for his refreshingly modern opinions on the question of TQ. It is to be hoped that his words will be heeded and the quest for ever better quality of service is strenuously pursued for

“As His Highness Sheikh Mohammed bin Rashid Al Maktoum has said “Quality is not an end it is a way of life.”

Chapter Eight

Data Analysis of

Dubai Police Staff

Survey

Questionnaires

Quantitative Analysis

The following diagram presents the position of this chapter in the thesis.

Chapter 1	Introduction
Chapter 2	Background
Chapter 3	The Concept of Leadership
Chapter 4	Success and Failure of TQM
Chapter 5	Potential Benefits of ST
Chapter 6	Methodology
Chapter 7	DP Managers Interviews
Chapter 8	DP Staff Survey Questionnaires
Chapter 9	Discussion
Chapter 10	Conclusion, Implications and Recommendations

8.1 Introduction

8.1.1 Purpose

The Dubai Police has experienced rapid development from a small force with a traditional role to today's large modern organisation. As part of the development process, TQM was introduced, but, as this did not meet expectations, it was decided that a study of leadership style and methods within the DP, linked to an assessment of the beneficial effects holistic systems thinking could have on progress towards TQ, would help the DP to improve the service it offers to stakeholders.

It was soon realized that total quality management was a concept which should permeate all departments, sections and levels of the force and that this was not being achieved. One way of improving the quality of the service suggested was to study leadership in the force as a basis for the application of the latest methods of study applicable to such a situation.

8.1.2 Method

In this chapter, analysis of the varying characteristics of leadership style will be based upon quantitative analysis of questions about leadership from which mean averages can be calculated and correlations plotted which will indicate how favourably or unfavourably these subordinate officers view the leadership style they find in their workplaces and whether they consider that desirable aspects of modern leadership are present or not. Officers participating in the survey were asked to complete a survey form providing the statistical material upon which such analyses and correlations were based.

8.1.3 Data Classification

Within the sphere of social science research, the discussion of the social characteristics based on sex, ethnicity, age, experience and other factors are important as it informs the researcher and reader of the context to the received responses and how indicative they are of the broader population.

After completing 9 questions intended to supply information on these classifications, i.e. data on gender, ethnicity, age, experience, dealing with the public, education, supervisory capacity and marital status, the respondents went on to answer 80 questions (of which 27 were used in the final analysis) which required them to evaluate the leadership style and approaches to management, development and change of colleagues in the departments studied.

The survey was sent to a sample of supervisory and non-supervisory staff within all 19 departments and all 10 police stations. A total of 650 questionnaires were canvassed and 475 of those were completed and returned representing a favourable 75% completion rate.

8.1.4 Breakdown by Department

Department	Sample	Percent of Department
Total Quality	19	9.3%
Finance	8	1.4%
Commanders Organisational Office	10	5.6%
Academy	42	2.2%
Traffic	14	1.38%
Operations	22	0.72%
Airport Security	20	0.98%
Forensic Science	16	2.4%
HR Department	18	0.84%
Community Services	10	1.09%
E-Services	20	2.25%
Services and Suppliers	6	0.41%
Admin Affairs	7	2.2%
Punitive Establishments	45	4.19%
Criminal Investigation	44	2.15%
Organisation Protection Sec and Energy	20	0.96%
Decision Making Support Centre	10	4.95%
Legal and Disciplinary Inspection	9	0.45%
Anti-Narcotic	5	0.66%
Police Station	130	3.81%
TOTAL	475	1.86%

Table 8.1: Breakdown by Department

8.1.5 Frequency Count by department

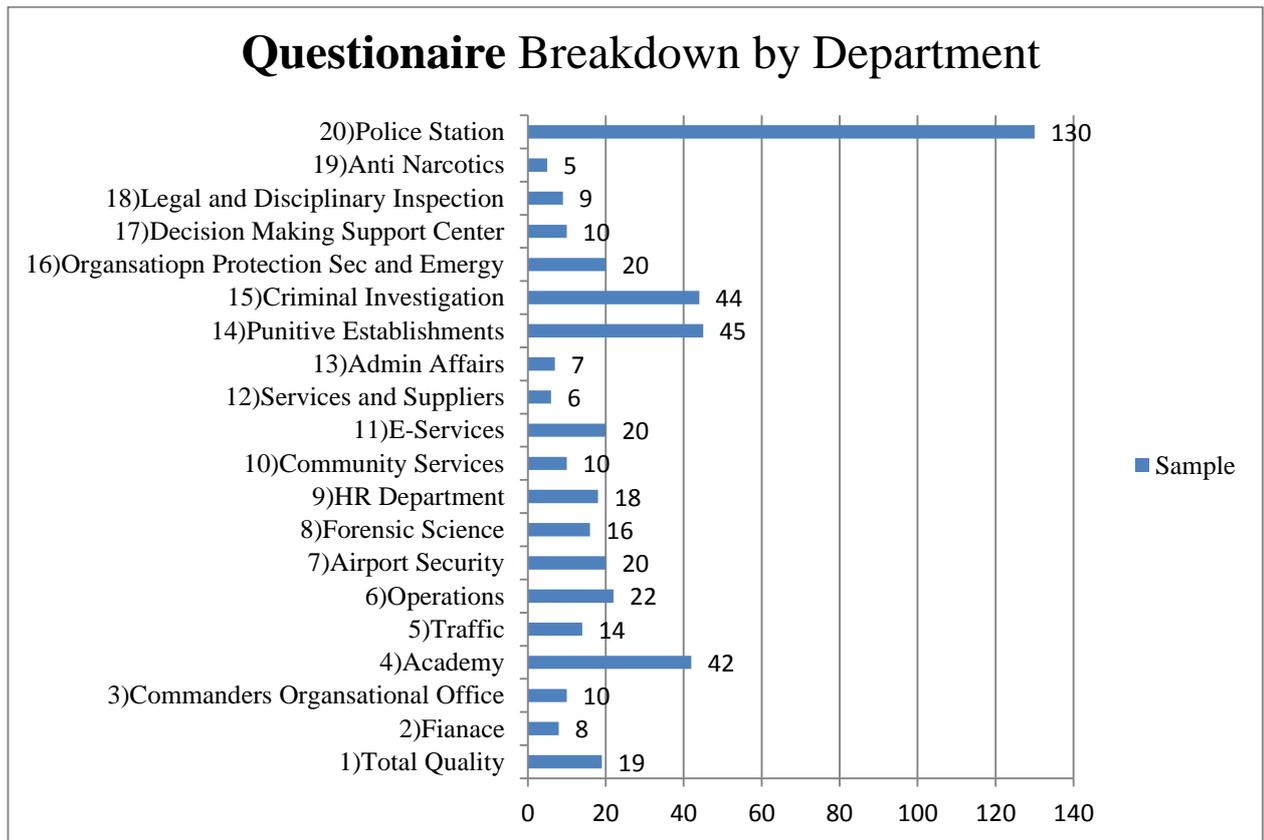


Figure 8.1: Above figure reveals the number of respondents by department.

The graph provides a breakdown of the total number of surveys for each department. The largest subset of surveys belongs to police stations with a total 130 out of 475 surveys conducted, representing 27.4%. Eight departments have sample sizes of 10 or less so it is possible the views expressed are those of individuals which do not reflect the wider population of a department thus potentially altering the conclusion based upon that department.

8.1.6 Classification by Sex

		Value	Count	Percent
Standard Attributes	Label	sex		
N	Valid	475		
	Missing	0		
Central Tendency and Dispersion	Mean	1.20		
	Standard Deviation	.404		
	Percentile 25	1.00		
	Percentile 50	1.00		
	Percentile 75	1.00		
Labeled Values	1	Male	378	79.6%
	2	Female	97	20.4%

Table 8.2: provides and frequency breakdown by sex with standard deviation

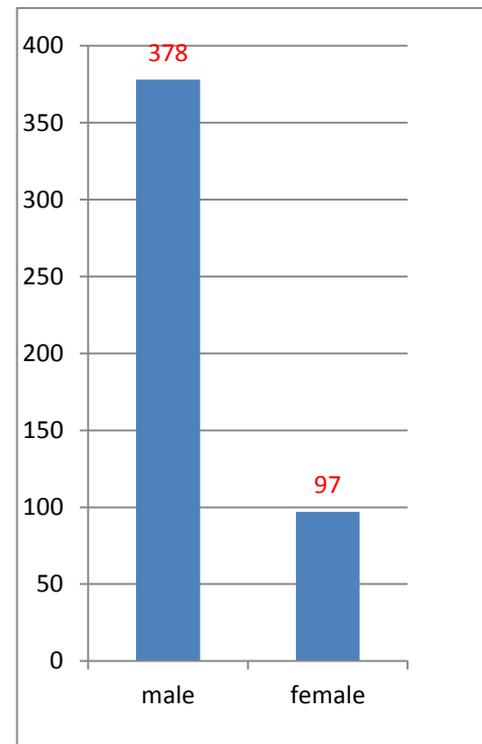


Figure 8.2: Chart representing total count of males to females

Men predominate in the DP; this characteristic is common in Arabic societies where women are traditionally seen as the homemakers. The proportion of men to women within the organization is 70% to 30% and women serve as only 20% of total respondents. The weighting of men to women in the questionnaire results is more pronounced when examining the non UAE workforce where there is a ratio of 1 woman to 5 men. (38 women to 203 men).

8.1.7 Classification by Nationality

Ethnic breakdown					
		Frequency	Percent	Valid Percent	Cumulative Percent
Valid	UAE	234	49.3	49.3	49.3
	Non UAE	241	50.7	50.7	100.0
	Total	475	100.0	100.0	

Table 8.3: Table representing ethnicity count

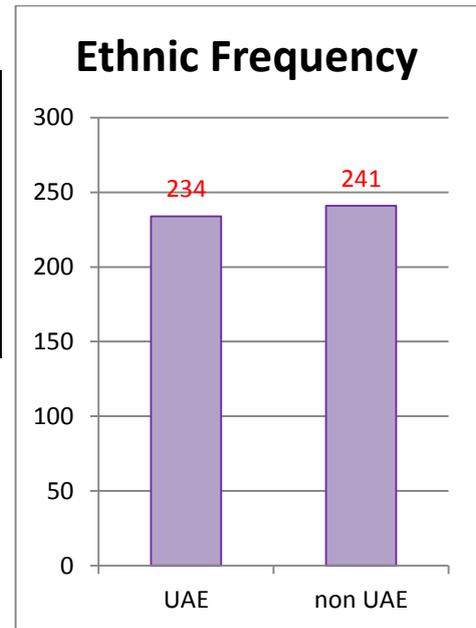


Figure 8.3: Chart representing ethnicity count

The respondents to the questionnaires consist of 49.3% native to 50.7% non UAE citizens, whilst non-native citizens make up 58% of the entire DPF work force. This is a common characteristic of UAE society where the indigenous population number (World Bank, 04/2011) 19% out of a population of 4,598,600 people.

8.1.8 Classification by supervisor and non-supervisory role

The total number of supervisory responses was 185, 124 ethnic supervisors: and 61 of non- UAE origin. This represents a ratio of 2 native workers to 1 foreign member among supervisory personnel.

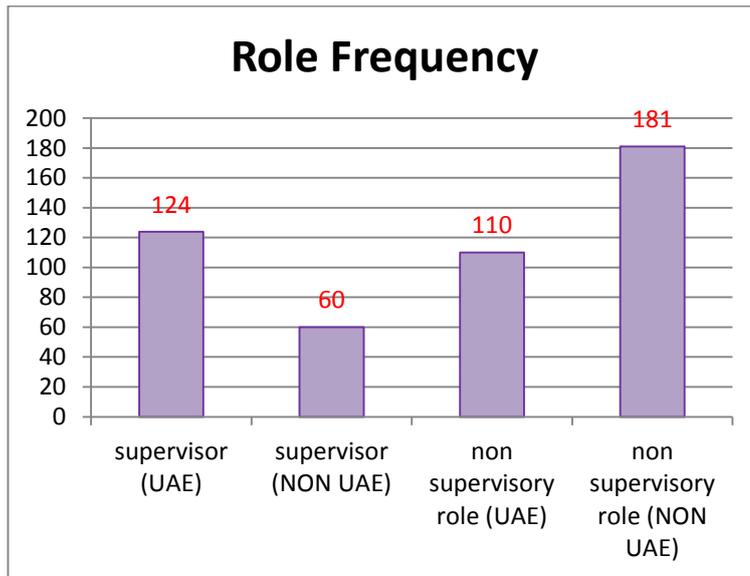


Figure 8.4: Supervisor and non-supervisor count break down by ethnicity

8.1.9 Classification by dealing with public

Of the 475 returned questionnaires 112 respondents always dealt with the public 236 had some dealing with them and 127 none.

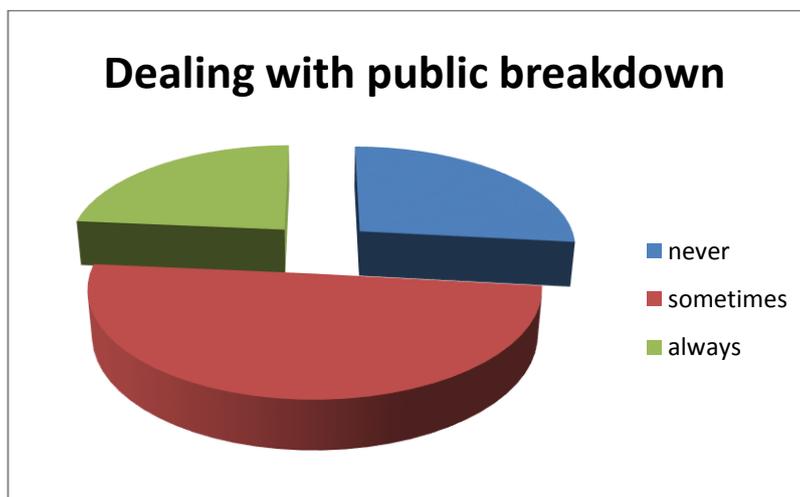


Figure 8.5: Role Break Down

8.1.10 Age

228 respondents (48%) were 25-35 years old, followed by 138 (29%) between 34 and 44. 29 younger respondents formed 6.1% of the total, while there were 80 (16.8%) over 45.

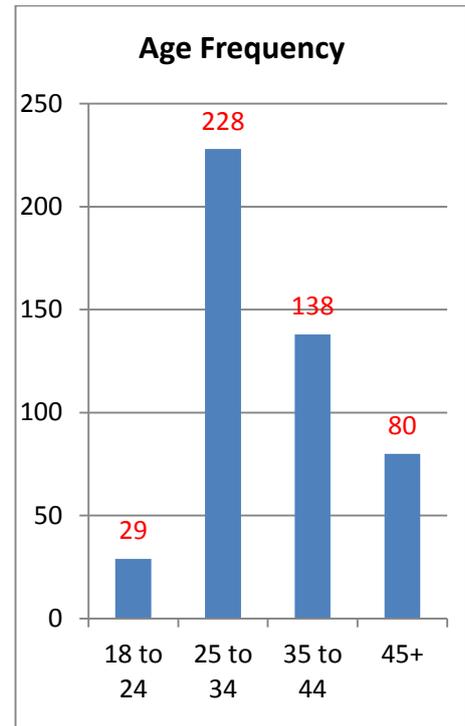


Figure 8.6: Chart representing age frequency breakdown

8.1.11 Experience

The largest group of respondents (145) had 11.15 years' experience with the DP, followed by those with 6 -10 years (105) and 16 – 20 years (80). 61 with 0 – 5 years' experience responded and there were 42 respondents in each of the groups with 21 – 25 and 25 + years' experience.

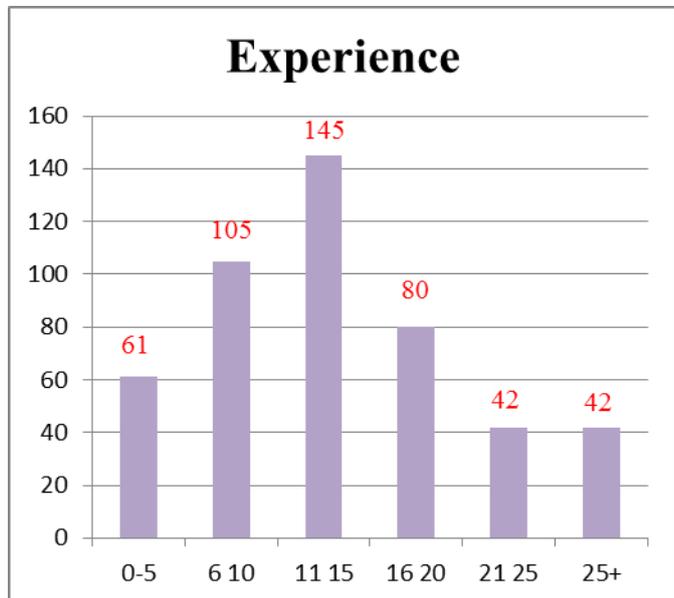


Figure 8.7: Chart representing experience frequency

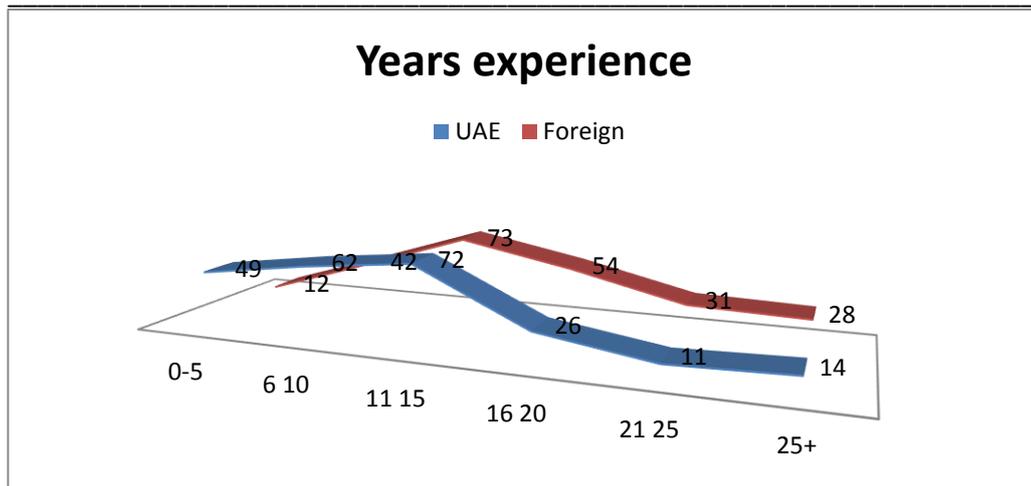


Figure 8.8: Figure representing year’s experience breakdown by ethnicity

The questionnaire responses show that new or recent recruits are more likely to be UAE Arabs but long established personnel, particularly those approaching the UAE retirement age are more likely to be non- native personnel.

8.1.12 Educational level

32% of the total population surveyed held a degree.

56.7% of the female population hold degrees 38.4% of those being of non-ethnic origin.

30.7% of UAE natives completing questionnaires had attended university.

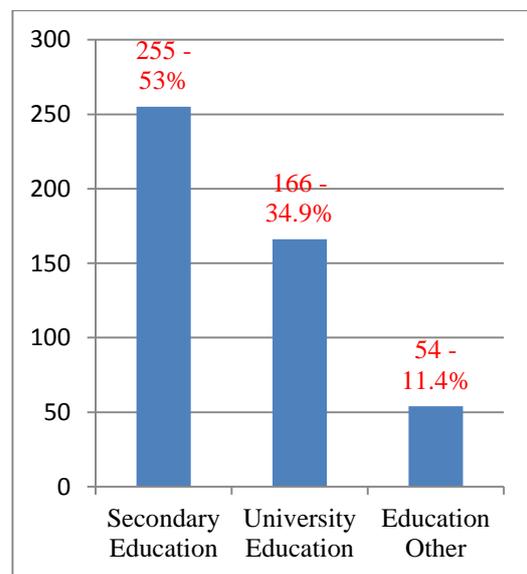


Figure 8.9: Figure representing educational attainment breakdown

8.1.13 Levels of education as broken down by sex, race and age.

Age	Secondary		UNIVERSITY		OTHER	
	UAE	Non-native	UAE	Non-native	UAE	Non-native
18-24YRS	(M8) (F7)	(M2)	(M5) (F1)	(M4)	(M2)	(M0)
25-34YRS	(M74) (F45)	(M15)(F5)	(M22) (F22)	(M21)(F2)	(M11)(F9)	(M2)
35-44YRS	(M15)(F31)	(M5)(F10)	(M8)(F32)	(M6)(F20)	(M5)(F5)	(M1)
45+	(M10)(F26)	(M1)(F1)	(4M)(F17)	(M2)	(M11)(F8)	(M0)

Table 8.4: Levels of education

8.1.14 Marital Status

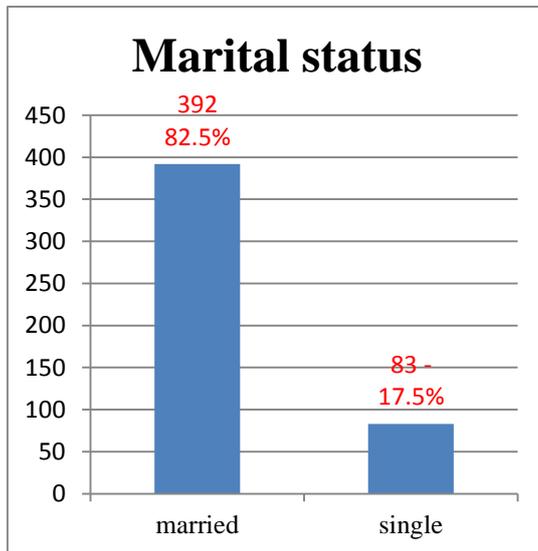


Figure 8.10: Represents the totals of married to single respondents

382 of the 475 respondents were married. Of the 257 respondents aged 18 - 34 187 were also married. This figure is markedly higher than in western society, as in Arabic society marriage is encouraged usually at an earlier age than in the west.

Note: The effects of elements such as age, sex, marital status, education, experience and other social factors relevant to the research are more fully explored in the Appendix (pp.457, 458,459,460,461 and 462).

8.2 Data

There were 80 questions contained within the leadership questionnaire (of which 27 were used in the analysis) and the response for each of these questions can be marked as strong disagreement, disagreement, neutral, agreement and strong agreement. These opinions are recorded as integer values corresponding with the values of 1 to 5. For the purposes of graphs and means scores these values are re-scaled between -2 and 2+. A value which is less than zero indicates disagreement whilst positive numbers represent agreement.

Note: The ways in which these values are analysed are examined in greater detail in the Appendix.

8.3 Objectives

8.3.1 Objective one “Variations of leadership within DP”

In order to discover the answer to Research Question 1 **“How are leadership roles conceptualised by actors in the DP”** it is necessary to evaluate how the various departments of the DP consider what characteristics are important and desirable in a manager and, above all, in a leader.

These include:

1. A clear view of the nature, current aims and future goals of the organisation he/she finds himself/herself in.
2. Understanding of the means at his/her disposal to achieve such aims and goals.
3. Understanding of the parameters within the organisation defining his/her sphere of activity/influence.
4. The ability to command respect at all levels.

5. Loyalty to the organisation and the ability to instil such loyalty in those he/she leads.

“David Hakala (2009) identifies certain qualities that are essential to leadership: integrity, dedication, magnanimity, humility, openness, creativity, fairness and a sense of humour whilst Kathryn Vercillo (2009) suggests the following as the attributes of a good manager: “self-motivation, good customer service skills, integrity/trustworthiness, being a team player, conflict resolver/liaison, knowledge of industry, dependability, the ability to remain calm and lastly, dependability”. With the exception of a sense of humour, these qualities relate to the questions in the leadership questionnaire.

This report will examine the responses to the questionnaire in order to evaluate the differing strengths and weaknesses that exist within the departments. The following categorisations will be used:

freedom to lead, handling crisis situations, effective dealings with other internal stakeholders, setting manageable targets, positive outlook, delegation, decision making, people skills and ‘Nurturer’, team player and being consultative.

In order to achieve this first objective the responses to the following questions will be considered:

1. The person I am rating has considerable freedom to lead effectively
36. Believes encouragement gets better results than criticism.
37. Ensures that staff clearly understand their roles, duties and responsibilities.
46. Makes it clear that the ultimate responsibility for what happens in his/her

department is his/hers

8.3.2 Objective 2

While seeking to discover the answers to Research Question 2 “Are there barriers and constraints existing that prevent departmental managers embracing and implementing Total Quality?” it emerged that this was a more complicated area of research than previously envisaged and four research objectives were identified.

8.3.2.1 Objective 2a: Establish if there are any social, political tensions which exist that form a barrier to greater co-operation and the embracing of new ideas.

The following questions are used to examine social and political interactions that have the ability to improve or disturb the smooth operation and inhibit a culture of excellence:

60. Thinks employees should feel comfortable and safe in criticising decisions made in the DP if they feel they are unjust or affect efficiency.
61. Arranges for staff to receive constructive feedback on such approaches.
78. Are appropriate training and aptitude for a post the main criteria used when recruiting to or promoting to a post?
79. Are cultural background and empathy with superiors in the department also important?

8.3.2.2 Objective 2b Are there motivation blocks to the adoption of total quality?

People are an essential component of any organisation, especially for those such as the DP which is labour intensive and people centric. Successful adoption of total quality and its continued application is dependent upon motivated and committed individuals. In order to identify motivation obstacles that could hinder the adoption of total quality and effective leadership we shall examine factors such as organisational policy, current administrative practices and the effectiveness of supervision.

When examining the factors concerned with motivation within a work setting directed by Fredrick Herzberg's (1959) research "Motivation to Work" is still valid when seeking an understanding on motivational issues. Herzberg suggests that factors concerned with policy, relationships with colleagues, working conditions, salary, status, security and personal life can all serve to de-motivate. These considerations are classified as "hygiene" issues, whilst categories such as recognition, responsibility, nature of work and personal achievement are "motivator factors."

8.3.2.2.1 Motivational Satisfiers and Dissatisfies

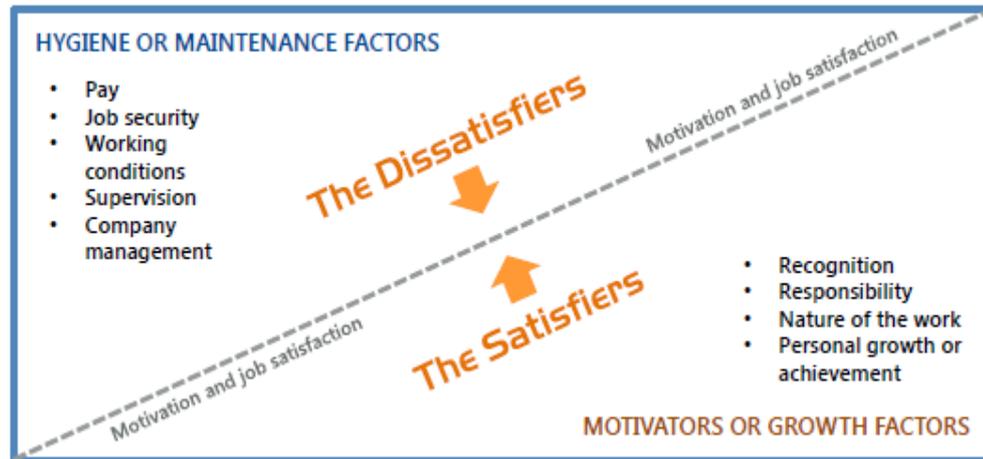


Figure 8.11 Graph Maintenance and Motivator factors (b2international.com, 2011)

This report will focus on the hygiene factors as where these exist they serve to demotivate individuals and present motivational blocks. To gain a better picture of potential motivational blocks the following questions from the survey will be examined

16. Is too busy to lead others in a consistent manner.
26. Tends to pass more serious problems on to his/her superiors.
27. Delays action to solve a problem until all possible information has been gathered.
28. Is frequently absent when needed to deal with problems.
42. Is convinced tried and tested methods are the most efficient way of getting the job done.

The responses to these questions should help to identify areas where managers/leaders are over cautious, unwilling to see the broader picture or to consider their inter-reactions with other departments.

8.3.2.3 Objective 2C what attributes contribute to or work against leadership delivering further positive effects for their departments and the organisation of the DPF as a whole?

Here the emphasis is on identifying those positive aspects of leadership which will deliver positive effects. The questions listed below tend concern this but it is necessary to investigate the effects of stress as an element tending to work for or against optimum performance in a leader.

The responses to the following questions will be considered;

12. Shares his/her leadership responsibilities with his/her senior managers/section leaders
19. Displays an air of power and confidence, thus earning the respect of others.
20. Emphasises the importance of a collective sense of mission.
23. Trusts his/her staff to sort out minor problems themselves.
25. Supports any decisions his/her staff have to take on their own initiative in an emergency.
44. Is good at resolving conflict between this department and other parts of the organisation.

8.3.2.4 Objective 2d: Identify essential elements of workable unity such as involvement, participation and diversity in the Dubai Police.

This examines the factors necessary to promote a cohesive team that facilitates its proscribed function to its maximum capability. The website “what-are-good-leadership-skills.com” puts forwards essential qualities of leadership (2007). These are integrity, vision/strategy, communication, relationship, persuasion, adaptability, teamwork, coaching and development, decision-making and planning. Whilst these qualities are required of leaders, if they are encouraged in subordinates they also promote involvement, participation and equality of engagement and therefore are conducive to a strong cohesive team.

The responses to the following questions will be considered:

- 54. Thinks conflicts between team members should be identified, discussed and resolved.

- 57. Arranges consultation with staff about changes to their work practices

- 64. Believes in the benefits of management and leadership training and development of employees’ skills generally.

- 74. Thinks that employees who do not meet required standards should be required to undergo further training.

8.3.3 Objective 3. Identify the desirability and feasibility of flexible implementation of holistic methodologies.

Answering the third and last research question “How do creative approaches lead to effective leadership and higher levels of total quality?” involves looking for a progressive attitude among leaders seeking out those who encourage the analysis of performance, encouraging staff to pursue total quality actively rather than considering it as a system to be imposed from without by the Total Quality Department and the sub-departments set up in the other general departments.

The responses to the following questions will be examined:

31. Believes in analysing the reasons for mistakes, taking any necessary action and moving on.
40. Encourages his/her staff to think for themselves and look for new ways of achieving goals.
49. Is optimistic about the future of the Dubai Police.
50. Encourages others to be optimistic about the future of the Dubai Police.

This report will consider whether greater positives can be attained from the adoption of creative holistic approaches that facilitate effective engagement of stakeholders and actors as participators in the search for improvements in total quality in the DP.

8.3.4 Objective 1: Ascertain if there are variations in the in emphases or practise of leadership in the various sections of the Dubai Police.

The person has the freedom to lead effectively

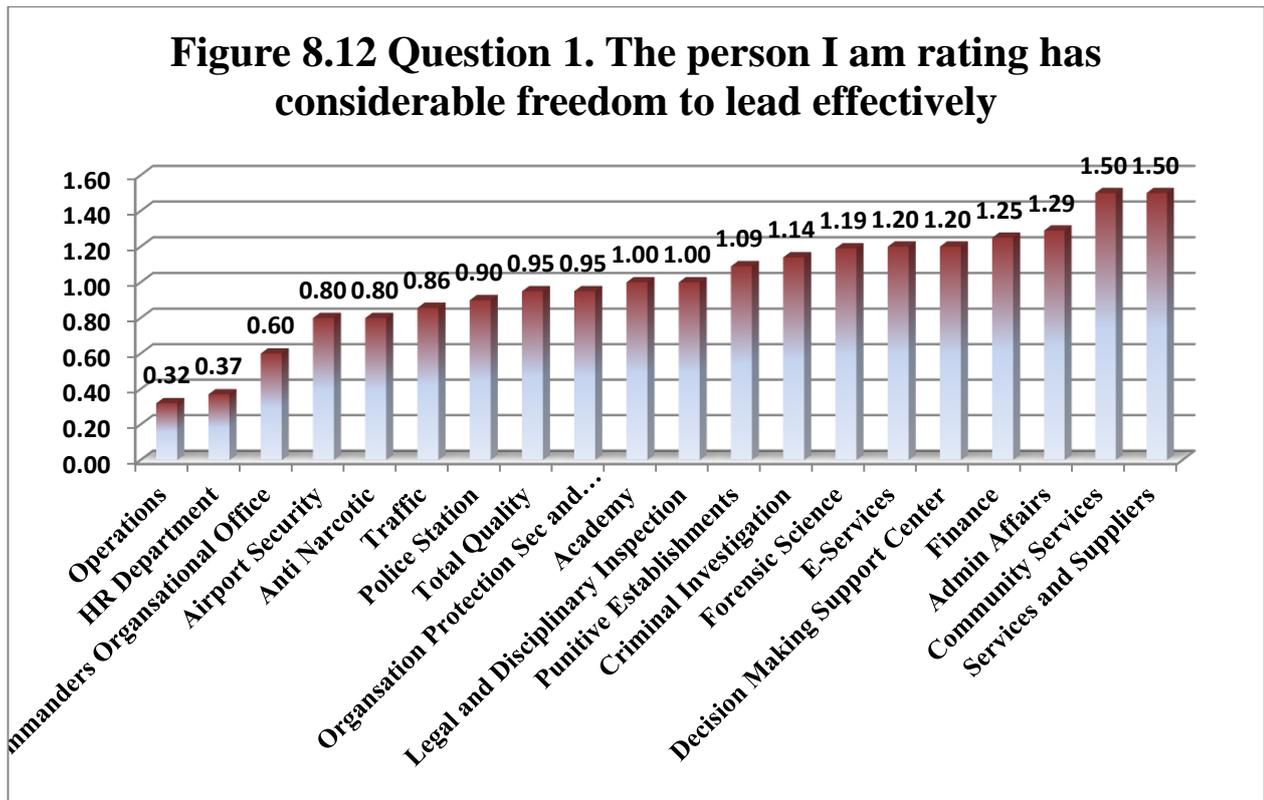
“Q1 The person I am rating has considerable freedom to lead effectively” is an important question since a manager who has no remit to manage cannot act as he/she would see fit. To quote from (**managementstudyguide.com, 2011**), “Authority without responsibility leads to ineffective behaviour and responsibility without authority makes a person ineffective.” Such a state seriously impedes efficiency and would have a bearing on all the other questions asked in the questionnaire.

8.3.4.1 Q1) Frequency distributions count

Department	Disagree Strongly	Disagree	Neutral	Agree	Agree Strongly
Total Quality	0	0	6	8	5
Finance	0	0	1	4	3
Commanders Organisational Office	0	0	5	4	1
Academy	2	0	8	18	14
Traffic	0	0	4	8	2
Operations	2	4	4	9	3
Airport Security	1	1	2	13	3
Forensic Science	0	1	2	6	7
HR Department	2	3	4	6	4
Community Services	0	0	0	5	5
E-Services	1	0	1	10	8
Services and Suppliers	0	0	0	3	3
Admin Affairs	0	0	0	5	2
Punitive Establishments	1	3	6	16	19
Criminal Investigation	0	0	9	20	15
Organisation Protection Sec and Energy	0	0	7	7	6
Decision Making Support Centre	0	0	1	6	3
Legal and Disciplinary Inspection	0	0	1	6	1
Anti-Narcotic	1	0	0	2	2
Police Station	6	10	21	47	46

Table 8.5: frequency breakdown for departments based upon q1: Has the freedom to lead effectively range from -2 to 2+ strong disagreement to strong agreement. Mean across the whole population is 0.95

8.3.4.2 Q1) The person I am rating has considerable freedom to lead mean averages by department graph

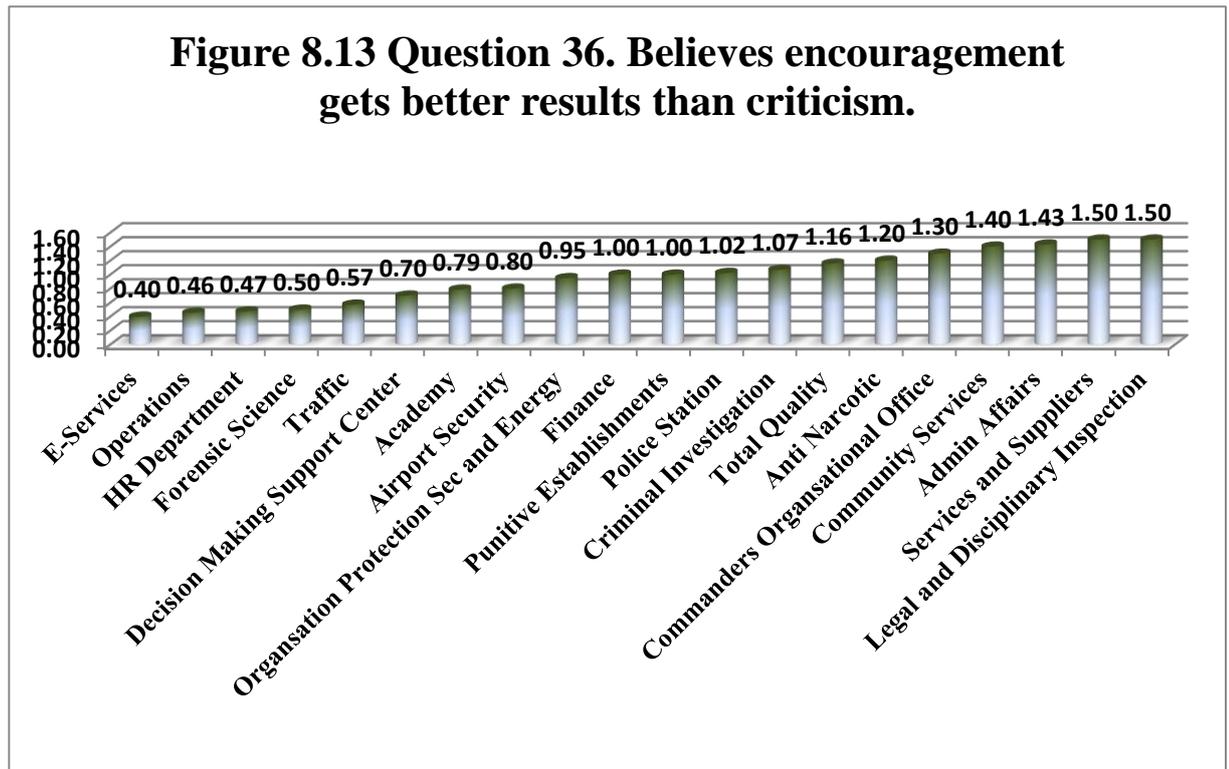


Mean Average for Question 1 is 0.95368

8.3.4.2a Q1) Comment

For the purpose of the survey, values of below 0.5 will be considered as neutral across the departments as a whole. Most of the departments surveyed obtained mean scores over 0.5, the mean average for the entire population for Q1 being 0.95, so most respondents (355) agree that their managers do have the freedom to lead effectively. In Operations and HR a sizeable proportion of respondents felt their superiors did not possess this freedom. This may be because the nature of the work, with rigid parameters, restricts management style. However, it is difficult to assess the situation in detail without further insight into working methods. Stronger agreement in departments such as Finance, Administrative Affairs, Community Services and Services and Supplies may well reflect better teamwork and more effective use of delegation.

8.3.4.3 (Q36 Believes encouragement gets better results than criticism.

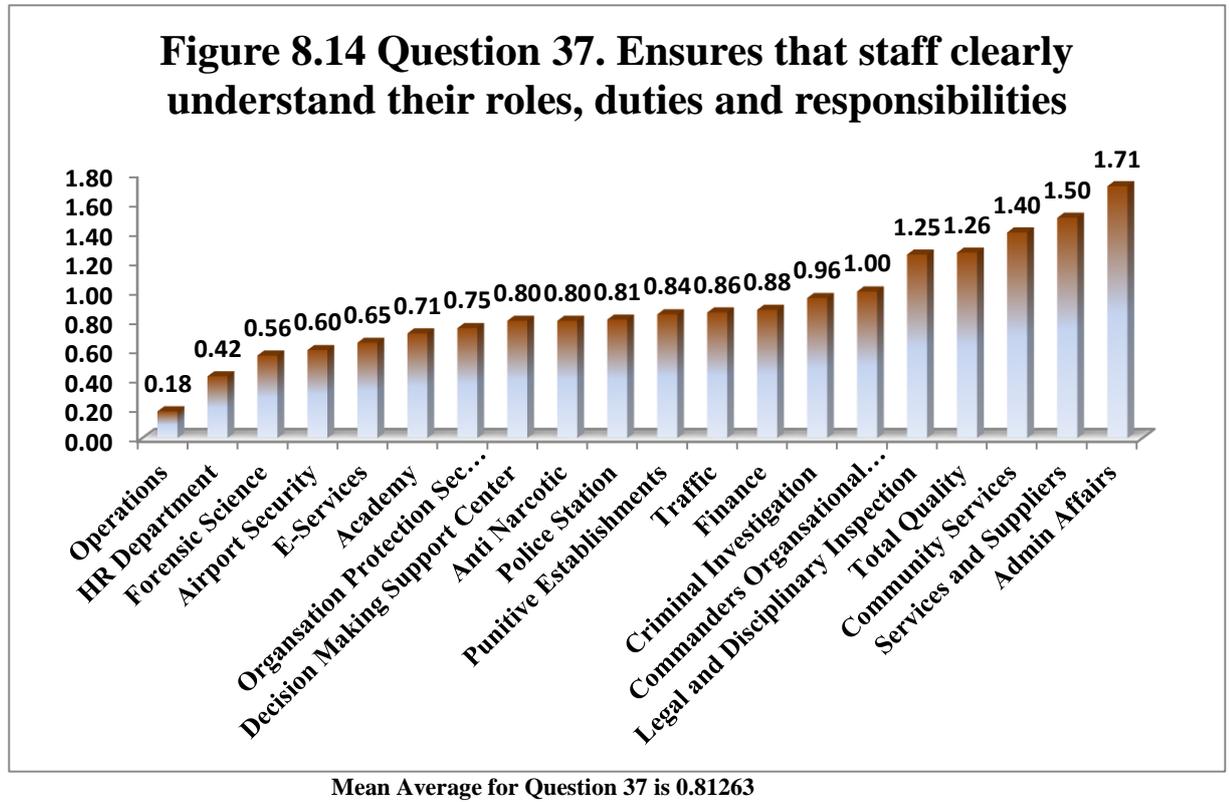


Mean Average for Question 36 is 0.92

8.3.4.3a Comment

It is heartening to note that in every department supervisory staff believe they are more likely to improve performance if they receive encouragement to do so rather than mere negative criticism. However, there is a wide range in the evaluation. Of the five departments obtaining the lowest scores this may be explained in Operations, Forensic Science and Traffic by the nature of the work which demands quick reactions and accuracy but again HR has a surprisingly low score. Ten other departments return fairly average scores, with the best results coming from the Commander’s Organisational Office, Community Services, Administrative Affairs, Services and Supplies and Legal and Disciplinary Inspections.

8.3.4.4 (Q37) Ensures that staff clearly understand their roles, duties and responsibilities



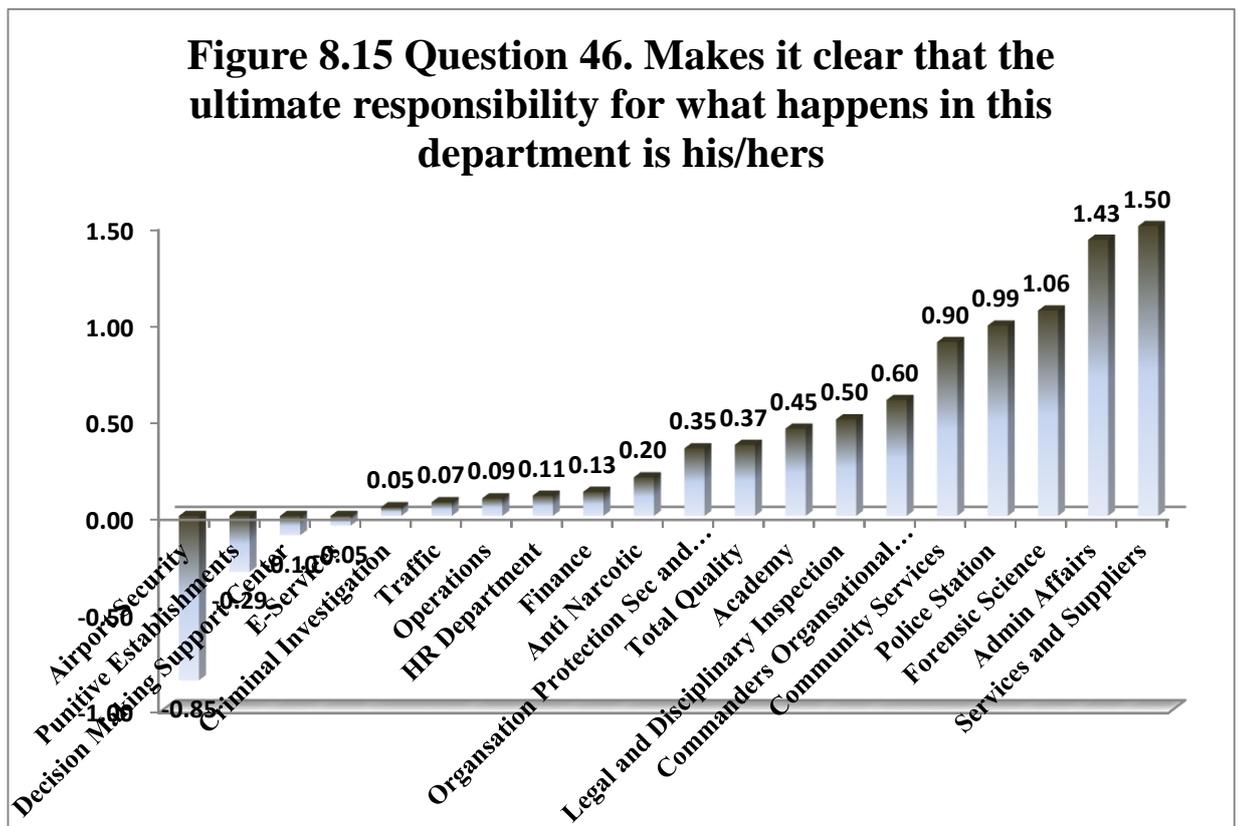
8.3.4.4a Comment

All departments returned positive scores on this question but the wide range of values indicates a lack of appreciation of the value of ensuring staff are clear on these issues. Staff comfortable with the scope of their role and duties and with the parameters delineating their responsibilities are more efficient.

The lowest scoring department, obtaining a surprisingly low 0.18 considering the nature of their work, was Operations, followed by the consistently low-scoring Human Resources at 0.42. Some thirteen other departments returned average ‘agree’ scores. Those in strong agreement were Legal and Disciplinary Inspections, Total Quality, Community Affairs, Service and Suppliers and Administrative Affairs.

While it can be assumed that departments operating under well-established parameters such as Services and Suppliers and Administrative Affairs would find it easy to meet this criterion it is disappointing to find that departments such as Airport Security, Anti-Narcotics, Traffic and Criminal Investigation, where a high level of training is to be expected, did not achieve better scores.

8.3.4.5 (Q46) Makes it clear that the ultimate responsibility for what happens in this department is his/hers Mean Score



Mean Average for Question 46 is 0.40632

8.3.4.5a Comment

Most of the scores for this question were positive although they were in the low positive/neutral band and a small number of departments, namely Punitive Establishments, the Decision Making Support Centre and E-Services, scored in the neutral negative band. Airport Security recorded a markedly negative score, almost reaching ‘disagree strongly’, which is a worrying result for a frontline department meeting daily challenges. The highest scores were obtained by Administrative Affairs and

Services and Suppliers, well into the ‘agree strongly’ band. Over all, the scores for this question were disappointing indicating a situation where leadership appears to be weak. Leaders need to make it far more obvious to staff that they are taking responsibility.

8.3.5 Correlations for Objective 1

Having considered the responses to the survey questions individually, it is now necessary to consider how some of them correlate to each other and the implications of such correlations.

Q1 The person I am rating has considerable freedom to lead effectively.

Q46 Makes it clear that the ultimate responsibility for what happens in his/her department is his/hers

Table (8.6)

8.3.5.1 Correlations between Q1 and Q46

Pearson Correlation	Sig.
0.292	0.000

Significant at the 0.01 level

This finding shows a statistically significant positive correlation at a level of less than (0.01) between the two questions and one would expect that freedom to lead effectively would result in leaders readily accepting responsibility for their actions. However, the correlation between these two questions is not consistent. While in most departments the persons rated are considered to have considerable freedom to lead effectively, the willingness to take responsibility is marked in only a few departments, namely, the Police Stations, Forensic Science, Administrative Affairs, Community Services and Services and Supplies, indicating that this is something which would bear further investigation, with a view to improving staff confidence in their leaders.

- Q37 Ensures that staff clearly understand their roles, duties and responsibilities**
- Q46 Makes it clear that the ultimate responsibility for what happens in his/her Department/section is his/hers**

Table (8.7)
8.3.5.52 Correlations between Q37 and Q46

Pearson Correlation	Sig.
0.330	0.000

Significant at the 0.01 level

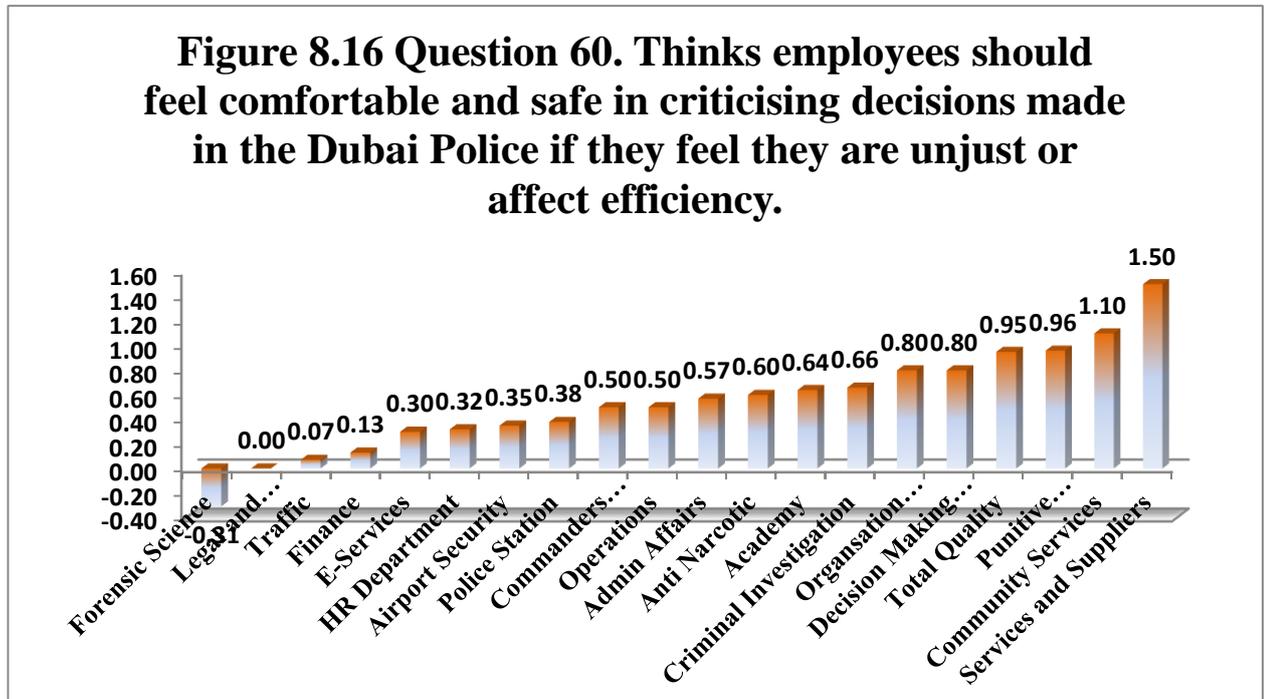
This finding shows a statistically significant positive correlation at a level of less than (0.01) between the two questions, and this means that the more staff clearly understand their roles, duties and responsibilities the more leaders tend to delegate responsibility to them. The level of acceptance of ultimate responsibility for what happens in one's department or section appears to be somewhat uneven in the DP and contrasts markedly with that for ensuring that subordinate staff clearly understand the nature of their work and the best way to perform it, where the levels of response were predictable, with HR and Forensic Science having low scores while Services and Suppliers and Administrative Affairs scored highly. However, Forensic Science scores highly in assuming ultimate responsibility, as do the Police Stations. The two best results come from Services and Suppliers and Administrative Affairs.

These and other results would show Forensic Science to be a highly individualistic department, seeing itself as unique and, therefore, outside standard practices as observed in other parts of the organisation. Another department worthy of note is E-Services which has a markedly neutral score. Is this reluctance to assume responsibility a sign of stress or other pressures?

The assumption by leaders of ultimate responsibility for their own departments or sections is something that needs to be fostered within the DP but not to the extent that departments become isolationist.

8.3.6 Objective 2a: Establish if there are other social, political tensions which exist that form a barrier to greater co-operation and embracing of new ideas.

8.3.6.1 Q60) Thinks employees should feel comfortable and safe in criticising decisions made in the Dubai Police if they feel they are unjust or affect efficiency



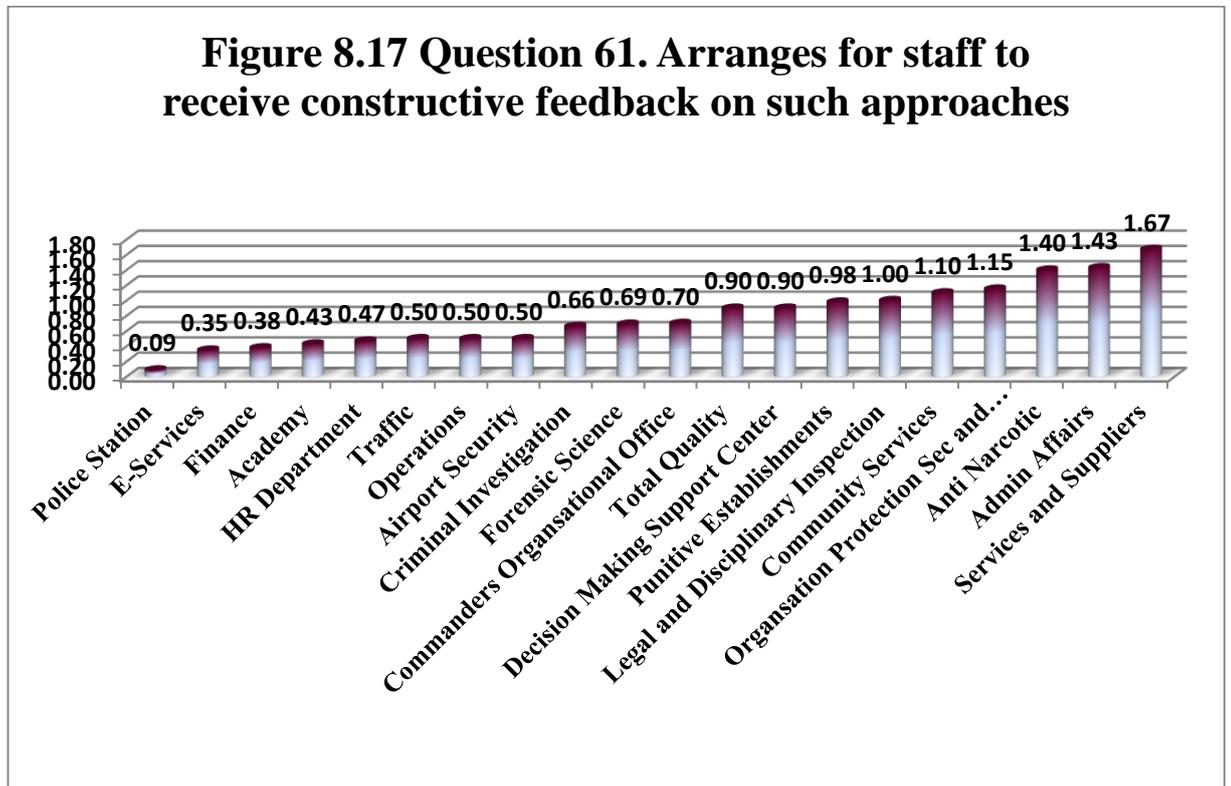
Mean Average for Question 60 is 0.52421

8.3.6.1a Comment

Here again most departments returned low scores. Forensic Science responded with a neutral/negative score of -0.31 and Legal and Disciplinary Inspections a completely neutral score. Seventeen of the twenty departments surveyed responded positively but with fairly low scores. The only department to agree strongly with the proposition was Service and Suppliers. The mean average across the entire population for the question is 0.524, only just achieving the ‘agree’ band, implying that staff should feel comfortable and safe in criticising decisions but that in the real world problems are more likely to be dealt with on an ad hoc basis and that no institutionalised procedure for criticising decisions is in place. As no such protected procedure exists, staff may well have

constructive criticisms they could make but fear repercussions. A valuable leadership tool is being seriously underused.

8.3.6.2 Q61) Arranges for staff to receive constructive feedback on such approaches



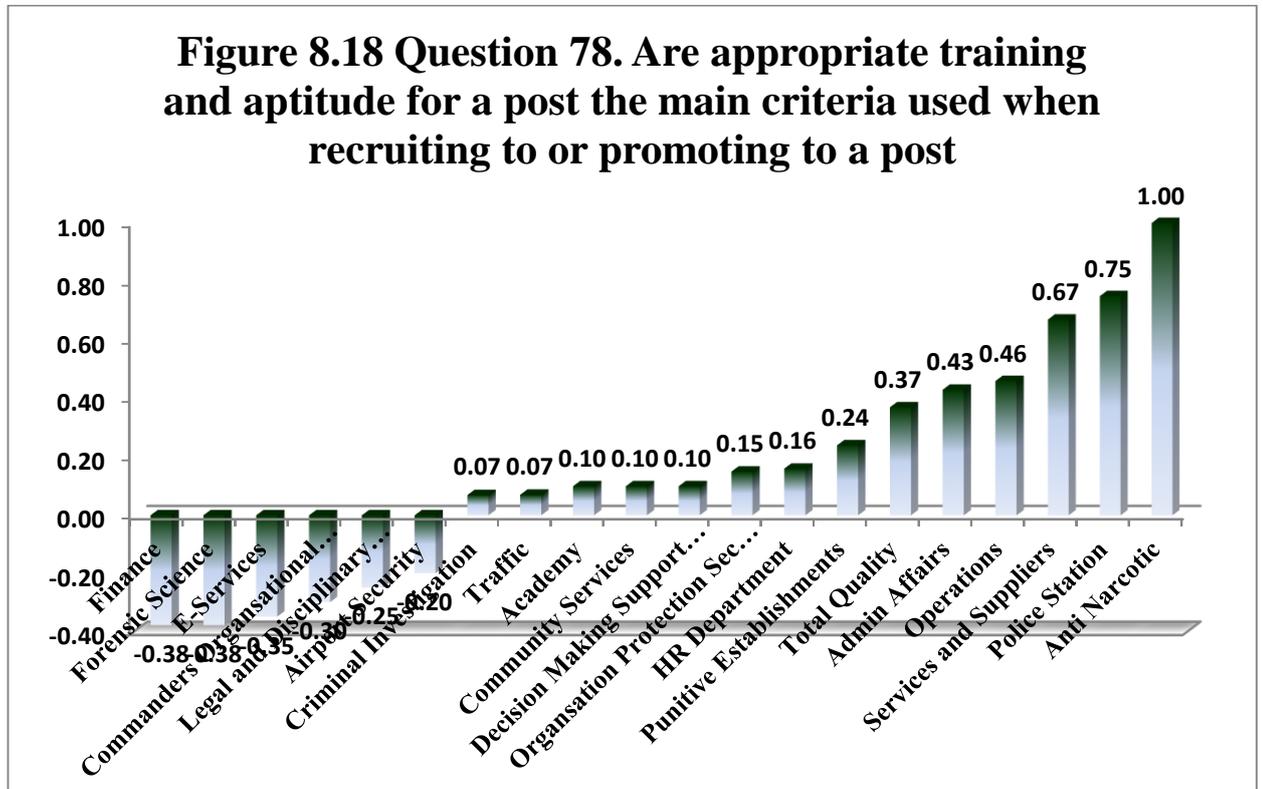
Mean Average for Question 61 is 0.55158

8.3.6.2a Comment

Although responses to this question were all positive, more than half the departments returned scores which were neutral or only slightly in agreement, the lowest being that of the Police Stations with only 0.09, followed by E-Services and Finance with 0.35 and 0.38 respectively. Other low-scoring departments were HR, Traffic, Operations and Airport Security while Criminal Investigations and Forensic Science had scores little better than slightly in agreement, which would indicate that frontline departments deal with complaints as expeditiously as possible and move on in the interests of the service.

However, another busy frontline department, Anti-Narcotics, fully supported the idea of constructive feedback as did Administrative Affairs and Services and Suppliers.

8.3.6.3 Q78) Are appropriate training and aptitude for a post the main criteria used when recruiting to or promoting to a post

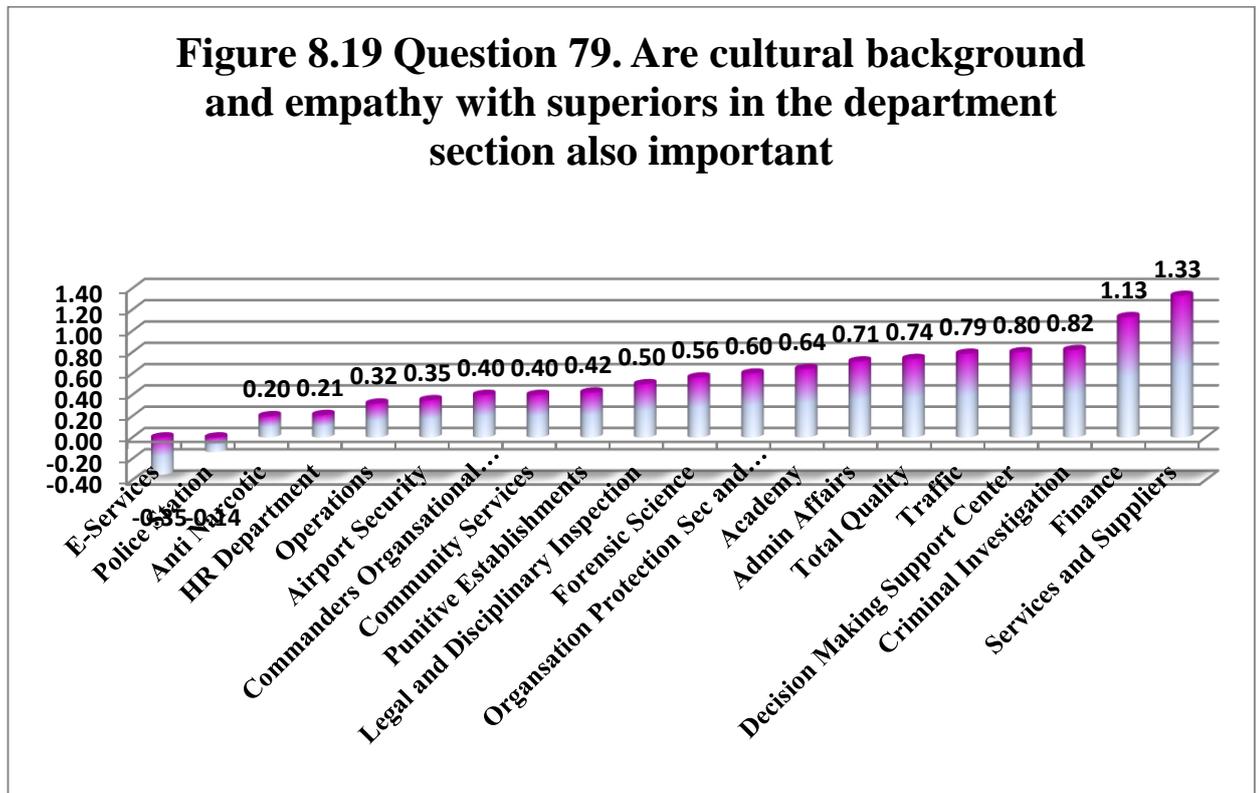


Mean Average for Question 78 is 0.27158

8.3.6.3a Comment

The responses to this question indicate that there is widespread dissatisfaction with the recruitment procedure throughout the departments surveyed with only Services and Suppliers, the Police Stations and Anti-Narcotics agreeing with the premise and, even then, only registering mild agreement. Six departments returned low negative scores in the neutral band, while all other departments returned very low positive scores in the neutral band. While no department came out as severely critical of the recruitment procedures in the DP, the impression given is one of low expectations. This will be further discussed in the comment on Question 79.

8.3.6.4 (Q79) Are cultural background and empathy with superiors in the department section also important?



Mean Average for Question 79 is 0.34526

8.3.6.4a Comment

Most departments agreed that cultural background and empathy with superiors are important elements in recruitment, Finance and Services and Suppliers being the departments most in agreement with this. E-Services and Police Stations, on the other hand, do not feel that this is the case. Seven other departments recorded neutral/positive scores and nine showed slight agreement.

The mean value for this question across the entire population is 0.3453. The level of response to this question is not surprising, but the contrast between the views frontline departments dealing with civil matters and crime prevention and those of supporting departments raises interesting issues.

There is a strong tradition in Middle Eastern society for the senior members of a family or tribe to have a paternalistic interest in the careers of junior members of such groups and to ease their advancement, part of a general culture of exchange of favours known as *wasta*. The exercise of influence in recruitment or promotion can have marked beneficial effects such as loyalty, obedience and a strong sense of duty in subordinates and, provided successful candidates hold the appropriate qualifications for their jobs, efficiency may well be improved as officers prefer to work with those of a similar cultural background to their own.

Although the DP runs excellent educational establishments of its own and is wholeheartedly committed to continuing training while in post, many potential officers now acquire their qualifications in foreign universities and value them highly. This is likely to be the reason for the response to Question 78. On the whole, operational departments tended to value these attributes less than administrative departments with the exception of Traffic and Criminal Investigation, both of which held more traditional views.

8.3.7 Correlations for Objective 2a

Q60 Thinks employees should feel comfortable and safe in criticising decisions made in the Dubai Police if they feel they are unjust or affect efficiency

Q61 Arranges for staff to receive constructive feedback on such approaches

Table (8.8)

8.3.7.1 Correlations between Q60 and Q61

Pearson Correlation	Sig.
0.277	0.000

Significant at the 0.01 level

There is a statistically significant positive correlation at a level less than (0.01) between the two questions. There was a lack of confidence in the proposition that employees should feel comfortable criticising their superiors in the DP, probably because of the military traditions and organisation of the force, but respondents were much more enthusiastic about receiving feedback on such criticism, creating an anomalous situation of departments such as Legal and Disciplinary Inspections, Forensic Science, Traffic and Finance being negative or neutral on the idea that employees should be able to criticise DP decisions with impunity but relatively keen on the idea of feedback. This would indicate that, as part of a holistic approach to improving quality, the DP should encourage employees to voice their criticisms to get the widest possible range of opinion on their problems.

Q78 Are appropriate training and aptitude for a post the main criteria used when recruiting to or promoting to a post?

Q79 Are cultural background and empathy with superiors in the department or section also important?

Table (8.9)

8.3.7.2 Correlations between Q78 and Q79

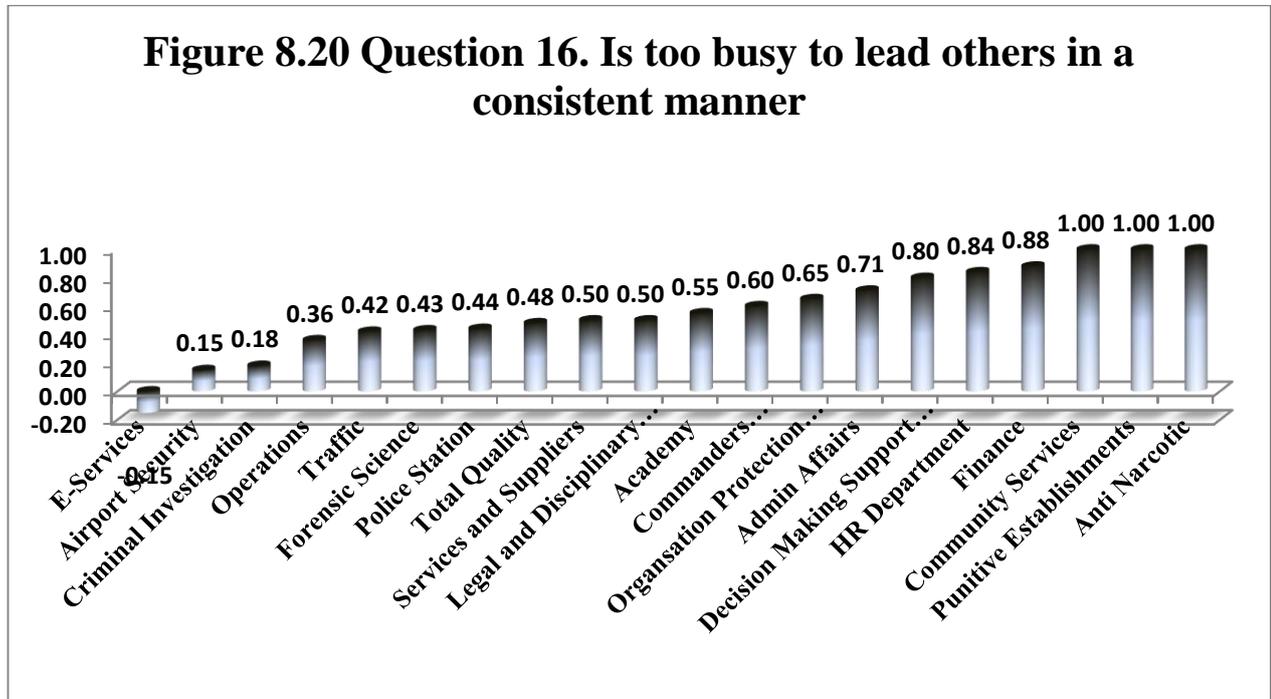
Pearson Correlation	Sig.
0.212	0.000

Significant at the 0.01 level

There is a statistically significant positive correlation at a level of less than (0.01) between the two questions, and indicating that more attention needs to be paid to the balance between the use of criteria such as qualifications and experience as against cultural empathy in the fields of recruitment and promotion. Surprisingly, scores for Q78 were low, with some negative/neutral scores, only the Police Stations and Services and Suppliers being strongly in agreement. One would expect, therefore, that those departments returning a negative score on Q78 would have been positive in their responses to Q79, but this was not the case. Apart from Forensic Science, which was negative/neutral on both questions, all the responses to Q79 were positive but not very strongly in agreement, except in the cases of Finance and Services and Suppliers. These are, therefore, aspects of recruitment in the Dubai Police which would bear further investigation.

8.3.8 Objective 2b: Are there motivational blocks to the adoption of total quality?

8.3.8.1 Q16) Is too busy to lead others in a consistent manner

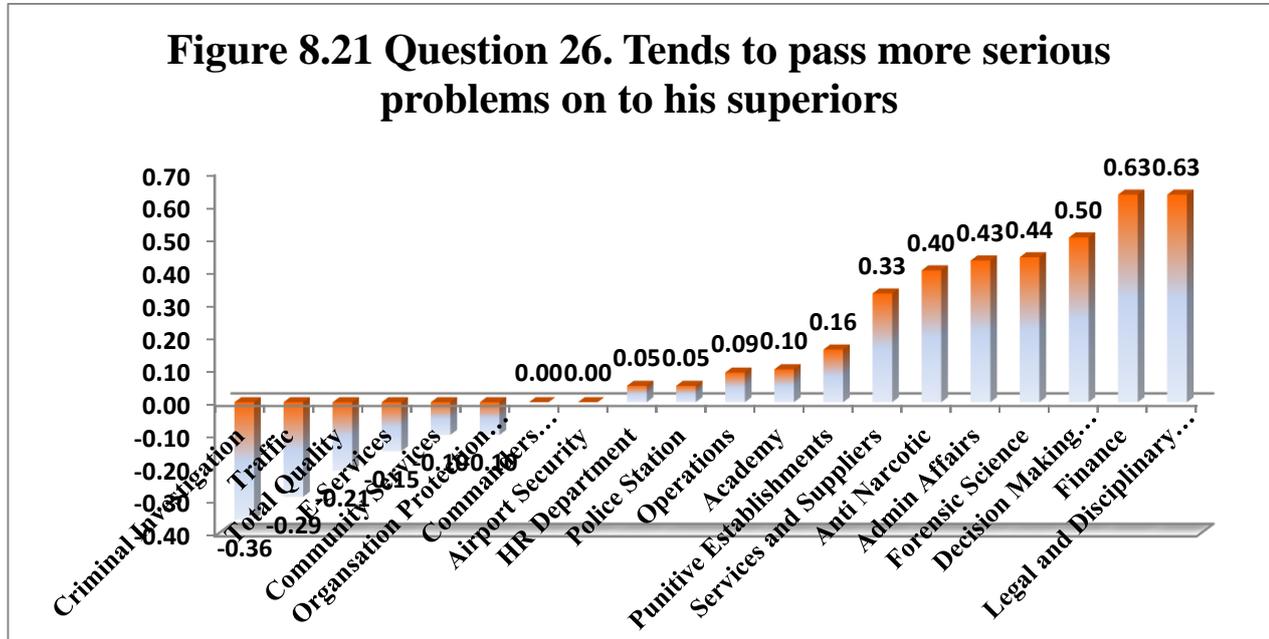


Mean Average for Question 16 is 0.50526

8.3.8.1a Comment

All departments, with the exception of E-Services, return a positive mean score indicating that management is too busy to lead in a consistent manner throughout the force. However, in departments such as Airport Security, Criminal Investigations, Operations, Traffic, Police Stations and Total Quality their means are closer to that of a neutral opinion than firm agreement. For departments such as Community Services, Punitive Establishments and Anti-Narcotics mean scores of 1 indicate that there is broad agreement that management is often too busy to lead staff in a consistent manner.

8.3.8.2 Decision Making Q26) Tends to pass more serious problems on to his/her superior

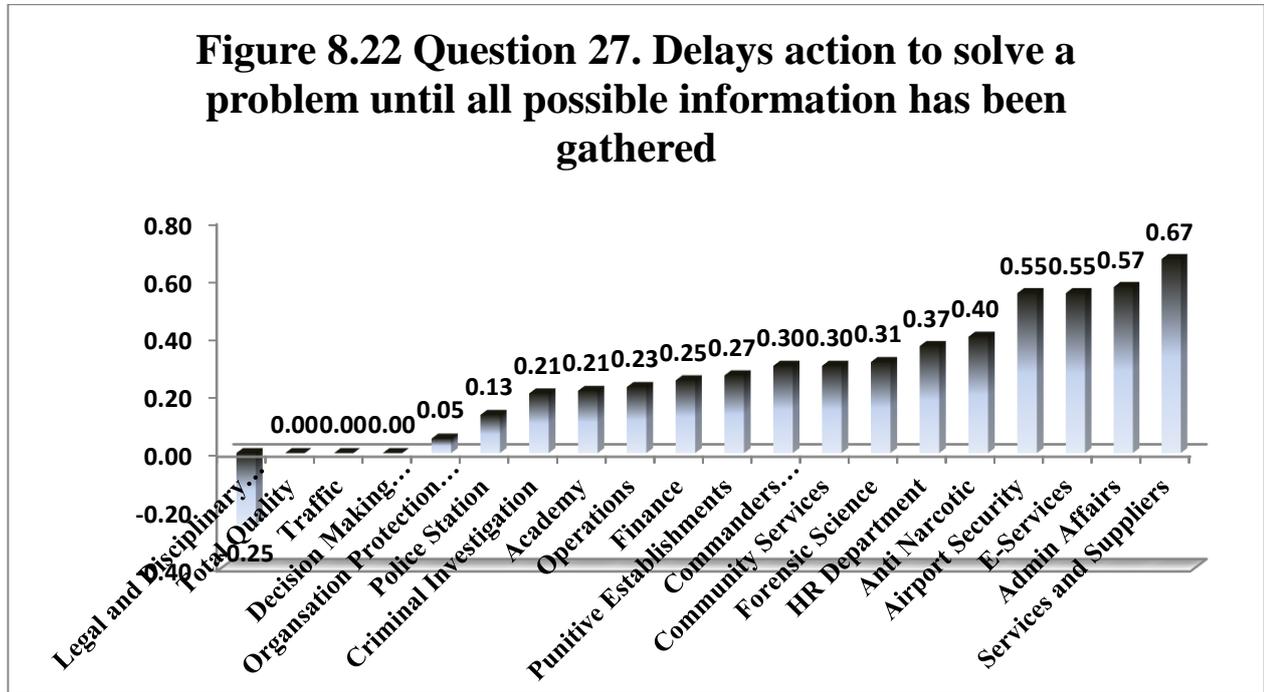


Mean Average for Question 26 is 0.04211

8.3.8.2a Comment

A wise course of action where a manager does not have the authority or specialist knowledge to solve a problem is to refer it to his/her superiors. However, the question implies that managers are referring problems which they should, at their level of competence at least attempt to solve before referring them upwards. Done too often or too regularly this would indicate that the manager lacked confidence in his/her own abilities. The responses to this question reveal that this is not a serious problem, disagreement and agreement both falling within the neutral range except for the Decision Making Support Centre, Finance and the Legal and Disciplinary Inspection departments, where by the nature of the work it was likely that more decisions would be referred to superiors.

8.3.8.3 (27) Delays action to solve a problem until all possible information has been gathered



Mean Average for Question 27 is 0.21684

The implication in the question is that decisions are unnecessarily delayed to enable protracted investigation to take place. Implying an overly cautious approach or the inability to identify the salient points emerging from investigation or research, it can also indicate a desire not to overlook useful detail and to view problems from as broad-based an investigation as possible.

In determining the value of systems dynamics to managers, G.W. Coffey, 2010, sets out five lessons managers can learn from system dynamics that can help them, including the following encouragement to proceed by:-

“looking for smaller interventions that, nevertheless may be the means to bring about substantial changes.”

System dynamics supports the conclusion that 'no man is an island' It is no good, therefore, blaming the environment or other people for our problems. Our decisions are part of the set of relationships giving rise to the difficulties that we face.

System dynamic models, management flight simulators, etc. can assist managers to appreciate the systemic relationships in which they are involved and to which their decisions contribute. They teach managers that they may need to radically change their thinking before improvement can become possible. The double-loop learning involved in changing mental models is crucial to successful management practice.

It is often helpful to look beyond the apparent mess presented by surface appearances to see if there are any underlying patterns of feedback loops that are determining system behaviour. Occasionally, computer simulation can help to tease out the effects that the relationships between variables and loops are producing.

An understanding of how feedback loops interact to cause system behaviour can inform the way managers work. For example, they become much more aware of the dangers of unintended consequences, of treating symptoms rather than causes, of the importance of 'delays', etc.

Rather than jumping to what appear to be obvious solutions to problems, managers need to appreciate that complex systems often behave in subtle and unexpected ways.

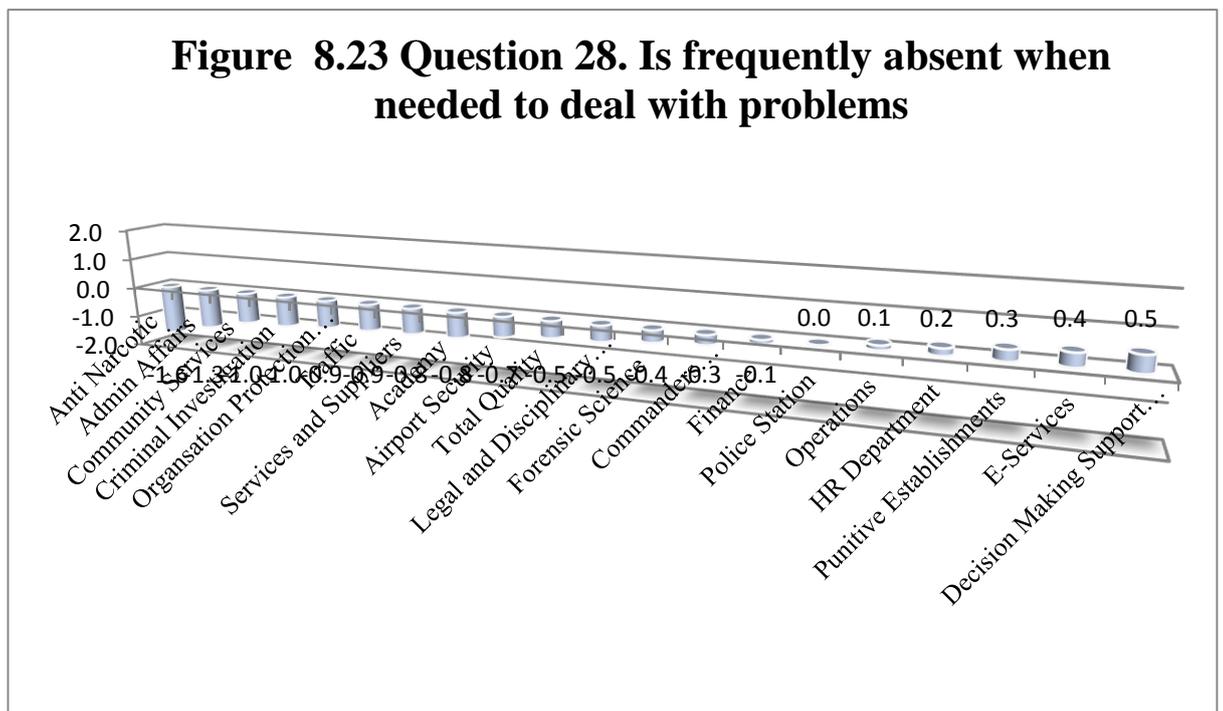
This would imply that it is an advantage to investigate a problem thoroughly before suggesting solutions.

8.3.8.3a Comment

However, the responses given to this question indicate a neutral reaction from most departments, with the exception of Legal and Disciplinary, where detailed investigation would be customary. Services and Suppliers, a department dealing with more readily

defined problems on a day-to-day basis and therefore less tolerant of what they would consider to be unwarranted delay, did express marked agreement.

8.3.8.4 (Q28 Are supervisors frequently absent when needed to deal with problems?)



Mean Average for Question 28 is -0.29895

8.3.8.4a Comment

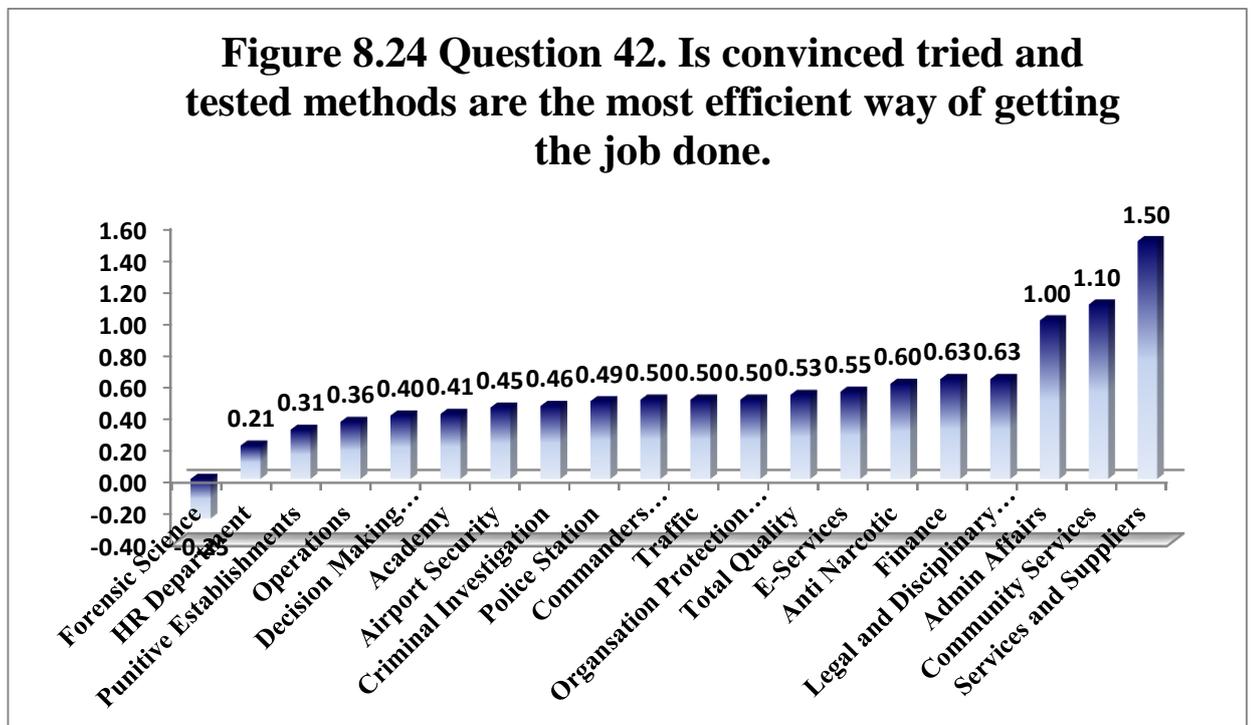
In the majority of departments respondents felt that their supervisors were rarely absent when needed. As was to be expected, “frontline” departments such as Anti-Narcotics, Criminal Investigation, Organisation Protection, Traffic and Airport Security strongly refuted the idea that supervisors were absent when needed, though the Police Stations, surprisingly, were almost completely neutral with a score of -0.01. Slight agreement was found in the departments of Operations, HR, Punitive Establishments, E-Services and Decision Making Support, as their work of these departments involves more meetings meaning that there are times when supervisors are unavailable to their subordinates. In view of the almost neutral level of agreement, it did not seem that

delays caused by such unavailability affect the problem-solving process to any marked degree.

8.3.8.5 Embracing new ideas

TQ constantly strives for improvement and to exceed the expectations of the customer; to fulfil goals it is necessary to be embracive of new idea and practices. Question 42 examines how inflexible and uncomfortable with change some superiors are.

8.3.8.6 (Q42 Is convinced tried and tested methods are the most efficient way of getting the job done



Mean Average for Question 42 is 0.46105

8.3.8.6a Comment

All the departments surveyed, with the exception of Forensic Science, obtained positive mean scores. These ranged from 0.21 to 0.63 indicating most departments were fairly neutral on the issue. Administrative Affairs and Community Services showed a stronger belief in the premise while Services and Suppliers had the highest score as, in spite of their support for training, they are of the opinion that innovation is a remedy to

be given in small doses. The negative score of -0.25 recorded by Forensic Science may reflect a desire to update obsolescent methods and equipment.

8.3.9 Correlations for Objective 2b

Q16 Is too busy to lead others in a consistent manner

Q27 Delays action to solve a problem until all possible information has been gathered.

Table (8.10)

8.3.9.2 Correlations between Q16 and Q27

Pearson Correlation	Sig.
0.178	0.000

Significant at the 0.01 level

This finding shows a statistically significant positive correlation at a level of less than (0.01) between the two questions, indicating that these two ways of working had potential to affect efficiency but were not considered to do so to any marked degree. While an excessive workload did not seem to be a serious problem, no department scoring higher than 'agree', the over-scrupulous collection of information was not a problem either, most of the scores for Q27 being neutral/positive.

Q26 Tends to pass more serious problems on to his superiors

Q28 Is frequently absent when needed to deal with problems

Table (8.11)

8.3.9.3 Correlations between Q 26 and Q28

Pearson Correlation	Sig.
0.307	0.000

Significant at the 0.01 level

This finding shows a statistically significant positive correlation at a level of less than (0.01) between the two questions. Scores for Q26 were very low, only three departments reaching ‘agree’ level and several refuted the proposition with negative scores. Most departments did not agree that absence when needed to resolve problems was an issue. The only departments which had any difficulty with this were E-Services, Punitive Establishments and the Decision Making Support Centre and they were only mildly affected. These problems do not, therefore, seriously impede the search for better total quality management in the force.

Q16 Is too busy to lead others in a consistent manner

Q28 Is frequently absent when needed to deal with problems.

Table (8.12)

8.3.9.4 Correlations between Q16 and Q28

Pearson Correlation	Sig.
0.092	0.046

Significant at the 0.05 level

This finding shows a statistically significant positive correlation at less than (0.05) between the two questions, indicating that while there are leaders who do exhibit these behaviours, the DP do not experience much difficulty with leaders/managers being absent when needed to deal with problems, but it is interesting to note that departments that refute the idea of frequent absence on the part of managers also record the highest scores for these people being too busy to lead others consistently. However, no department scored higher than ‘agree’ so this is not a serious problem within the DP, although the incidence of both problems at a low level is fairly consistent throughout the force.

Q26 Tends to pass more serious problems on to his superiors

Q27 Delays action to solve a problem until all possible information has been gathered.

Table (8.13)

8.3.9.5 Correlations between Q26 and Q27

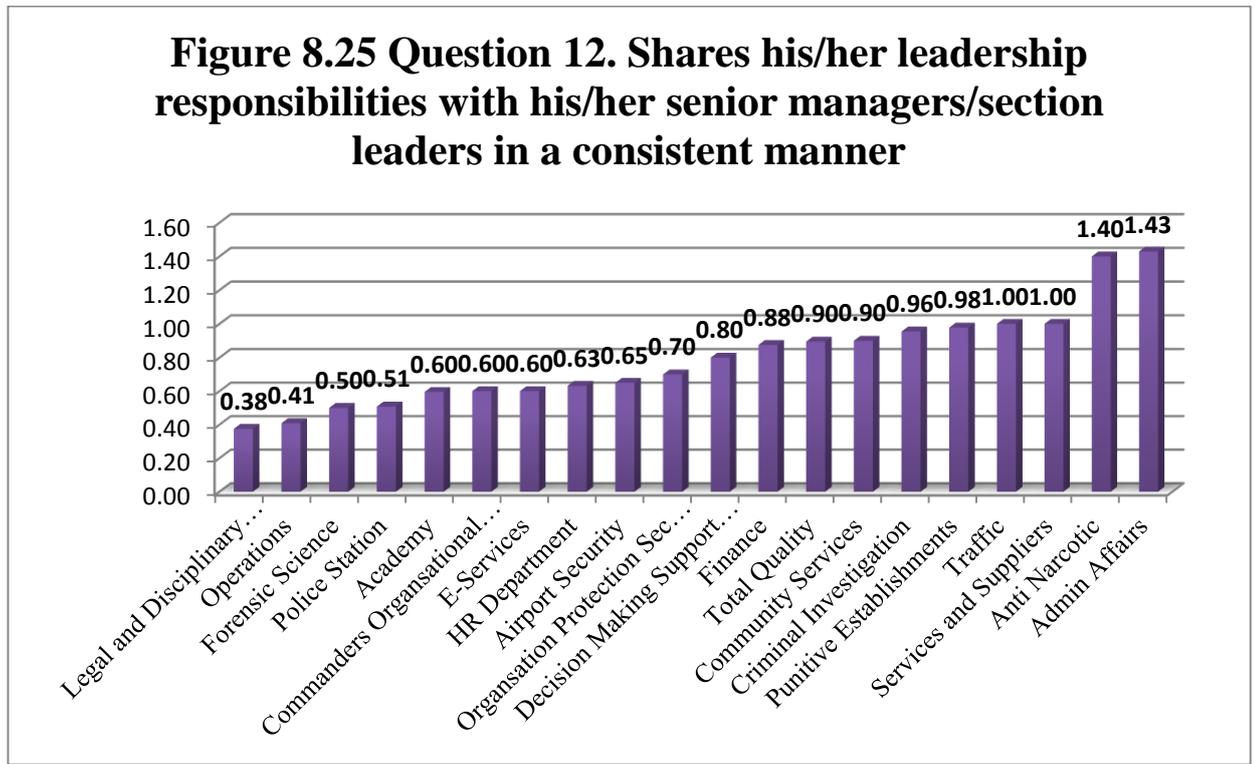
Pearson Correlation	Sig.
0.373	0.000

Significant at the 0.01 level

This finding shows a statistically significant positive correlation at less than (0.05) between the two questions, in relation to behaviours indicating a lack of self-confidence among leaders. Referring problems to more senior officers is not a serious problem within the DP, nor is delay in solving problems. Those departments, such as Criminal Investigation, Traffic and Total Quality, where it is stated that the persons rated do not refer their more serious problems to superiors are also those where action to solve problems is not unduly delayed, while several departments with a moderate level of referral also indicated a moderate level of delay.

8.3.10 Objective 2c: What attributes contribute to leadership delivering further positive effects for their departments and the organisation of the DPF as a whole?

8.3.10.1 Q12) Shares his/her leadership responsibilities with his/her senior managers/section leaders in a consistent manner

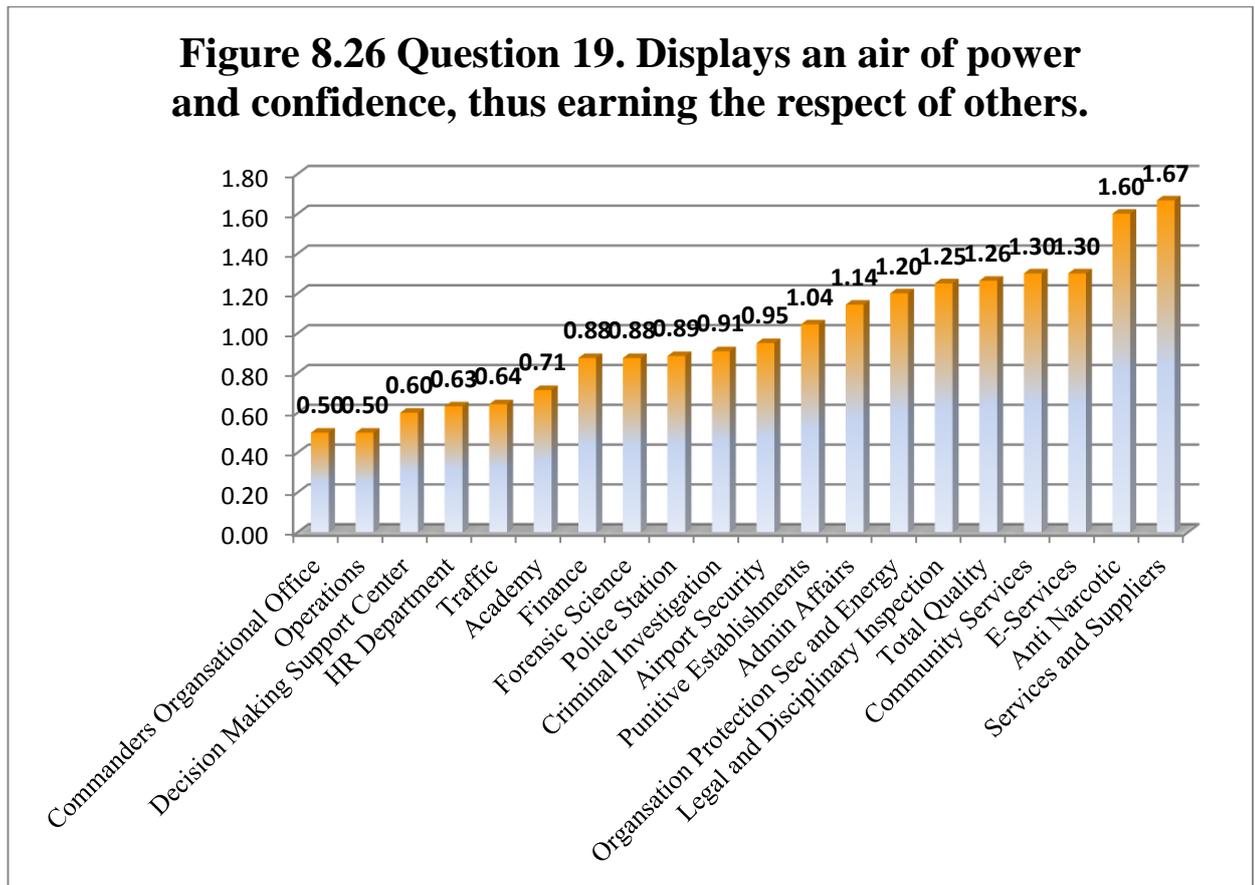


Mean Average for Question 12 is 0.69895

8.3.10.1a Comment

In all departments subjects were considered to share their responsibilities in a consistent manner, although the level of agreement varied from a positive/neutral score for the departments of Legal and Disciplinary Inspections, Operations, Forensic Science and the Police Stations, followed by the majority of departments registering agreement with only two agreeing strongly, namely, Anti-Narcotics and Administrative Affairs. This is not, however, a question for which one would expect the responses to show any kind of pattern related to the work of the departments. Rather it reflects the personalities of the subjects. The positive result demonstrates an encouraging attitude towards delegation.

8.3.10.2 Q19 Displays an air of power and confidence, thus earning the respect of others

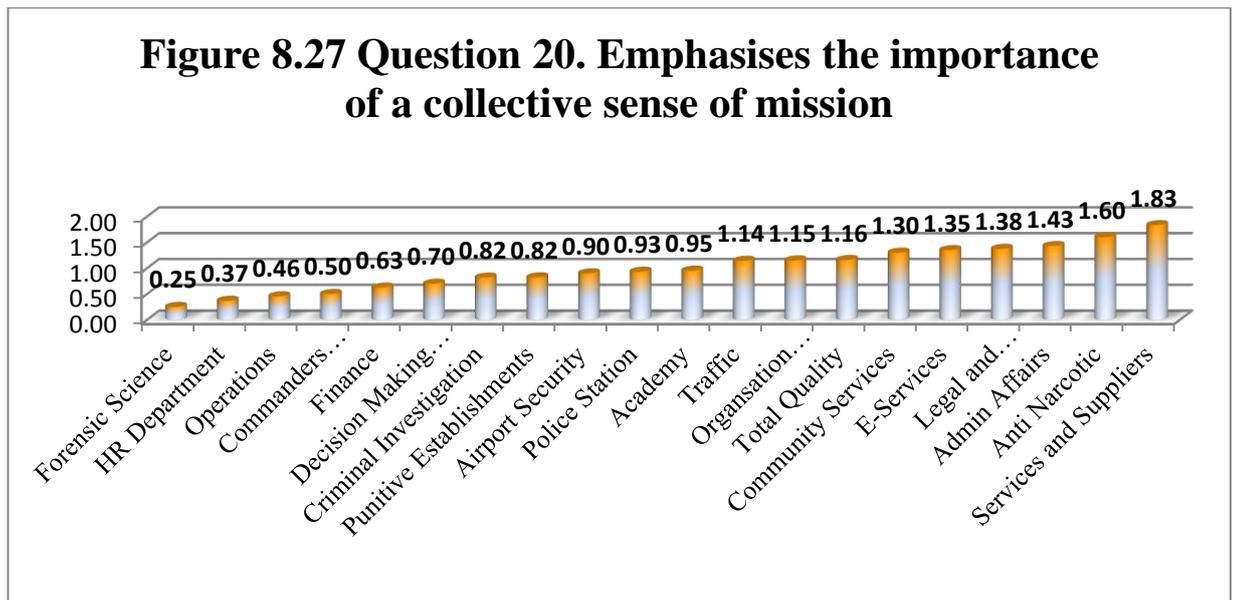


Mean Average for Question 19 is 0.92211

8.3.10.2a Comment

Here most departments were positive that their leaders/managers did display an air of power and confidence, although the degree of agreement varied widely. The lowest scores, borderline mild agreement, came, curiously, from the Commander’s Organisational Office and Operations. Nine other departments fell within the mild agreement band, while another nine agreed more strongly.

8.3.10.3 Question 20 emphasises the importance of a collective sense of mission.



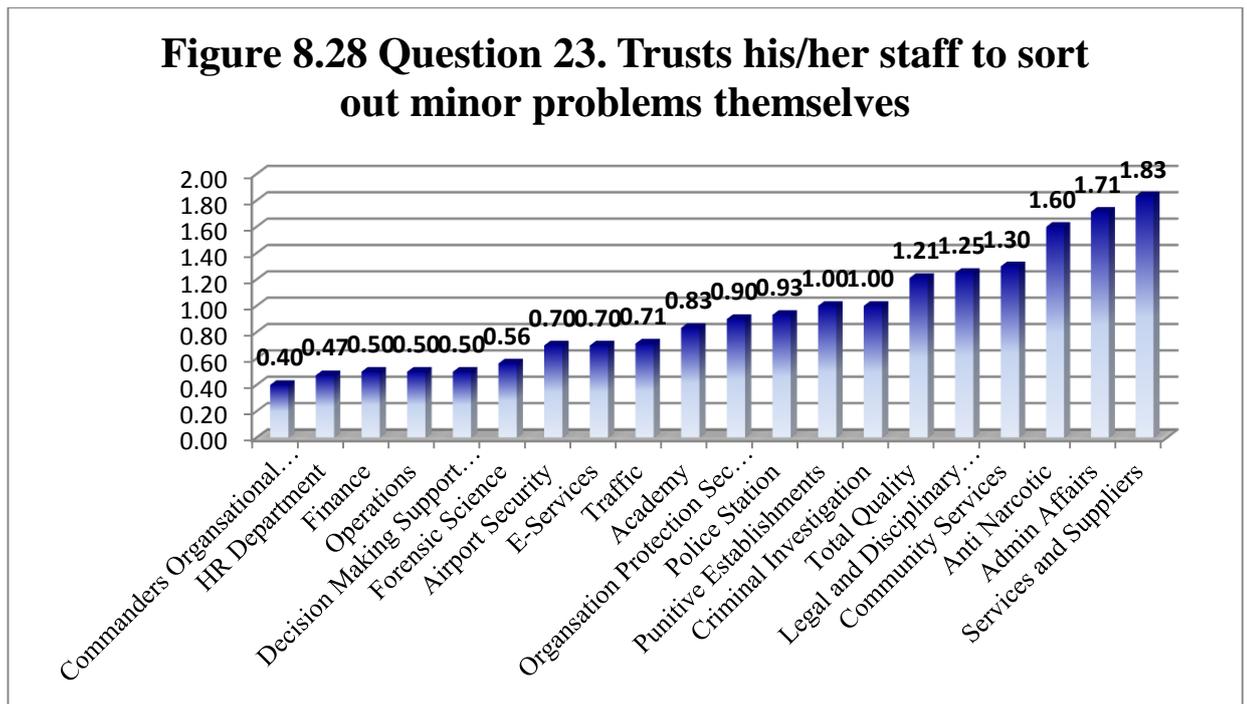
Mean Average for Question 20 is 0.90737

8.3.10.3a Comment.

In all departments, there was a positive respond to this question with Forensic Science and HR again giving disappointingly low scores. It was also discouraging to find low scores recorded from the Commander’s Organisational Office and the Decision Making Support Centre, departments where one would have expected the ethos of a collective sense of mission to be strongly supported. Another six departments agreed, while strong agreement came from a mix of administrative and operational departments, where it could have been expected, the department with the highest score being, as in so many cases, Services and Suppliers.

Those that emphasise the importance of a collective sense of mission are 17.5% more likely to achieve positive effects. Leaders who strongly articulate a sense of collective mission are those who instil pride in others and exercise power and confidence. They are, moreover, viewed as over 37% more likely to represent high moral standards and hard work.

8.3.10.4 Q23) Trusts his/her staff to sort out minor problems themselves

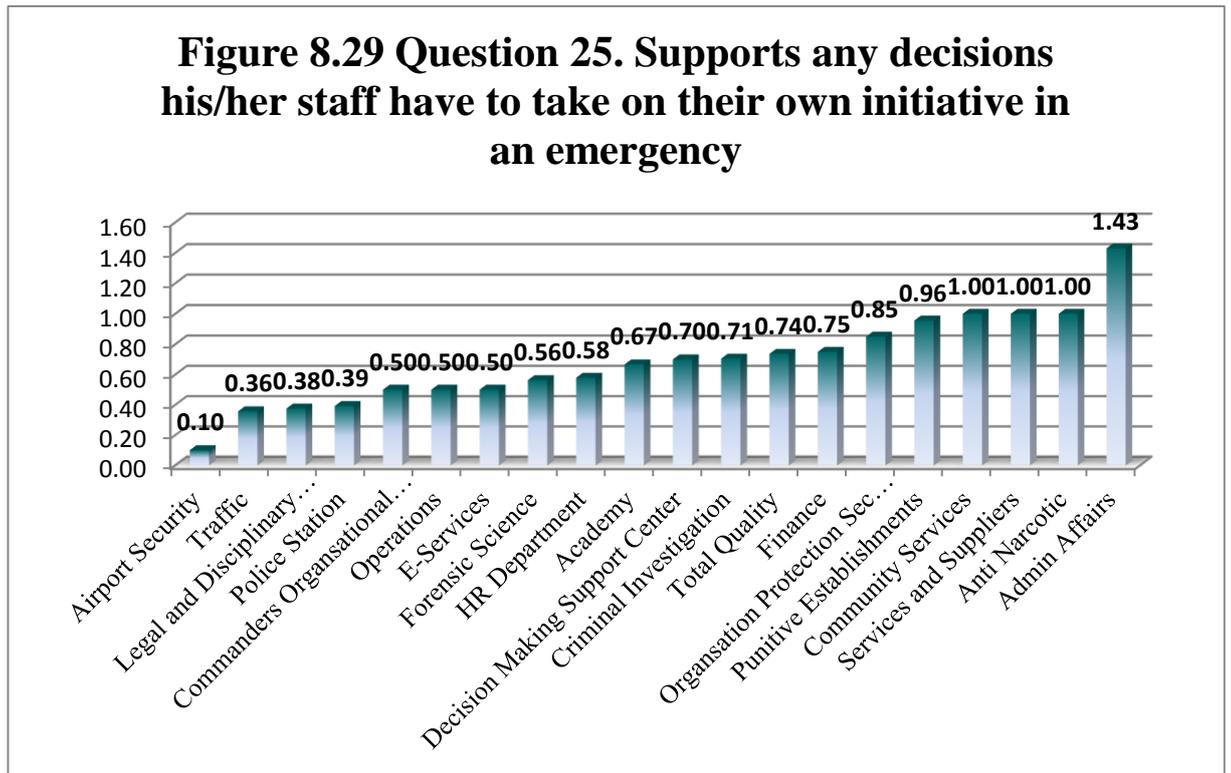


Mean Average for Question 23 is 0.88421

8.3.10.4a Comment

The responses to this question were reassuringly positive. Low scores were recorded, notably from the Commander’s Organizational Office, although this maybe because it deals chiefly with those problems that affect the force as a whole, which could not be dealt with by subordinates. All other departments reach the level of “agree” with eight approaching or achieving “agree strongly” levels. The best results, as on many other questions, came from Anti-Narcotics, Administrative Affairs and Services and Suppliers.

8.3.10.5 Q25) Supports any decisions his/her staff have to take on their own initiative in an emergency.



Mean Average for Question is 0.59789

8.3.10.5a Comment

The mean average across all the departments surveyed was 0.5979, just within the ‘agree’ level of response and all departments achieved positive scores, although the neutral score of 0.1 in Airport Security is very low and should be further investigated. It may be due to the nature of the chain of command in the department or to pressure of work, but the possibility of bad errors of judgment in this department, in the present security climate, should make investigation a priority. Another six departments, including Traffic, Operations and Police Stations responded with neutral scores. Twelve departments achieved unremarkable scores in the ‘agree’ band, with only Administrative Affairs having a score of 1.429 reaching ‘strongly agree’. For males and females, the mean averages were 0.6561 for males and 0.3711 for females, so that females felt they were only half as likely to have their emergency decisions supported.

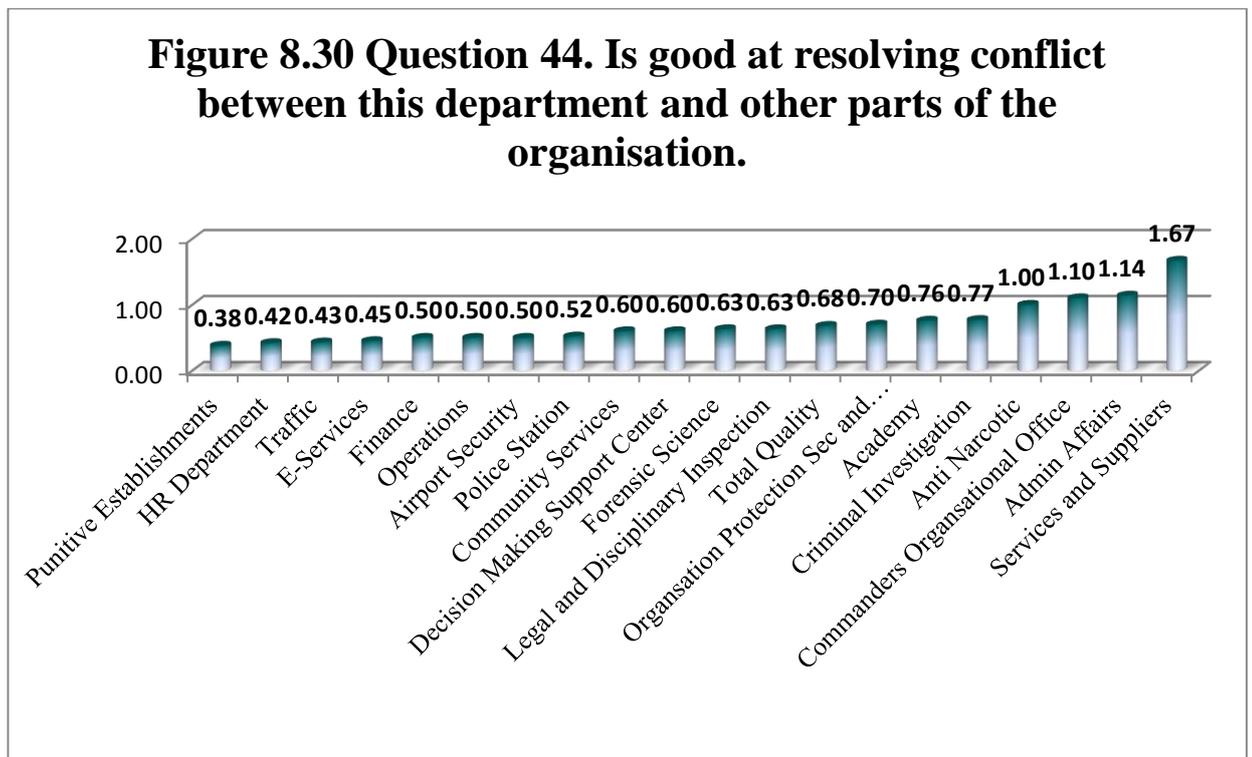
For UAE employees and non-UAE ethnic employees, the mean averages were 0.7308 and 0.4689 respectively. This may be explained by a lower level of experience or training among non-UAE employees.

8.3.10.6 Team player

To fulfil the various roles and functions of the DP in its service to the community team work is an essential component at organisational and departmental level. Effective team work enables the individual to be more productive and feel more empowered through being part of a collaborative work-group. Good leadership is instrumental in promoting and developing team work. To help examine the effect leadership has on departmental team play we shall examine the following question contained within the Leadership questionnaire.

8.3.10.7 Q44) Is good at resolving conflict between this department and other parts of the organisation.

Question 44 has an overall average of 0.6011 with departmental means ranging from 0.38 for Punitive Establishments to 1.67 for Services and Suppliers as shown on the graph below.



8.3.10.7a Comment

The mean average of responses to this question is low at 0.6042 and half the departments surveyed yield figures below or equal to the mean. The strongest disagreement came from the department of Punitive Establishments, where conflict with other departments was likely to be infrequent and the negotiating skills necessary to resolve it rarely exercised. It was surprising to find departments such as HR, Finance and the Decision Making Support Centre also returning low scores. This may indicate of a general reliance on higher authority to resolve inter-departmental disputes, a procedure which would not

necessarily imply incompetence within the low-scoring departments but which might lead to inter-departmental resentment being reflected in the responses.

The departments in which those rated are adjudged as best at resolving conflict are Anti-Narcotics, which shows an aptitude for innovation and lateral thinking, the Commander's Organisational Office and Administrative Affairs, where such skills would be expected. The department with the highest score was Services and Suppliers, where again, the resolution of conflict from competing demands would be a daily occurrence.

8.3.11 Correlations Objective 2c

Q12 Shares his/her leadership responsibilities with his/her senior managers/section leaders in a consistent manner.

Q23 Trusts his/her staff to sort out minor problems themselves.

Table (8.14)

8.3.10.1 Correlations between Q12 and Q23

Pearson Correlation	Sig.
0.416	0.000

Significant at the 0.01 level

This finding shows a statistically significant positive correlation at a level of less than (0.01) between the two questions, which relate to a style of leadership showing confidence in both his/her relations with superiors and in the abilities of subordinates. There is a close correlation between the ratings for Questions 12 and 23, reinforcing the proposition that those leaders who share their responsibilities with the next tier of management are also confident enough to trust their staff to deal with minor problems. There were, however, a few anomalies, one of the most striking being in the Department of Legal and Disciplinary Inspections, where a low level of shared responsibility co-existed with a high

level of trust in staff. The converse was true of the Commander’s Organisational Office, Human Resources, the Decision Making Support Centre, Finance and Traffic but not to any marked degree.

The departments with the highest levels on both counts were, as might be expected, Services and Suppliers and Administrative Affairs. Anti-Narcotics also achieved high scores for both questions.

Q20 Emphasises the importance of a collective sense of mission.

Q44 Is good at resolving conflict between this department and other parts of the organization.

Table (8.15)

8.3.10.2 Correlations between Q20 and Q 44

Pearson Correlation	Sig.
0.403	0.000

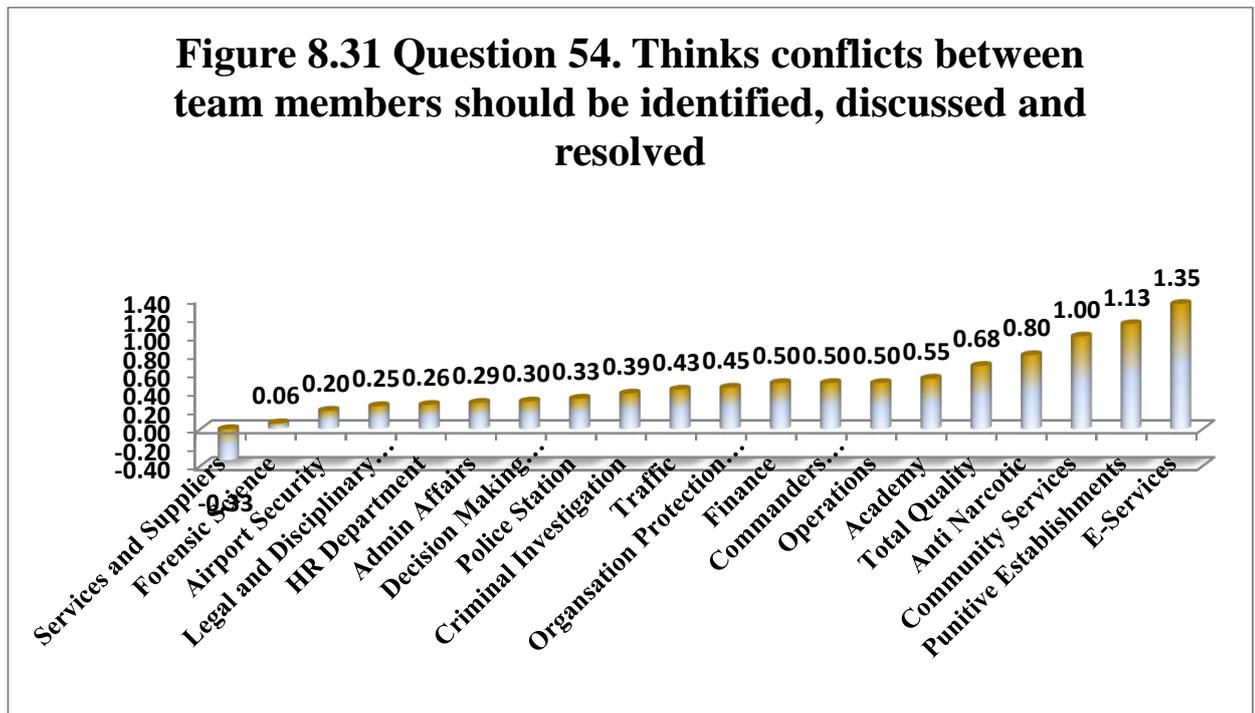
Significant at the 0.01 level

A statistically significant positive correlation at a level of less than (0.01) is shown between the two questions, designed to establish a leader’s ability to appreciate the relevance of his/her department within the DP organization as a whole and to establish good relationships therein. While all departments recorded positive scores for emphasising the important of a collective sense of mission, the range of scores was predictable with low scores from Forensic Science and HR and the highest from Administrative Affairs, Anti-Narcotics and Services and Suppliers. This is also reflected in the scores regarding resolution of inter-departmental conflict, with only a few anomalies, notably in Punitive Establishments, Traffic, E-Services and Legal and Disciplinary Inspections. Those rated in the Department of Total Quality, disappointingly, do not seem to be very good at resolving conflicts. Given that the object

of these surveys is to explore the possibilities of an holistic approach to improving the level of total management throughout the DP, skills leading to the resolution of inter-departmental problems need to be fostered throughout the force and particularly in the department of Total Quality itself.

8.3.12 Objective 2d: Identify essential elements of workable unity such as involvement, participation and diversity in Dubai Police.

8.3.12.1 Q54) Thinks conflicts between team members should be identified, discussed and resolved



Mean Average for Question 54 is 0.50105

8.3.12.1a Comment

The mean average overall for this question was 0.51. Here a fairly low level of neutrality or mild agreement was recorded across the board with only one department, Services and Suppliers having a negative score. This highly efficient department may either have a low level of conflict or believe that it should be dealt with in a summary manner in the

interests of efficiency. The only departments registering strong agreement were Punitive Establishments and E-Services with no clear reason for their attitude emerging.

8.3.12.2 Consultation

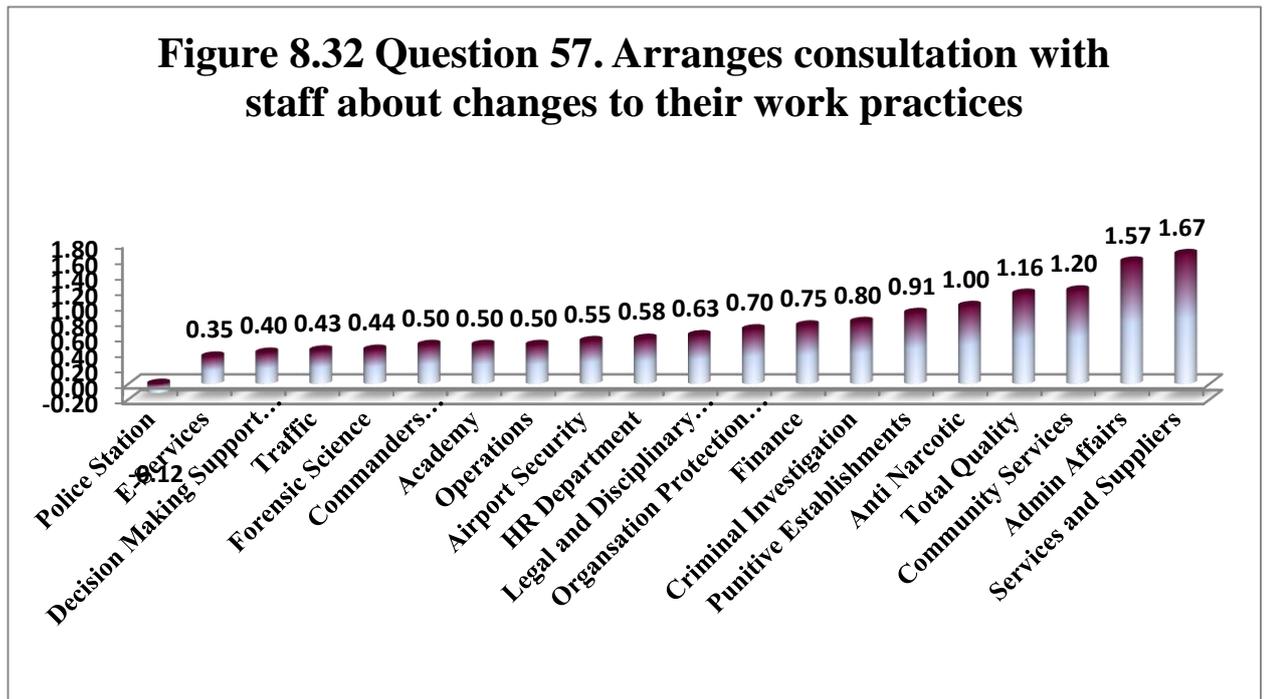
Consultation between managers and their staff helps to facilitate trust and establish a more harmonious working environment in which staff are more likely to be satisfied and motivated so delivering a better service to their customers. Leigh Farnell (2011) author of *“Cracking the Million Dollar Sales Code”* underlines the benefit of consultation by quoting case studies conducted by the Empower Group in which they found (Leigh Farnell, 2011) *“that when 30% of employees become more satisfied with their jobs, about 25% of customers become more satisfied with the services offered.”*

8.3.12.3 Coaching and Continuing Development

“Developing others is an important role for a leader. Encouraging others to expand their capabilities and take on additional assignments is part of a leader’s responsibility. Leaders who feel threatened by the capabilities of others are challenged in this area. Coaching and development are essential skills all leaders must cultivate.” (Chin, 2008)

Decision making is the art of being able to make a judgement call from due consideration and analysis relevant data.

8.3.12.4 Q57) Arranges consultation with staff about changes to their work practices



Mean Average for Question 57 is 0.48211

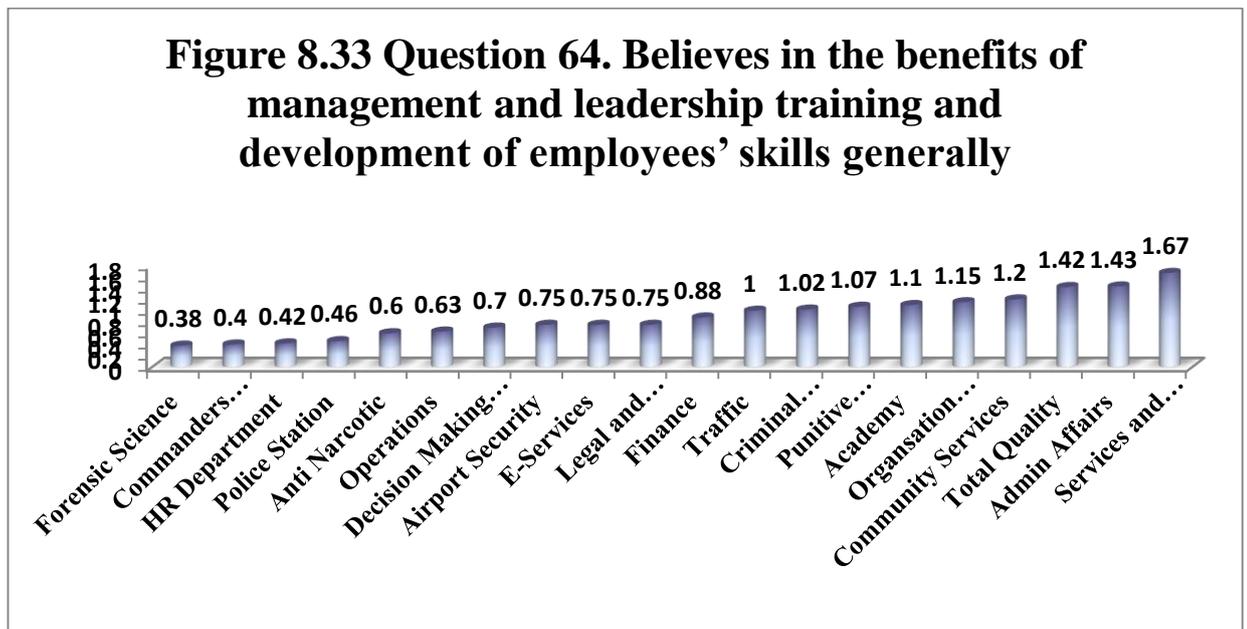
8.3.12.4a Comment

All departments, with the exception of the Police Stations, readily engage in consultation with staff regarding changes to their working practices. Across the board responses fell within the neutral/positive or agree bands with only Administrative Affairs and Services and Suppliers agreeing strongly with the proposition. While the Police Stations are only mildly neutral/negative on this issue they represent 130 of the 475 surveys taken which would distort the average over the other departments. Excluding them, the mean over the other 19 departments is 0.7072, a fairly low level of agreement, which could be interpreted as such consultation being viewed by management as a necessary evil. It is to be noted that Services and Suppliers are in favour of consultation as a stage in their search for greater efficiency.

8.3.12.5 Commitment by leadership to personal continuing improvement

A good leader is one that recognizes the need Chin J, 2011) *“to learn, to observe, and to grow with my people” and the humility to admit that they still have much to learn, and therefore do not turn a blind eye to information that they feel “they already know”. They should possess the self-awareness to tell you their strengths and acknowledge their blind spots. The art of leadership is one of “continuous learning, practicing, making mistakes, course-adjusting, reviewing, re-learning.”*

8.3.12.6 (Q64. Believes in the benefits of management and leadership training and development of employees’ skills generally



Mean Average for Question 64 is 0.80000

8.3.12.6a Comment

The above graph indicates that the proposition is viewed favourably by all departments although the degree of enthusiasm varies widely from strong support from Services and Suppliers, Administrative Affairs and Total Quality to a neutral opinion from Forensic Science, the Commander’s Organisational Office, HR and the Police Stations. The first

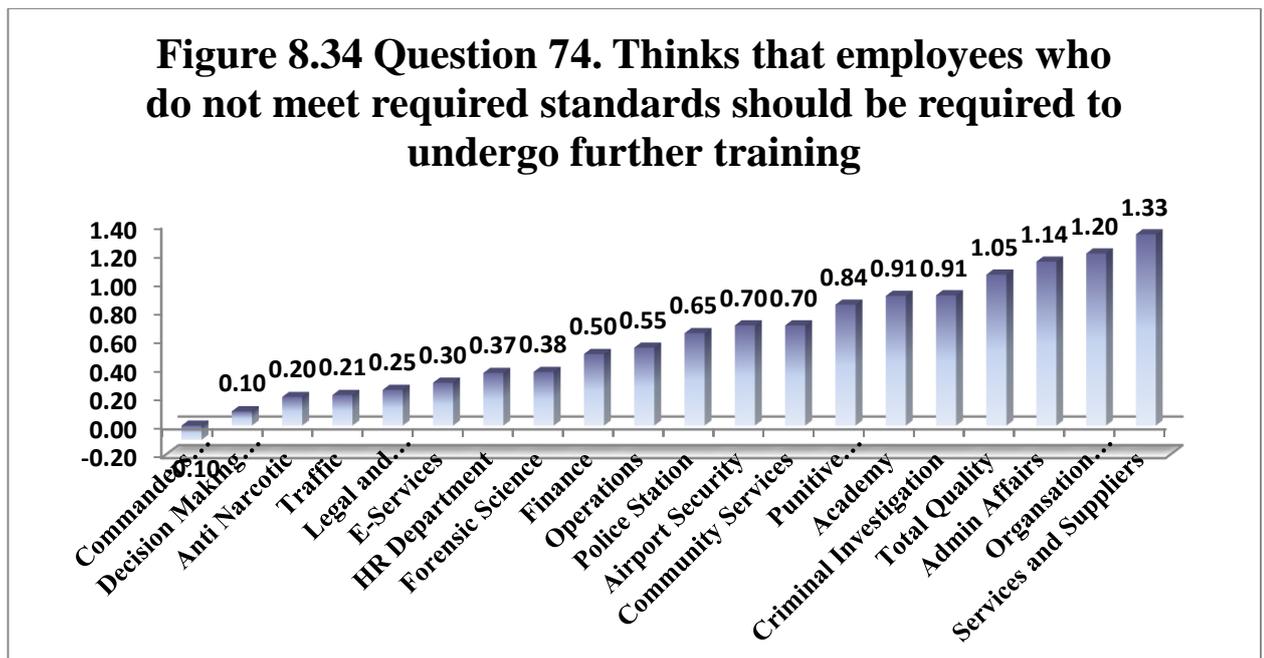
two have consistently scored highly in their support for training in post and do so again here.

It may be that members of the Commanders Organisational Office feel they have a depth of experience which would outweigh any need for further training at management level but the low score achieved by Human Resources is difficult to explain given that the department might be expected to foster in-house and out-sourced training of all types. Forensic Science and the Police Stations may well favour professional and technical training at lower levels as contributing more to the efficiency of their departments.

8.3.12.7 Q74) Supporting staff who under achieve

A source of anxiety for staff often arises when they are new to an organisation or perhaps find their present duties challenging. The question below examines what approaches are used to support staff.

8.3.12.8 Q74) Thinks that employees who do not meet required standards should be required to undergo further training



Mean Average for Question 74 is 0.67789

8.3.12.8a Comment

There was a wide range of opinions between departments from the negative -0.1 from the Commander's Organisational Office and a very positive 1.33 from Services and Suppliers, which was closely followed by Total Quality, Administrative Affairs and Organisation Protection and Security with scores ranging from 1.05 to 1.20, indicating that there is support for the idea that performance can be enhanced by further training.

However, half the departments returned neutral scores which were reflected in the overall mean average of 0.68, although the four scoring the highest were firmly convinced of the

efficacy of further training to correct poor performance. The negative score returned by the Commander's Organizational Office indicates that some see harsher measures as the solution or that low scores indicate that staff in this department are expected to be highly skilled and the answer to poor performance would be redeployment or even dismissal rather than further training. HR, where one would expect commitment to further training, was neutral on the premise. Some frontline departments such as Anti-Narcotics, Traffic and Forensic Science, where poor performance will be seen as carrying an element of risk recorded low scores. If further training in these departments could not raise a poorly performing employee beyond mediocrity it would be seen as not worth the effort and expense. This attitude may also explain the low mean average score across the board.

8.3.13 Correlations for Objective 2d

Q64 Believes in the benefits of management and leadership training and development of employees' skills generally

Q74 Thinks that employees who do not meet required standards should be required to undergo further training.

Table (8.16)

8.3.13.1 Correlations between Q64 and Q74

Pearson Correlation	Sig.
0.306	0.000

Significant at the 0.01 level

This finding shows a positive correlation statistically significant at a level less than (0.01) between the two questions, which reinforced belief in the benefits of management and leadership training and the ability to raise standards by the provision of additional training where needed. In two-thirds of the departments surveyed there is a strong correlation

between the scores recorded for these two questions, as was to be expected. Those who believe firmly in the benefits of management and leadership training will also believe that more general training will benefit their subordinates.

There are, however, some notable exceptions. The most marked is the situation in the Commander's Organisational Office, where those rated were positive/neutral on the subject of management training and negative/neutral over training or re-training as a means of improving inadequate performance. This may be because those coming to this department are expected to have high qualifications and relevant experience.

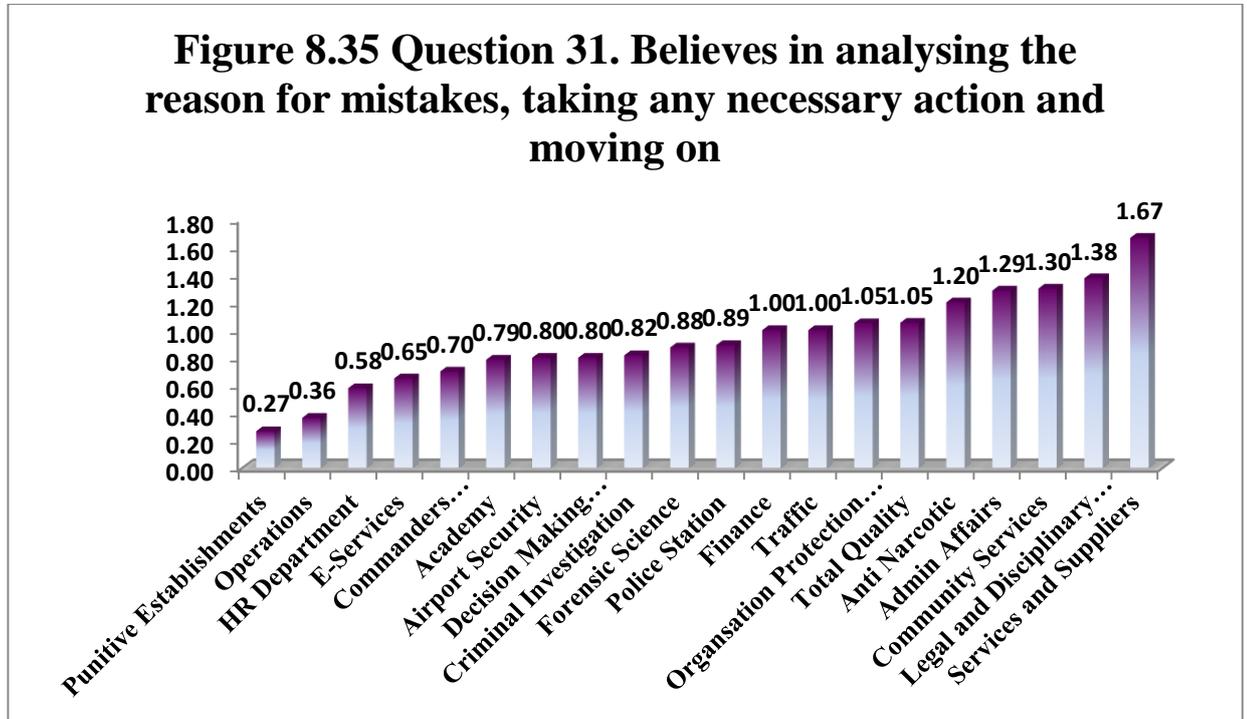
Frontline departments such as Traffic and Anti-Narcotics evidently did not consider further training of subordinates beneficial, possibly because of the nature of their work.

Nor did Legal and Disciplinary Inspections or Finance, although the reasons for this are not clear.

Should an holistic approach be adopted to review leadership and management techniques in the Dubai Police, there will need to be more emphasis on training at all levels and the fact that, in more than half the departments surveyed, there was an apathetic attitude towards the importance of training is something which needs to be addressed at the highest level.

8.4 Objective 3: Identify the desirability and feasibility of flexible implementation of holistic methodologies.

8.4.1 Q31) Believes in analysing the reason for mistakes, taking any necessary action and moving on

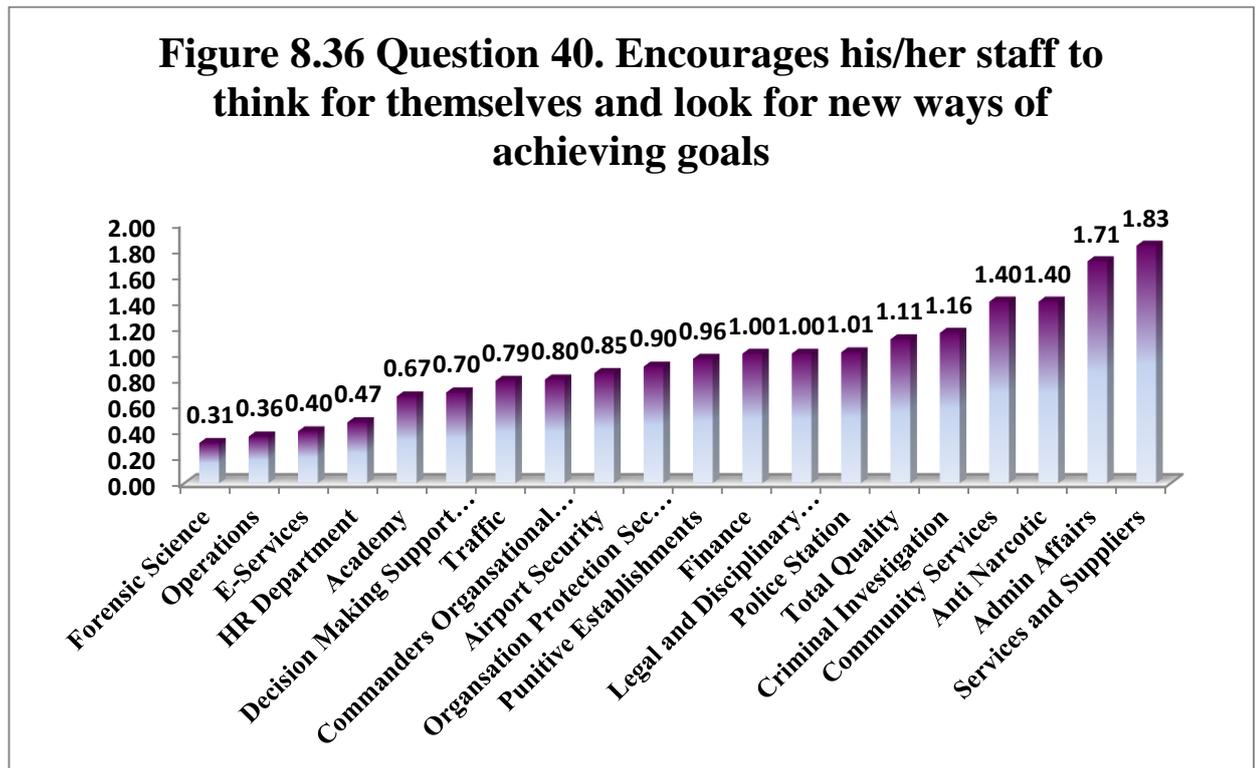


Mean Average for Question 31 is 0.81263

8.4.1a Comment

Every department returned a positive score to this question. The lowest scores were obtained by Punitive Establishments, Operations and HR. The constantly changing demands on a department such as Operations would explain an unwillingness to spend too much time on analysis, but the reasons in the other neutral scoring departments are not clear. The majority of departments agreed that this took place in their departments but Administrative Affairs, Community Services, Legal and Disciplinary Inspection and, as might be expected, Services and Suppliers, were the departments where this method of avoiding future mistakes was most strongly supported.

8.4.2 Q40) Encourages his/her staff to think for themselves and look for new ways of achieving goals



Mean Average for Question 40 is 0.89474

8.4.2a Comment

As shown in the above graph, all departments encouraged staff to think for themselves and look for new ways of achieving goals, although the degree of enthusiasm for this idea varied widely.

Four departments, namely Forensic Science, Operations, E-Services and HR were the least enthusiastic. In Forensic Science the answer may lie in the fact that, apart from the simple logistics of the department, there would be little scope for innovation in routine work of this type. Operations and E-Services may well work with parameters and with established procedures that leave little opportunity to break new ground and the unenthusiastic attitude of HR, while to be expected, is disappointing.

In spite of agreeing strongly with the premise that tried and tested methods are more efficient, Community Services, Administrative Affairs and Services and Suppliers also

supported their staff in thinking for themselves and looking for new methods of achieving goals. These departments are constantly seeking ways of maintaining and improving efficiency. Total Quality, as might be expected, and Anti-Narcotics also scored well on the question.

8.4.3 Job Security

Job security is best examined through questions 49 and 50 as these are concerned with optimism in the future of Dubai Police and how leadership characteristics promote the notion of security of individuals within their departments.

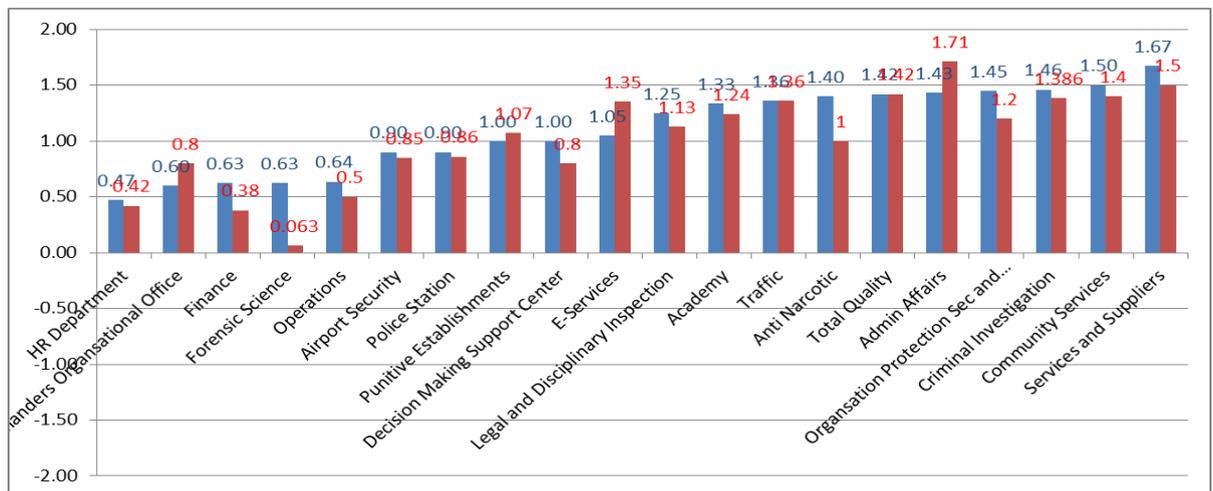


Figure 8.37: The above graph plots 49) Is optimistic about the future of the Dubai Police and 50) Encourages others to be optimistic about the future of the Dubai Police. For each department.

8.4.3a Comment

Comparing the levels of response to these two questions reveals, as was expected, a high level of consistency in all departments. Only Forensic Science demonstrates a marked difference, where the subjects rated did not encourage others to be optimistic about the future. This may indicate some apprehension about the continuing role of the department within the force such as a fear of work being outsourced.

The level of response across the departments follows the trend previously seen, with HR recording a low score and Services and Suppliers the highest. On average, confidence in the future of the DP is satisfactorily high.

8.4.4 Correlations for Objective 3

Q31 Believes in analysing the reasons for mistakes, taking any necessary action and moving on.

Q40 Encourages his/her staff to think for themselves and look for new ways of achieving goals.

Table (8.17)

8.4.4.1 Correlations between Q31 and Q40

Pearson Correlation	Sig.
0.412	0.000

Significant at the 0.01 level

There is a positive correlation statistically significant at a level less than (0.01) between the two questions, the answers to which show a willingness on the part of leaders to accept that errors do occur and must be dealt with, while, at the same time, acknowledging the value of encouraging innovative and creative thought on the part of their subordinates.

There was a very strong correlation between seeking the benefits of analysing the reasons for mistakes and learning from them and encouraging staff to think outside the box and suggest innovation. Both these skills will be needed in the introduction of systems thinking within the Dubai Police.

There were, however, some anomalies. Punitive Establishments, while not keen on analysis, encouraged original thought. Forensic Science, on the other hand, held exactly the opposite opinion.

Q49 Is optimistic about the future of the Dubai Police.

Q50 Encourages others to be optimistic about the future of the Dubai Police.

Table (8.17)

8.4.4.2 Correlations between Q49 and Q50

Pearson Correlation	Sig.
0.621	0.000

Significant at the 0.01 level

This shows a statistically significant positive correlation at a level of less than (0.01) between the two questions, which sought to establish whether a positive attitude about the future existed within the leadership of the DP and whether leaders actively encouraged their subordinates to share their optimism. In order to develop and improve, any organisation needs to be optimistic about its future and it is encouraging to find that in most of the departments surveyed, optimism was seen to be at a high level and that leaders/managers encouraged their subordinates to be as optimistic as they were themselves.

The usual low scores on both questions were obtained from Human Resources, Forensic Science and Operations, Forensic Science giving very little encouragement towards optimism in the future of the force. The Commander's Organisational Office and Finance both returned low scores on both questions but this may be because those departments see themselves as an essential part of the structure of the Dubai Police for the foreseeable future.

8.5 Summary

8.5.1 Introduction

The results revealed by the quantitative survey will be summarised in accordance with the characteristics of management set out on page 248 of this chapter.

8.5.2 Freedom to Lead

The survey reveals that managers and section leaders in the DP have considerable freedom to lead effectively but often lack the ability to detach themselves from the volume of routine work they undertake to exercise this freedom to their best advantage. As regards acceptance of the ultimate responsibility for what happens in their sections or departments, scores were disappointingly low indicating that this did not take place to the degree which could have been expected and the DP should encourage leaders and managers to shoulder this type of responsibility more effectively and demonstrate this clearly to their staff.

8.5.3 Handling Crisis Situations

Here again certain departments, such as Operations, Human Resources, Forensic Science and the Police Stations did not emerge as good at handling crisis situations, while the higher scoring departments such as Total Quality, Community Services, Administrative Affairs and Services and Suppliers were prepared for them and also believed firmly in measures to examine cause and effect with a view to preventing repetition. It was, however, surprising to find that some of the most successful departments such as Administrative Affairs and Services and Suppliers relied heavily on tried and tested methods to see them through and were not keen on innovation.

8.5.4 Dealings with other internal stakeholders

Scores on the question of resolving inter-departmental conflict were not high, only Administrative Affairs and Services and Suppliers achieving reasonably high scores. The greatest support for a collective sense of mission also came from these departments. When considering whether employees should feel comfortable in criticising decisions made by the DP, though this was only considered in the narrow fields of injustice and adverse effects on efficiency, only limited support was forthcoming although all were anxious to receive feedback from any such criticism.

Overall, departments need to be prepared for greater communication. Taking the example of Total Quality, which is a department interacting with all the other general departments and with the quality assurance sub-departments therein, its average score for the questions related to this theme was only 0.71, only just into the 'agree' band. In order to be an effective part of any holistic approach to improvements in total quality management, the department must be far more pro-active in its dealings with other internal stakeholders.

8.5.5 Setting Manageable Targets

Here again, Administrative Affairs, Community Services and Services and Suppliers are the best performers and, at the other end of the spectrum come HR, Forensic Science, Operations and the Police Stations, probably because the demands upon their services are variable and largely beyond their control.

8.5.6 Positive Outlook

Results are again predictable with departments such as Legal and Disciplinary Inspections, Community Services, Administrative Affairs and Services and Suppliers all emerging as having a positive and optimistic outlook about the DP, while HR, Operations, Finance and Forensic Science were the most pessimistic departments.

8.5.7 Delegation

On the whole, results from the questions relating to delegation were mixed. When passing problems on to superiors was considered some of the most successful departments in other areas, such as Administrative Affairs, were prone to do this. Frequent absence when needed was not a problem for any department, and for most other questions concerning delegation results were as might be expected with departments such as HR, Forensic Science and Operations faring badly, while Community Services, Administrative Affairs and Services and Suppliers scored highly.

The overall impression given was that not enough use was made of delegation which might free up leaders and managers, giving them the opportunity to consider approaches such as systems thinking and applying it to a broad spectrum of problems which are adversely affecting the achievement of better total quality management.

8.5.8 Decision Making

A tendency to pass decision making on to others was not a serious problem. Scores on this issue fell mainly in the neutral zones with only Finance and Legal and Disciplinary Inspections doing it to any marked extent. However, delaying decisions on the premise that all possible information must be gathered before proceeding was more prevalent. Legal and Disciplinary Inspections refuted the idea that this happened but Airport Security, E-Services, Administrative Affairs and Services and Suppliers tended to use such a procedure more often.

8.5.9 People Skills and ‘nurturer’

“In order to inspire and communicate well with people it is crucial to have good people skills, to lead and to manage. Strong people management skills inspire and command people to heed your wish. Such skills are crucial for the success of an organization”. (Articlebase, 2011)

Motivating and improving the morale of staff is the key to obtaining the best from personnel, in many instances a member of staff will not know every facet of their job or will come across unfamiliar circumstances, so this continued development will keep them engaged with what they are doing and perhaps enable them to engage with their role in new and dynamic ways.

(Leitschuh, C, 2007) observes that ***“Good managers know that creativity is essential for the health and prosperity” of an organization. And “therefore, good managers also know that their single most important job is to nurture creativity in those who report to them.”***

Those departments most likely to praise, encourage and seek to improve staff skills were Administrative Affairs, Services and Suppliers, Anti-Narcotics, Community Services and Legal and Disciplinary Inspections, while Services and Suppliers sometimes turned in surprisingly negative scores, indicating that, although the department is highly efficient, it is very set in its ways and unwilling to embrace too much change or new ideas.

The lowest scoring departments and therefore the least likely to encourage, praise and develop staff were Forensic Sciences, HR, Operations and, on certain aspects of ‘nurturing’, Finance and the Police Stations.

8.5.10 Consultation

There is significant range of points of view from one department to another as to how much engagement there should be with subordinates on matters that affect them. Most departments demonstrate that there is agreement that consultative practices are arranged. This is most keenly observed in departments such as Services and Suppliers, Total Quality, Community Services and Administrative Affairs, which are departments more inclined to use consultative methods. Superiors in the department of Services and Suppliers give the impression that they do not see the need to provide feedback to those who have submitted suggestions. The departments of E-Services, the Police Stations, Finance and Forensic science were least likely to be consultative in nature.

Consultative practices vary widely with no department consistently good at all aspects and each department possessing its own strengths, weaknesses and scope for improvement.

Other matters to be considered in assessing the competence or otherwise of the departments surveyed are:

1. Insufficient informal consultation.
2. Too little consultation with lower tiers of both management and staff where problems become apparent.

8.5.11 Staff training

The departments of Services and Suppliers, Total Quality and Administrative Affairs are examples of departments which encourage their subordinates to undertake training formally and informally and prefer to assist weaker members to improve rather than looking to dismiss staff. The departments of Operations and HR are more inclined to sack under-achieving staff rather than assisting or encouraging them to undertake further study.

8.5.12 Commitment by leadership to continuing personal improvement

The departments of Administrative Affairs, Community Services and Anti-Narcotics have superiors who freely acknowledge their weakness and seek to address them. The departments of HR, Operations and Forensic Science are less inclined to admit their blind spots and are less enthusiastic regarding leadership training. Those departments which seek to improve their weaknesses, such as Total Quality, have participated in leadership training.

8.5.13 Recruitment

Legal and Disciplinary Inspections, Administrative Affairs and Anti-Narcotics are the departments in which it is felt that there is fair recruitment. The departments of Airport Security, Finance and Punitive Establishments disagreed and gained the lowest mean averages on matters regarding fair and unbiased recruitment policies.

Whilst Services and Suppliers agreed that training and aptitude were the basis of recruitment within the department it was also felt that, along with departments such as the Decision Making Support Centre, that they had superiors who felt more comfortable with those of similar cultural and educational background to themselves.

8.5.14 General Results

The results of the quantitative survey lead one to take an optimistic view of the administration of the DP. The vast majority of the surveys gave positive scores and highlighted those departments and areas where action must be taken to motivate staff to be more effective, more optimistic and more aware of the need for continuous improvement. Studying the results of the survey, it would appear, from the point of view of subordinate staff, that the leadership style is traditional and rather pedestrian in its approach to total quality management.

However, DP leaders and managers at departmental level are collectively perceived as delivering positive results for their respective departments and as largely fulfilling their objectives, the real remedy for any inequalities in performance as between departments lies not in the fields of additional manpower or better technological aids although these may be helpful in the short term but in embracing new ways of examining problems. The exploration of holistic practices such as systems thinking would help to extend the capabilities of the departments within the DP.

Some departments emerge as having very low expectations of their management, such as Human Resources and Forensic Science, but, because of the low number of responses from these departments, the results of the survey must be treated with caution. The responders were asked to rate an immediate superior but with so little material from some areas it is difficult to be sure if the responses reflect the general situation in the department as a whole or merely the relationship between the responder and the person rated.

A similar situation exists in relation to departments such as Services and Suppliers, which comes over as highly efficient and forward-looking, but with a few flaws such as an over-reliance on older systems of working. Here again the number of responses was low, under 0.5%, and the same critical standards must be applied; do the results reflect the situation in the department or merely the opinions of a very small section of the workforce.

On the whole, the DP force comes across as one where a strong militaristic tradition is gradually giving way to more modern ways of thinking, as it changes from its traditional ways of thinking to adopt those more characteristic of a modern commercial enterprise. Most of the responses reflected neither a very low opinion of leadership nor a euphoric view of its achievements but demonstrate that there is an average standard of leadership, seeking to improve but not yet able to embrace the full concept of TQM or its far-reaching effects.

8.5.15 Holistic Systems Thinking

This chapter explores one of the three themes of this thesis, i.e. leadership within the DP, from the viewpoint of the subordinate rating his/her superior. The research has, however, also revealed certain problems which are inhibiting further improvement in TQM. The third theme of the thesis, the application of holistic systems thinking to these, is put forward as a means of kick-starting further and continuing improvement in TQM.

The qualitative analysis highlighted resistance to TQM and too much reliance on reviews of past performance rather than the recognition and correction of errors as they occurred. From the quantitative survey it is apparent that while middle and lower rank leaders use management techniques as found in the developed world opportunities are being missed and the capabilities of their subordinates are not being fully exploited.

There is failure to recognize:

- That the point at which the effects of TQM are recognized by stakeholders is at the lowest ranking point of contact.
- That there is a need to foster TQM down to the lowest rank of officer, not just by sanctions or rewards, but by fostering pride, involvement and commitment.
- That the views and suggestions of such lower rank officers, who are actually working with the rules and regulations imposed from above with the aim of improving TQM, are of value.

Upon investigation, it may emerge that many areas where improvement in TQM appears to be blocked may well be messy, complex problem areas rather than problems within defined parameters. Systems thinking methodologies allow such problem areas to be thoroughly explored, involving all those concerned with the aim of achieving improvement, even if a cut-and-dried solution is not achievable.

Holistic systems thinking has already been successfully been applied by the British North Yorkshire Police Force, an organisation with clear parallels to that of DPF. The NYPF were helped to facilitate a long term strategy of being proactive to situations in order to maximise their fulfilment of their mission to the communities they serve. Holistic systems thinking could help the further commitment of the DP to excellence by discovering improved methods of boosting morale, engaging with stakeholders and expediting the future development of the force. Examination of existing practices by these methods would lead to a greater sense of responsibility, better teamwork and communication and a greater willingness to introduce and try out new ways of thinking and acting.

Chapter Nine

Discussion

The following diagram presents the position of this chapter in the thesis.

Chapter 1	Introduction
Chapter 2	Background
Chapter 3	The Concept of Leadership
Chapter 4	Success and Failure of TQM
Chapter 5	Potential Benefits of ST
Chapter 6	Methodology
Chapter 7	DP Managers Interviews
Chapter 8	DP Staff Survey Questionnaires
Chapter 9	Discussion
Chapter 10	Conclusion, Implications and Recommendations

9.1 Introduction

Only some thirty years ago, Dubai was a traditional Arab state, with a mainly rural economy, organized on a tribal basis, requiring only the most basic of policing. It has since developed rapidly. In contrast to its oil-rich neighbours, the principle economic activity in Dubai is tourism and the servicing of an expatriate community mainly at the luxury end of the market.

This creates policing needs of great complexity and sophistication which must satisfy the needs of internal stakeholders who demand maximum efficiency and those of external ones who are looking for a high level of crime prevention, security and strong control of the community but also for that lighter touch which makes them feel valued and esteemed.

As well as seeking all the technological help available, much has been achieved by the introduction of total quality management. However, it is felt that this is not being exploited to its full potential throughout the force and that talent is being wasted and opportunities missed because of a lack of communication between the various tiers of management and the different divisions of the force, possibly due to the widely differing

styles and efficiency of leadership found at all levels within the Dubai Police and the persistence of some of the more traditional leadership methods. A strong tradition of respect for and loyalty to leaders, emanating from close family and cultural bonds, while beneficial in some areas of police work, can stifle original thinking. It is traditional for such leaders to take an interest in the careers of subordinates which may have a similar effect.

The current research has been undertaken to investigate this and to evaluate the potential advantages of a more holistic approach to resolving problems arising from the current leadership methods.

So, in 2009, the researcher was asked by HH the Vice-President of the DP to undertake a study of leadership on the following three themes:-

- 1) Leadership
- 2) Total Quality
- 3) Systems Thinking

Which led to the formulation of the following three research questions and six objectives to obtain answers to the questions.

9.1.1 Research Questions and Objectives

Research Questions	Linked Research Objectives
Q1) How are leadership roles conceptualised by actors in the Dubai Police?	Objective 1: Ascertain if there are variations in the emphasis on or practice of leadership in the various sections of the Dubai Police.
Q2) Are there barriers and constraints existing that prevent departmental managers embracing and implementing Total Quality (TQ) and Systems Thinking (ST)?	<p>Objectives 2a: Establish if there are other social, political tensions existing that form a barrier to greater corporation and embracing of new ideas.</p> <p>Objectives 2b: Are there motivational blocks to the adoption of total quality?</p> <p>Objectives 2c: What attributes contribute to leadership delivering further positive effects for their departments and the organisation of the DPF as a whole?</p> <p>Objectives 2d: Identify essential elements of workable unity such as involvement, participation and diversity in Dubai Police.</p>
Q3) How can creative approaches such as An holistic systems thinking lead to effective leadership and higher TQ?	Objective 3. Identify the desirability and feasibility of flexible implementation of holistic methodologies such as SSM and related techniques.

Questions are presented in a logical order necessary to conduct investigation. Question one provides us with background on 'the lay of the land'. Question two seeks to establish what practical and motivational factors are blocking progress towards the adoption of Total Quality and systems practice in the Dubai Police Finally we investigate more thoroughly which systems methodologies will be most likely to stimulate the development of effective leaders, capable of developing Total Quality.

9.2 Background

In order to appreciate the special features of and problems involved in the policing of Dubai, arising from its recent rapid growth and development, the reader will need some knowledge of the nature of its economy, the current make-up of the population and the problems arising therefrom and this is set out in the background section. It should be noted at this point that crime rates in Dubai are remarkably low compared with comparable centres of population worldwide, although the world-wide problem of overcrowding in prisons here results in an occupancy figure of 170%. 87.3% of the total prison population are not UAE citizens. This reflects the high percentage of ex-patriates in the population, mostly migrant workers in the construction industry which is currently suffering a down-turn. Crimes against property, such as shoplifting, is becoming a problem particularly in areas near camps housing migrant workers. Malls and shopping centres have had to invest heavily in extra security

Serious crime, especially crimes against the person, are at a low level but serious concern is felt over traffic offences. Dubai, in spite of having a modern passenger travel network, suffers from severe traffic problems. Roads are excellent although provision struggles to keep up with demand. In the first five months of 2014 more than a million traffic offences were recorded, 684,646 speeding tickets were issued, 1000 serious accidents occurred and 88 people died, making Dubai's record on road traffic offences, especially speeding, one of the worst in the world.

Of special interest is the process called "Emiratisation" intended to encourage more native-born citizens to enter the workforce. The need for a large workforce and the shortage of workers locally forced the country to depend heavily on multi-cultural foreign workers, including large numbers of Indians and Pakistanis. Some of these, together with

expatriates from Western Countries specifically recruited for their skills, were able to offer high levels of expertise. Others filled low grade jobs in the construction and service industries. The government, concerned by the high ratio of ex-patriates in the workforce and by the lack or low level of qualification offered by native Emirati candidates seeking employment, is encouraging more UAE natives to seek qualifications and expertise to enable them to find career opportunities locally. Assistance, including generous financial assistance, is available at all levels, from skills training to the gaining of university degrees and professional qualifications, but the scheme has met with more success in the public sector than the private, as in the schemes in place in the Noor Bank and the Central Bank of the UAE, possibly because the private sector offers lower salary levels and less job security.

9.2.1 Dubai Police (DP)

As an essential part of the background information, the development of the Dubai Police has been traced from its origins as a simple organization adequate for a traditional tribal society to the modern force it is today. A description of the present structure of the force and the activities it covers is given in some detail, from which it will be seen that development has been piecemeal at times, general departments being set up to meet rapidly developing needs. In such circumstances, leadership, communication and morale can be adversely affected and standards of performance may vary considerably across the range of departments.

Trying to create a police force which could meet all needs in a climate of rapid and sometimes unpredictable change was difficult. Not only did the Dubai Police have to contend with the problems of a modern society and new types of crime, they had also to deal with an influx of people coming from countries where the police are viewed as ineffective, unjust, oppressive or racially biased as well as many whose expectations of

the police were high, who expected the support of the force in any economic activity they undertook. From a body with few but clear responsibilities and great respect from the community, the Dubai Police began to question whether, in trying to satisfy a much greater range of needs as they became apparent, they were not sacrificing efficiency and quality of service to the community.

Attempts were made to improve the service by the imposition of a variety of performance measurement systems but while these were valuable in high-lighting shortfall and discrepancies as well as encouraging the idea of striving for quality, it was apparent that something far more radical was needed to create a force with consistent levels of performance throughout. It was hoped that, having improved in efficiency, the various general departments would see themselves as part of a whole and acknowledge that they should not rest on their laurels but continue to seek for improvement.

At this time, the idea of total quality was being developed in the West and, having studied its beneficial effects, HH the Vice-President created a General Department of Total Quality and set up Quality Assurance Sub-sections in each general department. The introduction of Total Quality Management was, at that time, a totally new departure in the Arab world. The General Department of Total Quality and the Quality Assurance sub-sections were intended to operate in two ways. Firstly, by a fairly formal “teaching” role, instructing departments how to apply the principles and techniques of TQM, reinforcing this by a continuing programme of refresher courses and seminars, and, secondly, by providing all levels of management in the general departments with a facility to which they could refer questions or problems relating to total quality or submit suggestions for change or improvement in working practices.

Unfortunately, it was found that there was far more effective activity in the first field than in the second. Even when the principle of TQM was received with enthusiasm, it was

seen as something where the rules and techniques were imposed from above and there was little upward communication. In some instances, there was active resistance to the concept, many middle and lower tier leaders believing that *“if it ain’t broke, why fix it”* and here no pro-active interaction was to be expected.

Such resistance is perhaps understandable in an organization which is one of the largest in Dubai, with great pride in its achievements to date. However, at the highest levels of leadership there is the conviction that improvements in total quality are always possible and the force must not be allowed to stagnate.

9.3 The Concept of Leadership

In exploring the relationship between a systems approach and developing leadership in the Dubai Police, the researcher consulted a wide range of literary sources such as books, journals, previous PhD theses and material drawn from an academic online database.

As might be expected, the bulk of the literature on total quality management and leadership development is aimed at commercial enterprises but there is a considerable amount of published work relating to these matters as they affect public institutions and organizations.

The first step was to formulate an acceptable definition of leadership and in this the most helpful author was Yukl (2002) who sees leadership as concerned with influence and encouragement while management is concerned with more practical matters such as control and tangible results.

Management is therefore a skill which can be learned and honed on the job, while leadership requires something more. A leader can, of course, combine the two roles but the converse is not necessarily true. Most writers recognise two aspects of leadership,

leadership traits and leadership behaviour. Bernard Bass (1981) bases the trait theory on the idea of the “*great man*”, the claim that leaders have superior traits or characteristics that make them stand out from their subordinates. With each succeeding work on the subject, the number and diversity of traits considered necessary proliferated. Stogdill (1974) recognised thirteen, in addition to charisma, the trait most widely explored, in addition to nine skills, some of which were innate, e.g. intelligence, and others which could be learned, e.g. diplomacy, persuasion and tact. In an early study Stogdill (1948) explored the link between leadership traits and effective leadership, considering traits such as intelligence, personality, appearance and social background. Today, the last two would be thought of as helpful in attaining leader status but not essential. With so much diversity and constant change in opinion as to desirable traits, the theory lost credence.

The attention of scholars then turned to behavioural theory, based on the belief that great leaders are made, not born. In fact, great leaders evolve from a combination of both factors, but researchers found that they could recognise certain leadership behaviours and study the effectiveness of each style. The adoption of a particular style would not, however, give sufficient flexibility to cope with a range of situations and so contingency-situational theories were introduced, suggesting that the style of leadership should be varied to cope with factors such as situation, people, task and other variables. (Bolden, Gosling, Marturano, and Dennison, 2003).

These theories were based on the Michigan & Ohio studies dating from the late fifties where managers were categorized as task-orientated, relationship orientated or participative. The first was basically leading from the front, concentrating on planning and preparation for given tasks, then on overseeing their subordinates’ implementation of such plans and preparations and overseeing their completion of the tasks. The second required relationship-orientated leaders to achieve task results by being supportive rather than dictatorial and encourage effort by means of rewards. The third style had

participative leaders working to build a cohesive team capable of achieving the desired results rather than rewarding individual effort.

High value was placed on inspirational leadership. The primal reality is that leadership depends not on the scope of the leader's vision or how clearly he sees the steps necessary to complete the task before him but on how he can drive the emotions of his followers. Goleman et al, (2002, pp.33-34) see *"intellect and clear thinking largely as the characteristics that get someone in the leadership door"* but see leaders realising *"a vision by motivating, guiding, inspiring, listening, persuading and, most crucially, through creating resonance."*

Considering the characteristics of an "ideal" leaders in the 20th century, Ryback (1998) stated this was *"someone who tends to have strong but hard personal qualities, somebody who is arrogant but inspiring."* He felt that in the 21st century workplace this had shifted to someone "who can demonstrate a greater empathy and concern for people issues and those who do not rely on position or rank for their status". (Ryback 1998, p.1).

Bar-on, writing at the start of the 21st century, (Bar-on 2000, p.434) asserts that emotional and social competences such as "self-confidence, flexibility, persistence, empathy and the ability to get on with others." as critical to effective job performance.

In the latter part of the 20th century and the first decade of the 21st, the pre-eminent leaders in the commercial field have been those who have made the organizations they lead profitable and have provided substantial financial rewards for both shareholders and employees of the enterprise, especially for those in the higher levels of management. However, in times of recession, such as we are now experiencing, such leaders are required to sustain performance with fewer resources while still seeking to satisfy the expectation of bonuses and other rewards among their staff.

Leaders have tended to revert to Ryback's perception of the 20th century leader, less participatory and more autocratic, participation and support being more difficult to achieve when subordinates feel driven more by the fear of losing their jobs than by the hope of reward.

Having considered the personal attributes to be found in a good leader, it was then necessary to consider the most effective tool the leader employs, namely power, which was defined by Pfeffer (1992, p.30) as ***“the ability to influence behaviour, to alter the course of events to overcome resistance and to get people to do things they would not otherwise do.”*** Bases of power can be broadly described as structural and behavioural. Structural sources create actual or potential power holders but it is the behavioural element which defines an effective leader, one who will use and value the power he or she can wield, according to its relevance in satisfying stakeholders' wants or needs.

The power accorded to or assumed by a leader has been studied and analysed by writers, some of whom disagreed about the influence of leadership on performance. Those studying organizational sociology argued that environmental or organizational issues had more influence on performance than leadership behaviours. Hannan and Freeman,(1977), Salancik and Pfeffer, (1977). Others Child (1972; Day and Lord (1988) held that leaders/managers had the main impact on performance, a view that was qualified by sceptics who considered that leaders were often constrained by circumstances beyond their control.

While earlier leadership studies had concentrated on the lower levels of management, researchers now switched to the study of the upper echelons of leadership, which showed that top leaders could influence organizational outcomes beneficially if they were allowed enough discretion or scope of action (Hambrick & Finkelstein, 1987).

Bass (1985) used as his starting point the inadequacy of traditional transactional leadership where a leader produced results from his followers by the use of certain behaviour and the promise of rewards and incentives. This can only produce acceptable levels of performance in a stable environment. In order to improve performance beyond the merely acceptable level, it was necessary to examine the role of leadership more closely and to identify the characteristics of a variety of strategic leadership styles in order to identify those most likely to result in enhanced organizational performance. The most important of these are transformational and transactional leadership.

9.3.1 Transformational Leadership

Bass (1985) defined four elements of transformational stimulation. Similar elements were put forward by writers such as Armstrong (2001) who put forward ethical behaviour, sharing a vision and goals, improving performance through charismatic leadership and leading by example as his four elements.

Bass, however, had modified his four elements slightly by 2006 and gave them as:-

1. Idealized or charismatic influence
2. Inspirational motivation
3. Intellectual stimulation
4. Individualised consideration

Idealized influence requires a leader to become a role model, to display integrity and foster a shared vision. Inspirational motivation in a leader should instil enthusiasm and optimism in followers creating a commitment to achieving goals. Intellectual stimulation encourages followers to be creative and innovative, while individualized consideration requires the leader to attend to an individual follower's potential for growth and development.

9.3.2 Transactional Leadership

Bass regarded transactional and transformational leadership as capable of existence together rather than being mutually exclusive (Bass and Avolio, 1994, Yammarino 1993). In transactional leadership rewards are used to encourage followers to achieve a predetermined goal or target while in transformational leadership they are used to increase commitment and motivation internally not just to achieve a specific result but to raise standards generally.

Three forms of transactional leadership are identified by Bass and Riggio (2006, p.5)

“Dependence on reward behaviour where both the leader and follower are clear as to the effort required and the promised reward

Management by exclusion behaviour, where the leader monitors performance and instigates corrective action where necessary

Laissez-faire behaviour, where expectations are clearly set out but the leader takes no further action.”

As far as the needs of the Dubai Police are concerned, as will be seen from discussion of the results of the qualitative review, there is a need for originality and innovation among lower tiers of management, a desirable outcome emphasized in the recommendations made in this thesis. Transactional leadership, while effective up to a certain point, is unlikely to lead to the necessary free interchange of ideas and opinions between the various tiers of management.

Care must also be taken in this form of management to set goals which stretch followers to encourage their further development while not jeopardizing the efficiency of the service.

Other less effective styles, such as bureaucratic, autocratic and democratic leadership were also discussed.

9.4 Leadership Style and the Dubai Police

Having considered the various leadership styles described by leading writers on management issues, it is now necessary to discuss the question of leadership style in the DP. As will be seen when the results of the quantitative and qualitative surveys are considered below, elements of the styles discussed can be recognised in the DP at present, although no one style can be said to cover all the needs of the force in this respect.

A modern developed nation, such as Dubai, expects its police force to be effective, adaptable and, above all, respected by all levels in the community. This requires a great deal from the DP because of the nature of the community they serve. At the heart there is a native population with strong traditional values, whose expectations derive from the very simple policing requirements of only a few decades ago. Added to this, there is a large expatriate group, living and working in Dubai, whose expectations will vary according to their origins. These will be high in the case of businessmen and skilled workers from developed countries, low, even bordering on fear, for those with little skill and no experience outside their native cultures. Added to this is a large transient population of tourists, whose expectations may vary widely and whose standards of acceptable behaviour may also vary.

It is accepted that police forces operate as quasi-military organizations but they are often called upon to deal with difficult situations and make on the spot decisions with limited direct supervision (Allen, 1982, Engel, 2001, 2002, Van Maanen, 1983, 1984) and it follows that police leaders cannot, therefore, depend on a command-and-obey leadership style but must actively prepare subordinates in lower levels of management to lead effectively in their particular roles. Leaders must also prepare subordinates to

act at all times in such a way as to represent the police in their relationship to the community in ways which will command respect, inspire confidence and dispel fear, subjects studied by Allen (1982) and Engel (2002).

9.5 Leadership Development

In order to achieve these desirable aims, it is essential not only that leaders develop their own leadership skills but also that they actively encourage similar development in their subordinates.

Leadership development in highly placed leaders takes place gradually as the result of reaction between the leader and his/her functional and social environment. Formal tuition or guidance in acquiring specific leadership skills can assist in readying subordinates to be reactive to any unusual demands they may be called upon to meet in the course of their work. Especially in the case of leaders in the higher tiers of command, leadership development is never complete. There is always more to learn.

Many authors, in particular (Baltes, 1997, Mumford and Manley, 2003 and Mumford et al., 2007) stress the importance of dynamic interaction among individuals and their environments in leadership development. Individuals may seek to develop by finding opportunities for themselves or by being chosen to develop skills which have been recognized by their organizations.

Kouzes and Posner (2002) and McCauley (2001) set out three components of leadership development:

1. developmental experiences
2. personal orientation, building on an individual's ability, skills and motivation
3. organizational support.

However, even with a liberal approach to methods of leadership development, these may often lead to the training of better individual leaders rather than raising the quality of leadership throughout an organization. An organization as complex as a police force needs to recognize the beneficial effects of a comprehensive programme of leadership development which seeks improvement in areas such as communications, trust and respect in dealing with both external and internal stakeholders.

9.6 The Police in the Public Sector

Andersson and Tengblad (2009) point out that the police, together with other organizations in the public sector have, in recent decades, been the subject of various efforts at reform, carried out with the aim of making them more pro-active, seeking to prevent crime rather than merely react to it. Community policing, problem-orientated policing and reassuring policing all aimed at restoring public confidence, reducing crime and shaping the police to meet changing public needs are seen as the way forward.

9.7 Leadership in Police Organizations

Crank (1998) criticizes poor development of leadership skills in police forces because of the way the police are organized, bureaucracy in law enforcement agencies and the civil nature of the job.

The literature on the subject stresses three critical issues:-

1. The importance of leadership in the police
2. Negative behaviour among police leaders
3. The way in which certain aspects of law enforcement affects leadership.

Given the nature of police work, where there is not necessarily any correlation between input and desired result, e.g. unsuccessful investigations, etc. and the way in which leaders/managers control key variables such as interpretation of regulations, support

offered and level of supervision, it is important that leadership styles which contribute to the efficacy of the force are preserved while elements which enhance the quality of the overall performance of the organization are fostered.

Transactional leadership, widely favoured in commercial and manufacturing organizations, works best where the promised rewards depend upon successful completion of predictable demands. Given the nature of much police work there is often insufficient time or opportunity for the consistent appraisal and observation necessary to make transactional leadership work smoothly. Singer and Singer (1989) recognized the existence and value of transformational leadership in police forces whereby leaders seek to raise followers' aspirations and instil a proactive attitude to seeking improvement in quality of service.

Negative leadership behaviours would include a laissez-faire attitude, over-reliance on bureaucratic procedures or a tendency to require a time-wasting input of information or opinion from subordinates before acting.

An important aspect of the way in which the work of a police force, which is wider than that of a mere law enforcement agency, is the way in which crises or emergencies can develop from moment to moment so that a leader should not restrict his/her efforts to their own development but also ensure that their subordinates, where appropriate, are trained to lead in their own sphere when called upon to do so.

9.8 The Success and Failure of TQM

Aware of the challenges a modern society brings to its police force, HH the Vice-President of the DP recognised that, although the force had been practising techniques of quality management for some time, more was needed. Of particular interest was the work of (Flood,1995) describing the introduction to and effect upon the English North Yorkshire Police of total quality management, a concept generally accepted in

commercial and industrial organizations, and the necessary machinery for introducing, managing and inculcating the concept was set up in the DP. The work of (Saraph et al, 1989), (Flynn et al, 1994) and (Ahire et al, 1996) is also extremely helpful to organisations to entering the field of TQM, as is that of (kan chao-chin 2010) which seeks to integrate their findings.

From its introduction in the USA during the Second World War, quality control led to the enormous strides made by Japanese industry in the mid-20th century. From seeking quality in production, the Japanese then sought quality in management. Their early strategies were:-

1. The involvement of senior managers in quality management implementation
2. Personnel at all levels must be trained in quality management
3. Quality improvement must be continuous
4. The workforce must participate in quality improvement

Although Deming (Deming, 1986) proposed 14 points as the principles of total quality management, (fully set out in Chapter 3, The Concept of Leadership) aimed chiefly at industrial or commercial organizations, a bias followed by later writers on TQM. Approaches which would be relevant to a police force are, firstly, the user-based approach (Garvin (1987) which states that stakeholders see products or outcomes as of high quality where they best meet the needs of the end-users. Then there is the value-based approach, also described by Donabedian (1980) as the social approach and by Pfeffer and Coote (1991) as the democratic approach. This may be the most appropriate to the public sector, defining quality as fitness for purpose, responsiveness and empowerment. Desirable features include accessibility, transparency and, of course, public accountability.

Abu Bakar (1997) set out the principles of total quality management rather more succinctly than Deming, in a format which covers all types of organization. His ten points are:-

1. There must be agreed requirements for both internal and external customers.
2. Customers' requirements must be the main focus and met first time, every time.
3. Quality improvement will reduce waste and total costs.
4. There must be a focus on the prevention of problems, rather than an acceptance to cope in a fire-fighting manner.
5. Quality improvement can only result from planned management action.
6. Every job must add value
7. Everybody must be involved, from all levels and across all functions.
8. There must be an emphasis on measurement to help to assess and to meet requirements and objectives
9. A culture of continuous improvement must be established (continuous includes the desirability of dramatic leaps forward as well as steady improvement).
10. An emphasis should be placed on promoting creativity. (Abu Bakar 1997).

In order to establish a universal system of guidelines for organizations seeking to improve their quality management, various official bodies have published systems of standards. In 1979, in the United Kingdom the British Standards Institute published the first general standards BS 5750. The European Community followed with EN 29000 and a global system was completed by the International Organisation for Standards, ISO 9000, in 1987. Much of the advice contained in these publications is applicable to industrial organizations but there is also much of use to those in the public sector Flood (1995). The higher levels of leadership in the DP enthusiastically embraced the concept of TQM, setting up a General Department of Total Quality and quality sub-sections in each of the

other general departments. Training was given and the general department and the sub-sections were ready to advise or iron out difficulties but, having embraced the principles of TQM and set up machinery intended to introduce it to all levels of management, the DP found that these measures were not producing as good a result as had been hoped. Early improvement stalled and various reasons for this were postulated. Resistance to such a change was found. Some managers felt standards of performance reached were adequate and adopted an *“if it ain’t broke, why fix it?”* attitude. Others resented the idea that responsibility for improvements in performance could be passed down to lower levels of management, others were unwilling to accept such responsibility when it was passed down. In some areas, and this may be more typical of “front line” activities, leaders felt that a consistent, continuous quest for quality was unreasonable and more leeway should be allowed for activities where they considered urgency and expediency to be factors. Too great a reliance was placed on performance measurement in retrospect followed by sanctions.

9.9 The Potential Benefits of Systems Thinking

It was obvious that a new approach to leadership would have to be considered to reconcile all these conflicting negative elements which were hindering progress in total quality management and systems thinking was considered as a way forward. The object of this thesis is to explore the application of systems thinking to the problems of leadership in the DP, in order to facilitate continuous improvement in total quality.

As commerce, industry and technology grew ever more complex in the 20th century, an early response to the solution of difficult problems was reductionism, breaking down systems to their essential elements and rectifying faults in these elements. This done, it was expected that the whole system would function perfectly. But this did not work in

the face of complexity so inspiration was drawn from the world of science where a more holistic orientation was taking place (Jackson, 2003).

Proceeding from the fairly simplistic approach of lateral thinking to find solutions to problems from sources which were not immediately obvious, management thinking followed science into the adoption of a more holistic approach, recognising that the origins of problems may arise in areas remote in many respects from that in which current difficulties manifest themselves. This complexity theory demands that not only must leaders and managers strive to impose order but they must also accept the role disorder, irregularity and unpredictability play and be prepared to study these occurrences from all possible angles to discover unexpected consistency in what is, at first view, a chaotic situation. While an infinity of variables is possible, this does not, in fact, occur and, in any management situation, a series of complex, seemingly chaotic, situations will have certain elements in common, although these may change on a day-to-day basis and leadership/management must develop preparedness in dealing with complexity and associated sudden changes affecting strategic management of organizations.

In order to study and resolve complex problems, systems thinking makes use of holism rather than reductionism, i.e. the consideration of different perspectives on the nature of problems with a view to their resolution in the most satisfactory way. In the early days of systems thinking too much was copied from scientific research, such as hard systems thinking HST, which sought to set up methodologies to identify problems and solve them by setting objectives, identifying a number of alternative solutions and deciding on the one which best met the desired objectives. However, HST lacked the flexibility or breadth of perception necessary to deal with the majority of problems in the managerial field.

HST was then followed by soft systems methodologies, SSM, which sought to consider a problem from all possible viewpoints and involve all those affected in meaningful discussion and an appreciation of the way in which the solutions proposed affected other parts of the system. It was, however, sometimes difficult to draw problem boundaries and in a later development, critical systems thinking, CST, the problematical situation is defined in a neutral manner, still gathering information from as wide a variety of viewpoints as possible but with more restraint. Changes are then considered as conceptual models which, upon further examination, will suggest a workable solution. Various writers sought to find ways of achieving the flexibility of SSM without losing sight of the necessity to define the limits of the system being studied by means of the application of principles deriving from CST, such as critical awareness. Although it is clear that holistic analysis of problems shows that no one methodology can deal with all the issues arising from the study of a system, management practitioners still require as a starting point some framework into which the elements of a problem can be placed which may be achieved by the methodology of SOSM, Jackson and Keys (1984). As new theories of the application of systems thinking were developed, it became apparent that there were limitations upon the results arising from the methods used and the expectations of the users. Jackson (2000) noted that critical systems thinkers proposed measures to achieve the solutions or improvements they wished to achieve, whereas a true holistic approach should assist the development of emancipatory thinking to remove restrictions and produce, on occasion, unexpected results. As the use of critical systems thinking grew, ways were sought to obtain, firstly a deeper investigation of the nature of problem situations leading to the rise of pluralism in the context so that problem areas can be accurately defined and solutions worked out.

Post-modernist views on systems thinking favour theoretical pluralism, including the suggestion that critical analysis should concentrate on revealing lost or repressed

knowledge as well as the consideration of knowledge which has developed as dominant. Recommendations arising from Flood (1990, 1991) in his work *Liberating Systems Theory* demand that thinkers/actors need to be aware of ways in which forms of knowledge can be repressed. Although writers have considered this more in the political/sociological field, repression is also found in other areas where hierarchical organizations exist.

9.10 Systems and Leadership

In considering ways in which leaders can become more effective through the use of systems thinking, it is necessary to give some consideration to the development of this aspect of management.

Hard systems thinking (HST) has been to some extent discredited by experts because of its inability to deal with complexity. However, it is possible to envisage scenarios, particularly in quasi-military situations, where such an approach would yield satisfactory results, especially in an ad hoc situation.

In order to handle significantly complex and disorderly problem situations soft systems thinking developed, using those systems methodologies proposed by Jackson (2003) which involved an overall strategy, a method of action, supporting action strategies and the use of processes and skills based in systems models and methods which will lead to the collection of relevant knowledge and reveal possible solutions.

Coffey (2010, p.19) states “*The holistic approach to leadership and organizational development...can be used by any leader...to optimise an organization or part of it to create sustainable high performance in conditions of high complexity and uncertainty.*”

He suggests systematic enquiry, critical reflection and strategic action as essential to a systems approach to leadership (SAL) to create a strategy of development of the whole

system within any leader's sphere of influence to optimise improvements and achieve sustained high performance.

The systems approach requires the leader to consider the elements of a situation, e.g. objects, events, patterns or structures existing at the moment of recognition of a problem. He/she must then consider related processes, e.g. activities, relationships or functions that can be manipulated to bring about change.

Steps in the systems approach can be further divided into:-

1. Specialization – reducing a system into smaller components for study with the aim of setting parameters but avoiding reductionism.
2. Grouping – to group related areas of study to avoid even greater complexity.
3. Co-ordination – to recognise and build upon interactions among groups.
4. Recognise and evaluate emergent properties of component parts of groups as part of the whole system.

A leader must learn when to omit points of detail in order to arrive at a stage at which a complex situation is manageable but where each component is accorded its true value and, importantly, can be shown to be so valued. However, influence and resources are finite and every leader will be subject to constraints imposed from above or from outside the organization so their greatest challenge will be to maximise the effect of their actions within such constraints to improve and develop performance.

In the DP, there is a tradition of strong leadership at the top and a commitment to improving the quality of the service provided. Through the information gathered in the literature review I have reviewed the results of investigations carried out as to views upon and aspirations for leadership/management in the force and suggest ways in which an holistic approach to systems thinking can improve the recognition, study and solution of the complex problems facing a modern police force.

9.10.1 Use of SSM by the Dubai Police

In order to demonstrate SSM in practice, a hypothetical example of a problem which has probably concerned the DP many times is used to demonstrate the methodology. The hypothetical problem chosen is one that is ongoing and the desired transformation is unlikely to be fully achieved. However, SSM does not always give a solution; users may have to be content with improving a problem situation.

Although the classic seven stages will be followed it is not necessary for the DP to observe all the steps if the problem can be solved by using them in a different order or omitting some. In the example, many of the suggestions for alleviating the problem situation emerged as the rich picture was being prepared.

Checkland advises against too much rigidity in the use of SSM: *“In attempting to work in the real-world we face an astounding variety and richness. If “soft” systems thinking is reduced to method (or technique) then I believe it will fail because it will eliminate too much of the munificent variety we find in real life...”* (Checkland, 1981, p.161).

However, in practice thought must be given to establishing reasonable system boundaries. Regarding a flexible approach to using the seven stage process, Checkland suggests: *“In principle a start can be made anywhere. Backtracking and iteration are also essential; in fact the most effective users of the methodology have been use to use it as a framework into which to place purposeful activity during a systems study, rather than a cookery book recipe.”* (Checkland, 1981, p.163).

At this stage, it may well be helpful to construct the rich picture at some form of brainstorming session and to make the first draft with a visual aid such as a white board.

The example referred to above is shown at Fig.9.1.

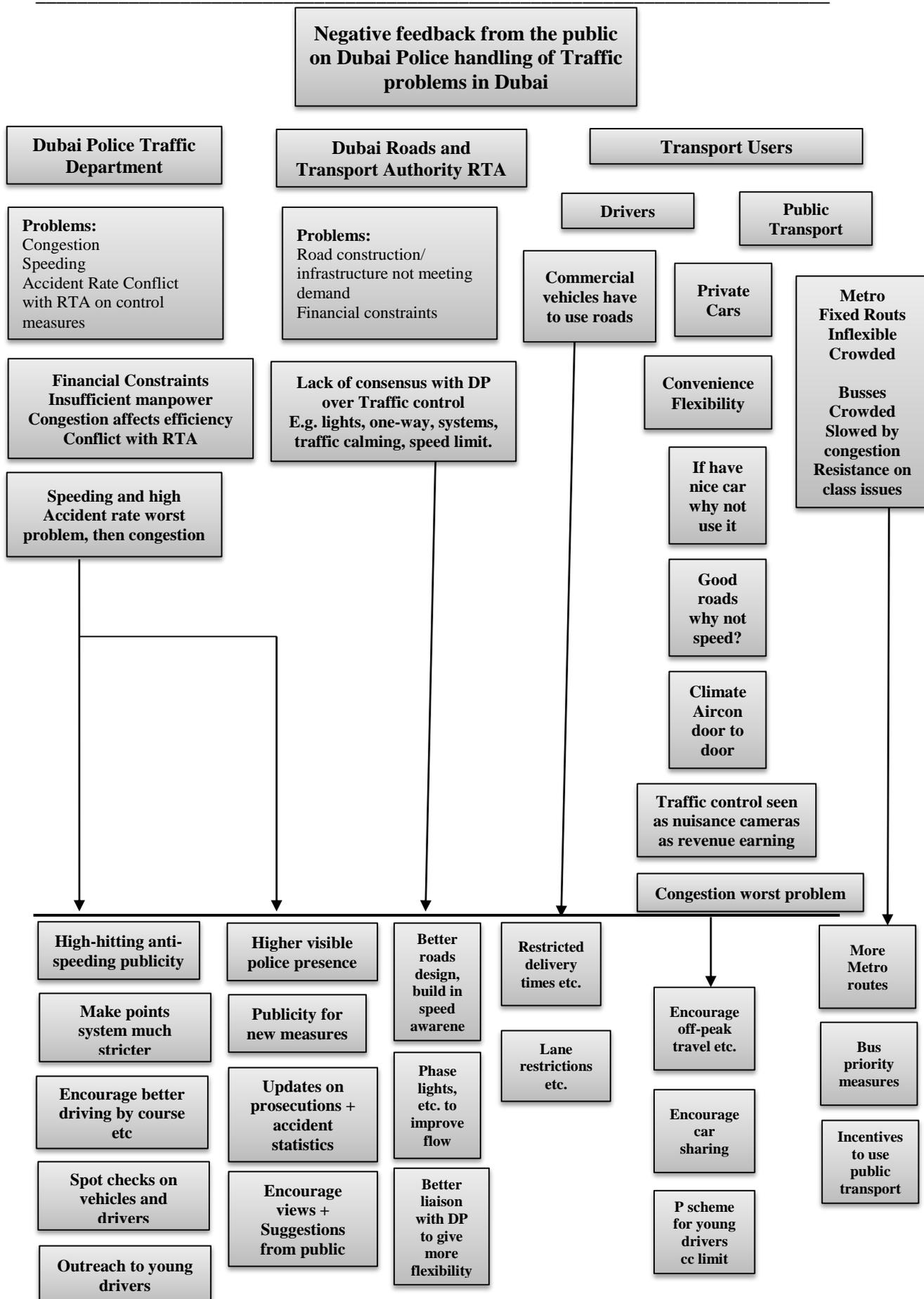


Figure 9.1 (Source: Author, 2014)

Constitutive rules

- The complete methodology is a 7 stage process
- Each stage from 2 to 6 has a defined output:

Stage 2: rich picture; relevant systems

Stage 3: root definitions evaluated by CAT WOE criteria*

Stage 4: conceptual models of the systems described in the RDs built by assembling and structuring verbs*

Stage 5: agenda of possible changes (derived from comparison of CMs with 'rich picture' expression of problem situation)

Stage 6: changes judged with actors in the situation to be (systemically) desirable and (culturally) feasible

- Conceptual models should be checked against RDs and 'formal system' model
- Conceptual models should be derived logically from RDs *and from nothing else*
- Conceptual models are *not* descriptions of systems to be engineered (although stage 6 may yield a decision to engineer a system)

Strategic rules (some examples among many possibilities)

- Preliminary expression conducted by searching for elements of structure and process and examining the relation between the two
- Expression not conducted as a search for 'systems' in the problem situation
- Expression may be facilitated by asking 'resource allocation 1 questions: What resources are deployed, what operational processes etc. How is this monitored and controlled?
- Problem themes - i.e. one-or two-sentence blunt statements - used to focus attention on interesting and/or problematic aspects of the situation
- Iterate, especially: relevant system -> RD —>• CM —> comparison —> relevant system
- Set up stage 5 as a debate with important actors in the situation
...etc. . . .etc.

* It is of course possible in principle that these ways of tackling stages 3 and 4 will later become strategic rules; they are constitutive at present, in the absence of alternatives which experience has shown to be valid.

Table 9.1 - Constitutive and strategic rules of the Soft System Methodology (Checkland, 1981; after Naughton, 1977)

Traffic problems in Dubai are a highly sensitive issue and the public expect solutions but are likely to have to be satisfied with improvement. Dealing with this by SSM, the first stage in the methodology is the problem situation loosely described as evidence of public dissatisfaction with lack of progress on the part of the DP in resolving Dubai's serious traffic problems.

Stages 2 to 7 of the process are governed by the constitutive and strategic rules set out by Naughton and Checkland and shown in Table 9.1. At Stage 2, a rich picture is built up of the various areas of concern, the part other actors play in alleviating problems and factors likely to limit the scope of remedial action. At this stage it becomes clear that the DP give priority to problems of congestion and the very high accident rate, mainly due to speeding.

Stage 3 is the description of the purposeful human activities involved in the problem situation. The accuracy of this process should be checked by reference to Checkland's CATWOE mnemonic:

C	Customer	Drivers and transport users in Dubai.
A	Actors	Dubai Police/Road & Transport Authority
T	Transformation	Congestion eased and accidents reduced.
W	Weltanschauung (world view)	Police an improve situation and make travel easier, especially for drivers
O	Owners	DP and RTA
E	Environmental constraints	Financial restricts Excessive demands on system User mindset

The next stage is to seek root definitions. A possible root definition of the DP Traffic Dept. would be to describe it as:

- Seeking to control the use of a heavily used highway system for the maximum benefit of road users

- Seeking to reduce congestion by persuading drivers to avoid unnecessary journeys and use alternative means of transport
- Seeking to improve road safety by sanctions and education
- Seeking close liaisons with RTA on licencing, vehicle safety, etc. and on planning and construction of new roads.

At stage 4, means of tackling the problem situation are sought from the activities set out in the root definitions and these are then expressed as conceptual models. As many possible remedial measures were suggested while the rich picture was under discussion, these have been set out below the rich picture. However, the conceptual models should ideally be set out as imperative instructions, e.g. to take only a few points from the various suggestions:

- Make points system much stricter
- Outreach to young and novice drivers, e.g. advanced driver courses, P plates possibly with speed limits for probationary period, etc.
- Use hard-hitting campaign in media on speeding accidents and fatalities
- Encourage RTA to design roads with built-in speed awareness, e.g. changes in surface, etc.
- Control commercial vehicle operations
- Encourage better use of cars, sharing schemes, etc.
- Give incentives for use of public transport.

At this stage, it might also be suggested that, as well as working to improve traffic conditions and road safety, the DP can held to reduce criticism of their efforts by actively publicising their successes and the measures they are taking to improve the situation.

Stage 5 (Weltanschauung) marks a return to the real world of how feasible the conceptual models are. For instance, while the public expect the DP to deal with congestion and make the roads safe, it must be realized that the problems they experience are on-going and impossible to solve, although alleviation is possible. Limiting factors such as financial restraints would also be relevant.

Stage 6 would be to select a number of measures, some being given priority, e.g. speeding, and Stage 7 sees them implemented.

9.11 Methodology

In order to collect the information necessary for the research regarding the current leadership situation in the Dubai Police, two research approaches were considered, the deductive and the inductive. In deductive research a conceptual framework is usually developed and tested while inductive research allows the theory to be developed from the observation of empirical reality. It was decided to use a combination of both types of research. The inductive approach was used in the qualitative research, consisting of data collected from interviewees in positions of authority in the form of seven questions to which it was hoped they would respond at some length, offering their criticism of or opinion on the current situation with suggestions for improvement.

The quantitative research required a more deductive approach. This area of the research was conducted among participants working at lower levels in the organization by means of a questionnaire, whose responses were limited to their perceptions of how their immediate superiors performed as leaders. No theories were put forward before the research was carried out, but their opinions proved extremely helpful in reviewing the situation in more detail in the light of the qualitative research and in evaluating the criticisms and suggestions made in the latter.

The research relied on method triangulation, i.e. *“the use of different data collection methods within one study”* (Saunders et al. 2003). Of the four types of triangulation identified by Denzin (1978), quoted in Patton (1987) two were employed, i.e.

Data Triangulation where the data is collected from different sources, i.e. in the present case from leaders by means of interviews and from subordinates by means of questionnaires.

Methodological Triangulation involving the use of several methods to study a single subject and in this research, relying on questionnaires and semi-structured interviews on a roughly 35/65 basis.

Neither of these methods can be considered, in this instance, as being more advantageous than the other. The questionnaires reveal how management is perceived by the workforce, high-lighting areas performing to a high standard as well as those where there are problems and these will be identifiable as relating to specific departments although the respondents themselves could not be identified and confidentiality was assured. However, the aim of the research is to review leadership practices throughout the organization and it would be counter-productive to draw too much attention to specific problems areas and lose sight of this purpose. These areas could form the basis for further research. Participation in the study was voluntary. In an ideal situation, questionnaires would have been returned from all departments and sections, in quantities reflecting the numerical strength and make-up of the departments as regards gender and ethnicity. Unfortunately, for very good operational reasons some departments were unable to participate and in others the numbers returned were lower than had been hoped.

The responses to the semi-structured interviews were designed to *“flesh out the bones”* of the information gained from the questionnaires. Respondents were not asked to be specific about where problems existed, but to take a broader view so that it can be

determined whether radical changes in leadership techniques would lead to further improvements in an organization which has already progressed a long way in its search for excellence but which has the potential for even greater success. The research tools and methods used for tabulating the evaluating the results of the quantitative research have been fully described in the chapter on Methodology.

An initial problem with the interviews was that they were conducted, recorded and transcribed in Arabic and a good English translation of the transcription was needed before the data could be analysed. There is always the danger that some degree of emphasis will be lost in translation but given the level of education and experience of the respondents it is unlikely that this has occurred to a degree likely to affect the findings.

It was then necessary to analyse and codify the material provided by the interviews by content analysis, reducing the material into themes, numerical statistics and codes. However, given the design of the questions and the use of similar language and roughly similar responses by the interviewees, the frequency or importance of themes arising from the research could be readily identified. Again, the methods used are fully described in the chapter on Methodology.

According to Miles & Huberman 1994 the process of analysis should involve the identification of the use of similar words and phrases, recognising relationships between variables and a conscious search for patterns and themes. From this process, generalizations and consistencies may be found which will lead to a body of knowledge illustrating the results of the research. The need to maintain an open mind regarding the findings of the research, as they emerge, is essential. For example, does the fact that a participant frequently refers to certain themes, perhaps returning to them out of context, in response to questions subsequent to that in which the theme was first relevant, mean

that the respondent is obsessed with that theme or does it indicate an area causing grave concern?

9.11.1 Problems arising from the research

As stated above, it was not possible to conduct the quantitative research evenly throughout the organization. Although the overall rate of return of questionnaires was satisfactory, some general departments returned low numbers of responses for no ascertainable reason while others had good operational reasons related to security and confidentiality for not participating, but it was disappointing that financial and administrative departments did not take part in the qualitative research as they might have been expected to have a broader appreciation of problems.

The uneven rate of completion can create two problems:

- 1) The validity of results where there is a poor rate of return in large departments
- 2) The validity of returns from very small groups.

In both cases, it may be that only those at the extreme ends of the spectrum of opinion feel moved to respond, whether they praise or criticise excessively. It would be useful to know if non-responders are merely apathetic, lack faith in the promise of confidentiality or are unwilling to take on even one relatively light extra-curricular task.

Of the thirty-one interviewees who eventually took part in the qualitative research, most were actively engaged in work concerning total quality management. Many went into great detail about the shortcomings they perceived in the management system and the measures they felt should be used to combat these.

9.12 Qualitative Analysis

Note: Quotations are taken from the transcript of the interviews.

The Qualitative Analysis exercise was carried out by means of in-depth interviews with senior members of the DP, the majority being actively engaged in the General Department of Total Quality or in the Quality Assurance Sub-sections of other General Departments. Five consultants working the field of total quality were also interviewed, the aim being to collect information from those with the greatest knowledge of TQM within the force. As dedicated proponents of the benefits of TQM, the respondents have given a very fair picture of the progress which has been made to date, especially in pin-pointing weaknesses and inconsistencies in the take up of TQM techniques.

Unfortunately, some departments with the closest daily contact with external stakeholders, including some operational units, felt that the nature of their work precluded them from participating. Nor did some administrative departments take part although their input would have been of value. However, all these departments are fully represented in the quantitative survey.

As was to be expected in a police force and particularly one in a Muslim country, the respondents were predominantly male. This in no way affects the validity of the responses as the female respondents were as highly qualified and dedicated to the pursuit of quality in the service as their male colleagues.

The qualitative analysis therefore seeks to assess the role of current leadership styles in the DP, the progress which has been made in TQM and the respondents' views on measures already taken or suggested to achieve further improvements in quality. The interviewees were, in the majority, proud of the progress which had been made to date in introducing TQM, but were also critical of areas where too much reliance was being placed on outdated methods or departments felt the techniques to be something with fairly

rigid parameters imposed upon them by experts. A very small minority were satisfied with the status quo.

The respondents had confidence in the way in which decisions were taken in the higher echelons of the leadership, but felt that some matters, e.g. budgetary control, were handled at too high a level and they had little confidence in management at lower levels. Negative issues identified were:-

“lack of attention to quality as important and crucial”

“lack of knowledge of concepts and of the culture of quality”

“destructive methods and neglect of best management practice”

“ineffective administrative processes”

“waste and unnecessary expense”

“lack of commitment to balance between operational and administrative units.”

As might be expected from a leadership style derived from military traditions, it is described as:-

“A mix of leadership by example and a military regime” or “a combination of transformational leadership and command guidance (autocratic leadership) often with a focus on control/power”

Emphasis was placed on creating a sense of community in the force, a sense of family, but one which should have a strong sense of commitment to the community. The DP does have an active outreach policy into important areas of community activity. The Dubai Police Advisory Council, to which prominent members of the community belong, brings external stakeholders into the making of decisions at high level.

The role of the Council of Police, to which suggestions and complaints could be referred, was also highly praised but many respondents felt there was something lacking, such as the opportunity for those involved in a problematic situation to study that problem in all its relevant facts and work out a solution which would be satisfactory to a majority of those affected. There was growing enthusiasm for more openness, transparency and flexibility in leadership. It was recognised that relations with the public and other external stakeholders should be encouraged.

Judging from the responses, the DP is seen as disseminating rules, regulations and plans to ensure consistency in the application of TQM, but may have sacrificed flexibility, initiative and imagination, elements which could re-emerge through the application of systems thinking. Special qualities of leadership are needed to maintain TQM as an on-going process and it is hoped that this research will identify holistic systems thinking as a major tool in finding them. Some respondents stressed the role of incentives such as awards in improving performance, others thought there should be a better system for encouraging and evaluating suggestions or complaints.

It is inherent in any system that there should be in place ways of measuring performance, identifying any shortfall before it becomes serious and taking measures to rectify the situation. When asked how they would deal with mediocre performance, far too many of the respondents would rely on measurement techniques applied retrospectively followed by sanctions to encourage better future results, rather than early identification of developing problems. Doubts were expressed regarding the efficacy of a system based on rewards and sanctions *“it is unsatisfactory if standards are only upheld in some departments by a fear of punishment and not out of conviction and understanding of the importance of total quality permeating all aspects of their work.”* When using performance indicators, some interviewees seemed happier with older methods and the

measurement of the achievement of a given task, rather than coming to terms with the concept of TQM seeking continuous improvement upon past performance.

The majority of responses indicated satisfaction with the actions of first tier management and with the goals achieved to date, although a considerable number of responses recognised a need to drive forward improvements in TQM. Set against these were those who thought the administration was inefficient, that there was unnecessary bureaucracy, while some showed positive resistance to TQM.

A number of systems used for measuring performance were mentioned but there was little critical analysis of their effectiveness or identification of negative features. New systems were evidently adopted with enthusiasm but there was little evidence of that continuous assessment necessary to nip problems in the bud. As one interviewee stated:-

“In spite of the use of some advanced systems, such as RADAR, to measure initiatives and goals, the concept of total quality and its application is not comprehensively applied through all elements of the organization.”

A desire for more flexible techniques was expressed such as “periodic reviews conducted to correct the path” which would lead to a proactive approach aimed at consideration of problems from a sufficient number of aspects to serve the nature and goals of differing tasks and initiatives. In particular they seemed unaware of the way in which the COMPSTAT strategic problem solving program worked in the USA especially in the New York City Police Department (NYPD). ***“COMPSTAT refers to a ‘strategic control system’ developed to gather and disseminate information on NYDP’s crime problems and track efforts to deal with them.”*** (Weisburd, et al, 2003). From the COMPSTAT reports, commanders obtain detailed information, collected and analysed by computer, enabling them to identify recurrent or outstanding themes and apply resources

appropriately. They can then hold meetings or receive reports to analyse the efficacy of their action very swiftly and adapt their response if necessary. The advantages of speed and flexibility of approach have shown remarkable results in coping with rapid changes in the crime scene.

A problem frequently complained of was poor communication, which could be remedied by:-

1. Recruiting staff who held appropriate qualifications and skills.
2. Recognition of the need for clear parameters defining responsibilities, powers and terms of reference but without discouraging discussion and consultation.
3. Creating a rolling programme of in-post training
4. Setting up systems to give managers and leaders access to information on a day to day basis.

With regard to point 4, there was evidence that managers received notice on a need to know basis on military lines, i.e. to the extent judged sufficient by their superiors, sometimes justifiably but often in a way which affected efficiency. An essential of an holistic approach is that, if there are no operational reasons why information should be confidential, it should be easily accessible. Respondents stated that this was a problem easily solved by the provision and updating of databases.

Nevertheless, respondents praised the principle of transparency pervading the DP, leading one to the conclusion that there are sometimes blockages in the dissemination of information, probably caused by leaders/managers operating in an unnecessarily bureaucratic manner. Given that the greater part of the data is passed from the top down, such blockages will inhibit any holistic approach by lower tiers of management so that problem-solving is made considerably more difficult. The need for better co-operation and communication is recognised.

“It would be useful to form a working group with leaders sharing current experience of the search for efficiency. This would enable management to participate effectively in promoting a culture of quality, as well as being involved in strategic planning and policy definition at the top of the institution, thus ensuring the dissemination of a culture of quality among human resources and guaranteeing high performance.”

This would ensure the top to bottom dissemination of systems thinking in the DP but it would also be necessary for departments to learn to exchange information freely and learn to identify problems they have in common.

With an expatriate population drawn from so many different countries and such a wide range of cultures, it would be expected that the DP would be alive to problems of security and conflict between cultures. This did concern some who saw the rapid population growth and increase in the area to be policed as being a strain on resources, in particular human resources, which could be below the calibre required. Most respondents recognized it as essential to maintain and improve the quality of service in a society where expectations from the various cultural elements differ widely.

The question of security was taken seriously, respondents stressing that not only was it necessary to strive for excellence within the force but that the DP must demonstrate to external stakeholders that this is being done. However, responses such as:-

“Without doubt, political and social factors cannot be ignored in any institution in the world, but they are of less importance in their effect on the leadership of the Dubai Police. This is because the institution is organized as a military entity, with a chain of command based on military rank. This....harks back to our ancient culture, rooted in our prevailing customs and traditions, which it would be difficult to change in the short term.”

Indicate a dangerous level of complacency. While the DP may be justifiably proud of its traditions and even prouder of the progress made in a few decades, this is a blinkered view illustrating the need for the application of an holistic approach to a complex problem, such as satisfying the expectations of such a diverse community.

Some functions of the DP demand military speed, precision and efficiency but respondents thought that too much reliance on militaristic methods led to the top rank of leaders taking decisions unilaterally, even if these were outside the strictly operational sphere or had wider implications for the force. This also led to the middle and lower tiers of management relying too heavily on such decisions, leading to short term or partial solutions to problems which really required deeper or more broadly based investigation.

Allied to the difficulty of satisfying the expectations of a heterogeneous community, respondents stressed the need for support from external stakeholders but thought insufficient time and effort was given to investigating and analysing public opinion. Some movement to remedy the situation had been made by the ***“Dubai Police at your Service”*** campaign and it was suggested more effort should be made to ascertain public opinion by inviting suggestions, better investigation of complaints and the use of anonymous spot testing.

Adapting to rapidly increasing demands and the expansion of the force to meet these by the ad hoc creation of sections to meet newly recognized needs has inevitably led to a position where some sections see themselves as distanced from the mainstream, fulfilling special needs and not as part of a cohesive whole, leading to a situation in which ***“some groups refuse to discuss their ideas during meetings, preferring to act unilaterally”***.

Some may consider they have fulfilled their allotted tasks well, using proven familiar methods, but communication may be affected by friction between departments and sections. Departments may resent the way in which the General Department of Total

Quality works or be uncomfortable with the quality sub-sections imposed upon all general departments. Because of these and possibly other causes, respondents report resistance to change within the force, expressed as a bias against new ideas, a wish to cling to out-dated methods and a general fear of the unknown.

The most open-minded respondents fully concur with the views of HE the Vice-President, who is convinced that the pursuit of quality is a continuing process and are enthusiastic about seeking changes in working methods and new ways of thinking. It was necessary, they thought, to review institutional performance indicators and link them to the overall strategy of the DP, develop standard incentives or sanctions, identify the most successful working methods and apply them to ineffective administrations. Added to this should be involvement of all stakeholders and the encouragement of better communication between departments and managers at all levels within the organization, carrying out an unbiased examination of the internal relations between departments.

Various methods of improving communication were suggested, including meetings, lectures, setting up teams (especially talented or creative teams), training and electronic data exchanges. One respondent's comment that ***“comparison of references is the most important means of continuous development of operations comparing them with others in the same speciality or technical work”*** would be a step in the right direction although it would be better if the scope of such comparison were widened as problems affecting TQM are likely to be of a more general nature.

The benefits of any valid contribution are acknowledged in this statement:

“.....there are several ways to improve the quality of departments and the most important is the recognition of the employee as part of the human race and of his

contribution as an individual, thus encouraging staff to continue to suggest innovations...”

One way of ascertaining whether human resources were being utilised to their full potential was the suggestion that meetings and discussions be organized among leaders and aspiring leaders throughout the organization at all levels *“in order to examine the aims and initiatives of the Dubai Police in order to achieve its strategic objectives”*. Insufficient weight was given to the value of input of staff who currently had no leadership role, ignoring the fact that the views of the led can often give an insight into the quality of leadership. There was, nevertheless, some indication that the views of the person confronting a problem, however lowly he/she might be, were beginning to be taken into account. A need for more vertical communication was acknowledged.

The respondents, who took great pride in the reputation of the DP and the way in which it had developed to meet the needs of a modern society, were nevertheless disappointed that it was so difficult to instil enthusiasm for the concept of TQM as an on-going process. They felt that with the creation of the General Department of Total Quality, the setting up of the sub-departments throughout the force and the provision of so many ways in which to monitor performance, leaders and managers had access to the necessary advice and assistance which would lead to steady and consistent improvement but that this was not being taken up. However, when asked what should be done to remedy this situation, suggestions usually favoured performance measurement, training and exhortation by more highly placed leaders.

One comment was that there were no inefficient departments, only excellent ones and others striving for excellence which were let down by leaders and managers at the third level. These required encouragement to put their own house in order. This opinion is not borne out by the results of the quantitative survey.

Many considered it important to overcome fear of change and also fear of criticism. Teamwork was essential for the efficient operation of the DP, but if the individual was to be encouraged to develop from merely obeying to contributing ideas and suggestions, a system of benefits and rewards had to be in place. Both individuals and groups had to be encouraged to view criticism positively as the springboard for improved future performance. To this end, respondents spoke of: *“the structuring of administrative units and improvement of operational processes at the lowest level”* and *“maintaining the confidence of the individual through simplified procedures and flexibility”* but there was a need not only for providing opportunities for all those capable of relevant comment to contribute to the solution of problems and performance enhancement but also to encourage such comment to be more broadly based. The impetus to this must come from the directors downwards but they must also seek to integrate their departments fully into the work of the force as a whole.

Useful suggestions towards these ends were to involve departments at the planning stage of developments, ensuring they were fully informed on any impending changes or development of systems and helped to implement them successfully. It was also suggested that more powers be devolved to them to increase their confidence and that more attention be given to full and effective communication. Strengths and opportunities for improvement should be sought, even in weak departments or sections. Performance appraisal meetings were suggested as one method of identifying problem areas. Staff participation at all levels was to be encouraged here and targeted meetings dealing with different levels of command or focussed groups might prove effective here, in identifying the causes of weakness. Areas where more flexibility was necessary to ensure rapid response to crises could also be pinpointed more accurately.

Some respondents praised the transparency of the command structure in the DP but this could evidently be improved so that staff at lower levels were confident that they were aware of the broader picture and not merely informed on a need to know basis.

Naturally, any measures designed to improve the performance of identifiable weak departments will also improve that of those performing better. These would include:-

1. Matching quality of service to changes in client needs, in technology and in economic conditions
2. Relevant education and training
3. Team building
4. Co-ordination of leadership and management functions throughout the force
5. Basing decisions on valid data and measuring performance by the most modern methods
6. Better communication between departments and levels within departments
7. Recognising excellence and rewarding it by benefits and rewards
8. Instilling confidence in and giving encouragement to staff
9. Continuously reviewing and improving service operations

ensuring that everyone understands the relevance and importance of TQM, not only as a series of techniques controlled by dedicated sections but as a concept which every employee can embrace and incorporate into their work on a daily basis if they are convinced of the need to take a pride in the work they do and in the way in which they do it.

It will be necessary to realize that improvements cannot take place at a steady rate across all areas of the force's activities. Some areas will move more slowly because resistance to change must be overcome, others will be hindered perhaps by operational demands or the effects of rapid economic or technological change. It is essential that progress in

TQM must be supported by the capacity to examine problems and difficulties in an holistic way to ensure that any solutions found can be assessed and a consensus on their efficacy and acceptability can be achieved.

9.13 Quantitative Analysis

In their endeavours to improve the services offered to the community of Dubai, the highest levels of leadership in the DP sought to introduce total quality management. However, it soon became obvious that acceptance of the principles and practices involved was not consistent throughout the force. In order to throw light on this problem a survey was carried out at this level in which subordinates rated their superiors on a range of leadership activities and characteristics.

The survey questionnaire was distributed to a more manageable 650 individuals in all 19 general departments and in the police stations. Participation was voluntary and, happily, 475 or 75 % of those canvassed completed the survey.

The respondents ranged from 18 years of age to retirement age, most of them in the range 25 to 45. Working experience ranged from 6 to 20 years in the force. Women were somewhat under-represented at 20 per cent compared with 30 per cent in the DP as a whole and more than half of those participating had university degrees.

The respondents were evenly split between UAE natives and non-UAE but younger recruits tended to be UAE Arabs, probably because of the current policy of emiritisation, while many nearing retirement age were of non-UAE origin, representing the filling of demand to meet the needs of the early rapid development of Dubai. In the DP as a whole, non-UAE personnel represent 50 per cent of workforce. The level of education among respondents was high, 32 per cent holding university degrees. Socially, there was a high degree of stability, 82.5 per cent being married.

Although the respondents were asked to rate a superior, usually a supervisor, 184 were themselves carrying out a supervisory role. The majority had little or no contact with the public. A greater number of responses from those who had such contact might have given some insight into relations with external stakeholders but no question was specifically aimed at this.

The response was satisfactory in that it covered age, ethnic origin, experience and work well but response was not evenly spread throughout the departments, varying from 0.41% to 9.3% of the workforce. 8 departments returned 10 questionnaires or less which means their responses have to be treated with caution as the views expressed may be those of individuals whose views do not truly reflect those of the department as a whole. Some account must be taken of apathy towards the survey as evidence of resistance to change or there may be other reasons why individuals felt it advisable not to participate.

The objectives of the research carried out by means of the questionnaires were:-

1. To explore variations in leadership within the DP.
 - 2a. To establish if there are any social or political tensions which would inhibit greater co-operation and the acceptance of new ideas.
 - 2b. To discover if there are motivational blocks to the adoption of total quality.
 - 2c. To seek to identify attributes which contribute to or work against leaders seeking improvement in their department or in the DP as a whole.
 - 2d. Identify essential elements of workable unity such as involvement, participation and diversity in DP.
3. To explore the desirability and feasibility of introducing holistic methodologies.

Originally, the questionnaire required respondents to answer 80 questions, of which 27 were finally included in the analysis. As will be seen, the questions were not rigidly

grouped to relate closely to the research objectives, which could have produced a certain standardization of response, but at times arranged less formally to encourage respondents to think about the questions in differing contexts and respond more naturally.

In order to achieve Objective 1, opinions were required on the following questions:

1. The person I am rating has considerable free to lead effectively

36. Believes encouragement gets better results than criticism.

46. Makes it clear that the ultimate responsibility for what happens in the department is his/hers

In all the surveys it should be noted that there was considerable difference between the departments exhibiting low levels of neutrality or agreement and those recording the highest scores. As the questionnaires were returned on a voluntary basis, apathy in a department returning low scores may indicate discouragement following a period of stagnation, a realization that strong resistance to change persists in management or some pressure inhibiting willingness to be a respondent. At the other end of the range, over-enthusiasm or over-confidence in a few may indicate that while operations may be running smoothly there may be a lack of co-operation or collegiality and the majority in those departments may be content to go with the flow. A small number of respondents may mean that a department's success will be over-estimated or, where neutral or negative scores are recorded, lack of success is similarly over-estimated.

As touched on above, a worrying result was that for Q46 regarding a superior taking the ultimate responsibility for what happens in their department or section. 12 departments were negative or neutral on this point which must cause serious concern when dealing with such a basic element of modern management. Several of the departments returning these unsatisfactory scores were operational ones where weak leadership could markedly

affect performance. A similar pattern of response is found in the responses to Q26 (Tends to pass more serious problems on to his/her superiors.) which is dealt with below.

As development of TQM requires that lower levels of leadership/management should be more proactive in their approach to leadership, it is essential that their staff clearly understand that they have the support of their immediate superiors. It is in the nature of operational police work that success cannot always be guaranteed and staff need to be sure that energetic, open-minded, intelligent use of resources will always be valued if they are to participate in the quest for improvement in TQM.

Correlations between responses to Q1 and Q46 were satisfactory but this should not mean that individual low scores can be ignored.

The second research objective was divided into four sections, the first of which related to the effect of social or political tensions on great co-operation and the embracing of new ideas.

In order to achieve improvements in TQM by the application of a holistic approach, it is necessary that there should be an upward flow of comment from staff through the lower levels of leadership/management and then on to whatever level is empowered to act on this information. In order to be of use in achieving improvement, much of such comment must necessarily be critical.

Q60 was framed to establish whether or not staff felt they could make such comment and Q61 to ascertain if they were given constructive feedback on their comments or suggestions. The mean average of the responses was slightly above the “agree” level, although there were, as usual, wide variations in the level of response between the lowest and highest scoring departments.

If the DP is to improve TQM by the application of systems thinking techniques, they will have to do much more to encourage staff input. Without such encouragement, staff may well have constructive criticisms they could make but fear repercussions if they make them. It is, of course, essential they receive feedback, in order to be assured that input is receiving consideration. A valuable leadership tool is being underused.

Question 78 and 79 dealt with issues of recruitment, namely, whether applicants were recruited solely on merit or whether cultural background or social issues affected choices.

Approximately half the departments returned low scores on Q79, relating to the importance of a compatible cultural background and empathy with superiors, which indicated that while such matters still carried weight in recruitment decisions they were not of paramount importance. However, there was less satisfaction with the situation regarding Q78, relating to the use of appropriate training and aptitude as the main criteria used when recruiting or promoting. Where responses were positive, the scores were fairly low, indicating lack of confidence in their hopes of promotion on training and skill alone and implying that other issues are involved in spite of fairly low scores achieved for Q79. Cultural background would be that of a Muslim Arab community but it is likely that in future some of the most complex and urgent policing problems, given that these do not arise from civil unrest, will arise from the expatriate population, heavily engaged in financial and economic activities or filling a wide variety of unskilled jobs. This should be borne in mind in future recruitment programmes.

Correlation of results for Q60 and Q61 at 0.277 was low but the exercise threw up interesting anomalies where departments which were negative or neutral on the idea of criticism of management were keen on receiving feedback if it happened. Similarly, correlation between Q78 and Q79 gave a figure of 0.212 but more reliance should be

placed on the individual departmental scores some of which were negative on the subject of training and aptitude being criteria for appointment and promotion. One would have expected high positive scores on this question but other issues are evidently at work. It is to be hoped that the DP are moving into an area where recruitment on merit is increasing and compatibility with traditional values, while desirable, will not count for more than appropriate qualifications, skills and training.

Objective 2b deals with motivational blocks or the adoption of total quality, mainly those poor leadership traits which inhibit development and improvement in TQM.

Q16 (Is too busy to lead in a consistent manner) attracted positive scores although they were not particularly high. In half the departments they could be classed as neutral, indicating that this is not a serious problem.

Replies to Q26 (which concerned the passing of graver problems up to superiors) revealed this was not a problem. But even this level of response indicates there are areas where managers could do more to attempt a solution before referring a problem upwards.

Q27 deal with delays caused by postponing decisions pending the gathering of all possible information. This did not seem to be a problem and in only four departments was the “agree” level reached. However, the problem does exist and is one which must be tackled where systems thinking methods are to be applied. Although systems thinking encourages the user to look for small changes which can lead to substantial improvement as well as tackling problems more conventionally users are warned to set sensible limits to the scope of their research. They should look beyond the chaos to seek under-lying patterns and feedback loops. Where information becomes unwieldy, there is danger of finding solutions which lead to unintended consequences or of dealing with symptoms rather than causes.

Respondents were asked if their supervisors were frequently absent when needed to deal with problems (Q28) but the scores revealed this rarely occurred.

Q42 concerned supervisors' resistance to change and adherence to tried and tested methods. This was not a problem for the majority of departments as is reflected in the mean score of 0.4611. The department in which the respondents were most convinced that tried and tested methods were best was Services and Suppliers, although, given the low number of respondents there it is not clear whether the whole department would concur.

The correlation between Q16 and Q27 was also interesting. While scores indicated that neither attitude created serious problems, those leaders who seemed too busy to cope with their leadership responsibilities were also whose attention to too much detail blinded them to the broader picture.

Correlation of results relating to Q26 and Q28 indicated revealed little connection between absence when needed and a tendency to pass problems up to superiors.

Nor did correlation of results for Q16 and Q28 reveal any problems though a point worth noting is that those departments claiming that their superiors were rarely absent were also those stating their superiors were too busy to lead consistently, a picture emerging of supervisors lacking insight and busying themselves with too much detail to consider problems in their broader aspects.

The correlation between the results from Q26 and Q27 showed there were no serious problems arising from superiors passing problems upwards or delaying decisions to obtain maximum information. In operational departments such as Criminal Investigation and Traffic these problems were held not to exist nor were they apparent in the general department of Total Quality.

Objective 2c sought to identify those attributes which were characteristic of leaders likely to develop improvements in TQM in their departments or sections and in the DP as a whole.

The first attributes sought were those of collegiality, transparency and inclusion, i.e. those of a leader who shares his responsibilities and can delegate intelligently (Q12). The responses were encouraging, largely in the “agree” band, with a mean average of 0.699. There was no pattern emerging relating to the work of the departments although some were consistent in their low or high scores, such as Forensic Science and Services and Suppliers. The results show a favourable attitude towards delegation.

Q19 asked respondents to determine whether their superiors earned respect by displaying an air of power and confidence and the replies ranged from agreement to strong agreement. In fact, the mean average was high at 0.922. While some consistently low scoring departments, such as HR, also scored poorly on this question, the results were less predictable than on many questions. It was encouraging to find the general department of Total Quality among the higher scorers. This department needs to both show confidence in the value of its work and to demand proper recognition from the rest of the force.

Q20 dealt with another important aspect of leadership, the ability to imbue subordinates with a collective sense of mission, not only within their own department or section, but as part of the DP as a whole. The consistently low-scoring departments did so here again but it was surprising to find the Commander’s Organizational Department and the Decision Making Support Centre scoring poorly. Do these departments consider a collective sense of mission to exist and feel no need to expend resources on its further

promotion? Do they feel it is the work of the department of Total Quality, which scored highly, to promote a sense of mission throughout the force?

The question of delegation was dealt with in Q23 (Trusts his/her staff to sort out minor problems themselves). All departments recorded positive scores with a mean average of 0.884. Closely allied to this was Q25 (Supports any decisions his/her staff have to take on their own initiative in an emergency). While all scores were positive, the mean average was only 0.599, just reaching “agree” level and indicating that superiors had less confidence in their subordinates’ abilities in crises. These figures were further analysed regarding male and female employees revealing that the latter were only half as likely as their male counterparts to have their emergency decisions supported. This was less true of UAE and non-UAE employees where the mean averages were 0.7308 and 0.4689 respectively. It is suggested that this may be because of a lower level of experience or training among non-UAE personnel but this assumption must be treated with caution as some non-UAE employees may be specialists or very highly skilled.

When the responses to related questions were correlated, results were not always what might have been expected. For instance, it might have been expected that results for Q12 regarding sharing leadership responsibilities and Q23 (trusting staff to sort out minor problems themselves) would be similar and, on the whole, this was the case. One anomaly was the Department of Legal and Disciplinary Inspections where a low level of shared responsibility was recorded but there was a high level of trust in staff. In some departments the reverse was true and the consistently high-scoring departments had high scores on both issues.

Correlation on aspects of teamwork such as Q23 (instilling a collective sense of mission) and Q44 on resolving conflict revealed a rather disappointing result with some departments producing anomalous scores. An ideal situation would be one in which

departments were consistent in their responses to these two questions. Total Quality did not seem to be very good at resolving conflict with other departments although this is exactly the area in which such skills are essential.

An interesting analysis can be made of the rating superiors in the General Department of E. Services received regarding the 6 questions relating to Objective 2c, which resulted in a mean average of 0.888, well within the “agree” band. However, individual scores for the questions varied to a significant degree and threw up some interesting anomalies. The best scores of were achieved on Q19, having an air of power and confidence and Q20, fostering a sense of mission. Superiors were, however, rated as being mediocre when asked to share leadership responsibilities (Q12), trusting staff to deal with minor problems (Q23) or supporting them over emergency decisions (Q25). Nor were superiors in this department particularly skilled at resolving conflict with other departments (Q44). Thus a more detailed picture emerges of a department in which the leaders/managers are traditional hierarchical leaders, albeit fairly successful ones, who do not have enough confidence in their subordinates to exploit the strengths of the latter to the best advantage. This would be an area where the use of a more holistic approach to the sharing of responsibility would have beneficial results.

Objective 2d was to identify such elements of workable unity as involvement, participation and diversity in the Dubai Police by the examination of ratings on inter-personal relationships and a congenial working environment.

Responders were asked to rate their superiors’ views on resolving conflict within teams or departments. The democratic solution of problem identification, discussion and resolution, possibly by negotiation or compromise did not seem to be popular. A negative score indicated that in Services and Suppliers these methods were not thought

effective. This lack of support would indicate there is too much reliance on hierarchical leadership imposing solutions.

When asked to rate superiors regarding consultation on changes in work practices (Q57) the mean averages showed a positive score but not one high enough to reach the “agree” level. Some departments evidently considered “tell” to be the same as “consult”. In a modern organization, it would be expected that these fundamental practices would be routine and the poor ratings indicate that changes in leadership/management practices in these areas are overdue.

Leaders’ stance on matters such as training and staff performance was then examined, starting with their belief in the value of management and leadership training in particular and in the development of employees’ skills (Q64). A mean average score of 0.8 indicated that superiors were held to support training at all levels although the departments which scored poorly on most other questions did so again on this.

Ratings indicated that superiors supported the idea of providing further training for staff who did not meet required standards (Q74). One anomaly was the position taken by superiors in the Commander’s Organizational Department where there was little support for further training probably because the staff there are already highly qualified.

Correlating results derived from questions relating to the desirability of management and leadership training (Q64) and further training for under-performing employees revealed that responders felt their superiors were generally in favour of these ideas.

Objective 3 sought to establish whether the adoption of holistic methodologies would help to develop more effective methods of leadership leading to further improvements in TQM in the DP. Two questions were asked to establish how leaders/managers already sought to determine the causes of problems and mistakes. The first (Q31) measured belief in familiar methods such as analysis of causes, taking action and then moving on.

Superiors were rated positively on this, with neutral scores in departments such as E-Services, Operations and HR, while Services and Suppliers, as usual, rated superiors highly. The same levels of scoring were achieved in response to Q40, on encouraging staff to think for themselves and look for new ways of achieving goals and correlation between the two sets of scoring reflected this.

Responders were also asked to rate their superiors on their vision of the future of the DP, in (Q49 Is optimistic about the future of the DP) and (Q50) on their role in encouraging others to be optimistic about it too. Results were encouragingly positive with only one striking anomaly in Forensic Science where leaders/managers were themselves mildly positive but did little to encourage optimism in others. The responses to these two questions were also used to give some idea of the level of job satisfaction in the force, which is at a satisfactorily high level. As a conclusion to this section the results were summarised under various aspects of leadership.

In order to obtain positive and lasting results from a systems thinking approach to leadership conflicting elements must be reconciled. At the moment, leadership in the DP is seeking to move away from the more restrictive effects of the traditional hierarchical and military style of leadership to develop more modern techniques.

A sense of mission must be fostered among leaders and managers as members of the force as a whole. They also need to see themselves as team players but with confidence in the knowledge that their voices will be heard when changes are afoot. They must also have freedom to manage their own departments or sections in the best way possible but remain open to what is happening in the rest of the force, taking from the experience of others ideas which will enhance TQM in their own sphere of influence.

Regarding **freedom to lead**, leaders/managers needed to consider if they were doing work which could be done as well by others and failing to give enough effort to true

leadership, including taking full responsibility for what was done by their subordinates. Where **crisis situations** arose, leaders needed to realize they could not be on hand in every emergency and had to learn to trust their staff. There was support for examining cause and effect to improve future problems but some efficient departments maintained their position by using out-dated methods which had been successful in the past. There was little effort to nip developing problems in the bud. There was a need for more open-mindedness and a willingness to be more innovative. Not enough use was made of the power to **delegate** so that leaders/managers denied themselves the opportunity to see the broader picture and improve their skills while subordinates were denied the chance to learn and practice some leadership skills of their own.

Decision making was on the whole satisfactory but there was a tendency to take time over this, sometimes to excess.

Disappointing results were demonstrated in the responses regarding **relations with internal stakeholders**. Here there was a need for collegiality and dialogue, not only between departments but also between subordinates and their leaders. Some of the most effective departments were shown to favour practices which had served them in the past where exchanges between leaders/managers and their subordinates had been, at best, limited. Even where formal channels of communication had been set up, not all leaders felt they had to respond to those registering complaints or suggestions.

Training in-post, both to enhance the skills of competent staff and improve the performance of under-achievers was well supported and emphasis was placed on the need to recruit competent staff in the first place.

While no particular question sought to obtain ratings on superiors' commitment to TQM in the abstract, the impression gained was that, while the responders were rarely very

enthusiastic in their ratings of their superiors' performance and opinions, results obtained are encouraging as an indicator of the likelihood of success in the use of systems thinking methodologies.

A note of caution must be struck here. As a matter of practice one would tend to concentrate on mean average scores as indicating the true state of affairs in the various departments. In this survey, some departments, notably Services and Suppliers with a very small number of respondents, consistently gave the highest scores. However, if these are ignored, on the grounds of not being truly representative, the average scores would fall markedly. At the other end of the scale, some departments such as Operations, Forensic Science and HR, gave consistently low ratings but while statistically it could be argued that these also should be ignored, the low scores are indicative of the need for a new approach to management in these departments. Both the highest and lowest rated departments would give scope for further research to establish whether the higher scores give a true picture and to investigate the causes of the low scores where they are frequent.

Leaders should possess a clear vision of what they are seeking to achieve, not only within their immediate sphere of influence but also in the attainment of the goals of the organization as a whole, not just for this month or financial year but for years to come. The vision, mission and values should regularly be examined and reflected upon to ensure that collective endeavours are true and fulfilling of the desired goals and that these goals are communicated to subordinates as frequently as necessary for them to see themselves not simply as achieving them by obeying orders but by assuming responsibility for total quality within their role in the force.

Chapter Ten

Conclusion,

Implications and

Recommendations

The following diagram presents the position of this chapter in the thesis.

Chapter 1	Introduction
Chapter 2	Background
Chapter 3	The Concept of Leadership
Chapter 4	Success and Failure of TQM
Chapter 5	Potential Benefits of ST
Chapter 6	Methodology
Chapter 7	DP Managers Interviews
Chapter 8	DP Staff Survey Questionnaires
Chapter 9	Discussion
Chapter 10	Conclusion, Implications and Recommendations

10.1 Introduction

Although the Dubai Police have achieved remarkable results in expanding and adapting the force to meet the challenges posed by the rapid development and expansion of Dubai, H.E. the Commander-in-Chief decided it was necessary to introduce the concept of total quality management (TQM) into the force to achieve the optimum level of performance to benefit both operational efficiency within it and the needs of the community it serves.

TQM differs from traditional management styles in that responsibility for achieving excellence is passed down the chain of command. Ideally, this means ensuring all members of the DP feel a sense of belonging and loyalty to the force as a whole, are alive to the needs of their colleagues in other departments and prepared to share successful procedures and outcomes with them, as well as striving for excellence in performance at all times, not just by performing to the optimum standard within given parameters but being constantly aware of the need for innovation and imagination.

The traditional command structure with the DP was hierarchical, on military lines, which tended to stifle individual responsibility and innovation at the lower levels of

management and among staff with no managerial responsibilities. This thesis is intended to explore the benefits the application of systems thinking techniques would have on leadership style throughout the force by the study of the three themes of leadership, total quality and systems thinking.

10.2 Research Aims

In order to assist the DP in achieving even higher levels of performance, the aims of the research were to study and investigate:

1. Key elements/characteristics of successful leadership
2. Key elements of a creative systems thinking approach
3. Current practices and techniques for implementing TQM within the DP with a view to establishing in what ways a systems thinking approach would help
4. How leadership at senior departmental level could improve communication and co-operation with the General Department of Total Quality
5. How to extend the knowledge of TQM within the DP by research and practice in the field of systems thinking.

10.3 Research Method

A detailed background to the recent development of Dubai and of parallel developments in the DP has been included in this thesis to enable the reader to understand the basis from which further efforts towards improvements in TQM must develop. The methodology by which the research should be carried out was fully explored and a comprehensive review of the literature covering various aspects of the research was carried out.

The actual research method chosen involved the use of semi-structured interviews with leaders and managers which were analysed qualitatively and a much larger number of questionnaires distributed to subordinates in which they were required to rate their superiors on a wide range of leadership issues.

10.4 Limitations of the Research

Limitations of the research arose chiefly from the number of responses it was possible to obtain. In the case of the interviews used as the source of material for the qualitative analysis not all departments were willing to participate. No reasons were given but these may have been pressure of work, confidentiality or security issues. Some refusals may reflect resistance to TQM. It would have been helpful to have had a wider selection of departments represented, in particular those dealing with administration, finance and front-line operations. Also, as the majority of interviewees were actively engaged with TQM, a more balanced picture would have been obtained by using more “lay” interviewees.

The return on the questionnaires used for the quantitative survey came from all general departments and the overall rate of return was satisfactory. However, some departments returned very few but those few rated superiors either very highly or very poorly. Standard practice where the overall level of return throughout the departments approximates to an average would be to ignore extremes and anomalies. In this survey, however, these very extremes and anomalies are indicative of leadership problems. They must therefore be properly evaluated.

10.5 Implications

This study has enabled me to develop skills in defining a problem, investigating it and quantifying the results of my research.

Having defined the purpose of the research and the areas in which it would be conducted and selected the methodology to be used, I then needed to choose questions for the interviews which would provide the research material for the qualitative analysis. The need for the interview responses to be translated from Arabic into English, without losing sight of the nuances of emphasis used by the respondents to give weight to their views, made this part of the research challenging.

It was an enlightening experience to see areas of concern emerging during the codifying of themes the respondents introduced. The use of the triangulation method enabled me to get deeper into my topic as it results in a stronger research design leading to more valid and reliable findings. The benefits of triangulation include *“increasing confidence in research data, creating innovative ways of understanding a phenomenon, revealing unique findings, challenging or integrating theories and providing a clearer understanding of the problem”* (Thurmond 2001, p. 254).

The interviewees, interpreting and answering the questions from their particular experiences and opinions, provided a rich source of research material which it was then necessary to codify to identify the most important emergent themes, establishing areas of concern and reaching some consensus on the methods the interviewees felt should be employed to achieve progress in TQM.

The process of statistical analysis from the responses to the quantitative questionnaire has taught me how to select appropriate research techniques, the most helpful of which has been the use of graphs to illustrate levels of response and the calculation of averages

to show the way in which issues are considered throughout the force. The establishment of correlations between responses to questions has been an invaluable tool in highlighting inconsistencies.

The New Program SPSS and Excel have been invaluable to me in my research and I am grateful for the opportunity to expand my knowledge and skill in using them.

Given the nature of the research, it was necessary to use a combination of both qualitative and quantitative analysis. It would have been impossible to glean the views of so many people by qualitative methods alone and, indeed, most of the people canvassed quantitatively would have been uncomfortable with such an approach, lacking the necessary breadth of knowledge.

While researching the literature, I found the description of the North Yorkshire Police experience of particular interest. In 1992, this force, the largest county police force in England in terms of geographical area, instituted steps to improve the quality of the service it offered. (Flood 1995, Jackson 2008) and the measures taken to achieve this provide an excellent example of Total Systems Intervention (TSI) in action. Demands upon the force are varied. As most of its area is rural and agricultural, with a low population density but its own particular types of crime. There are also several large cities, such as York, and a number of seaside resort towns, such as Scarborough, where social problems such as drunkenness, substance abuse and hooliganism occur, as they do in the urban areas inland. Seasonal working patterns, both in agriculture and the hospitality and entertainments industries, lead to an influx of workers not normally resident in the area, many from abroad.

Much as H.E. the Vice-President of the DP had introduced the concept of TQM into his force, the Chief Constable of the NYP sought to develop long-term strategies to enable the force to fulfil its obligations to stakeholders and raise its standing among the community. The moving force was a small committee of the most senior police officers, together with management consultants who also proceeded by means of semi-structured interviews in which the respondents were guided by ‘trigger’ questions, a technique similar to that used for the qualitative analysis in this research, the respondents being drawn from the force itself, police staff associations, training and regulatory bodies, neighbouring forces, local government and included representatives of the local community. In addition, a metaphor analysis was conducted with each respondent, which, in conjunction with the use of other relevant systems thinking techniques helped to build up a rich picture of the force and its problems.

Areas of concern identified were the hierarchical chain of command, too much involvement in repetitive functions and the constraints of strict financial control. The force was also weak in its capacity to learn and adapt. There was little enthusiasm for development and the performance of operational elements was poorly monitored. Many interviewees laid stress on problems of communication.

A suitable systems methodology was sought to help develop the strategic planning process. It was felt important not to constrict the process by confining investigation and action to any one methodology and Viable Systems Methodology (VSM) was chosen as the dominant approach, coupled with Interactive Planning (IP) in a dependant role.

“Implementation therefore proceeded using the VSM and IP in combination. VSM diagnosis brought to the fore a variety of structural issues that needed addressing:

System 5

- *Identity weak and fragmented;*
- *Chief officers did not act as a team;*
- *Lack of strategy-making process left NYP without corporate direction;*
- *Chief officer thinking dominated by lower level tactical and operational issues;*
- *Chief officer interference in operational activities.*

System 4 – almost non-existent development function

System 3 – poor operational control by managerial team

System 3-limited and ineffective audit of operational unit activities*

System 2- lack of co-ordination of operational units.”

(Jackson, 2008, p.293)

Using IP to draw further information from this creativity phase, it was revealed that, in addition to the lack of a strategic planning process in the NYP, there was a need to identify organizational values, involve stakeholders in planning, simplify the planning process, provide continuity in planning policy, improve communication and exchange of information regarding plans and ensure co-ordination in implementing them.

The consultants called in to assist the NYP claim that TSI provided a powerful guiding method for the process which had useful outcomes for the force (Jackson, *ibid.*) reflecting both the VSM and IP inputs, including a more effective strategic planning process in which a greater number of stakeholders were involved and a systemic understanding of the organization as a complex whole subject to radical change. The Chief Officer Team had to re-evaluate their roles, especially in relation To interaction between the NYP and other agencies, including those at national level. The NYP also needed to recognise that it had to be a learning organization, open to gaining and using

information from a wide variety of sources while seeking to overcome organizational defensive routines which would block that process.

The actions instigated and followed through do closely parallel the situation in which the DP found itself some time ago, which were met by imaginative strategic planning and the introduction of TQM although the DP recognise that TQM cannot be taken much further than the level currently achieved without the employment of new techniques.

There is considerable interest in the application of holistic systems thinking to problems experienced by police forces in the developed world, e.g. that carried out by the Metropolitan Police Force in London (Critical Systems Heuristics: Application of an Emancipatory Approach for Police Strategy toward the Carrying of Offensive Weapons, Flood and Jackson, 1991) where the authors recommended progress from SSM to CSH. However, as this study concerned a single issue, which is not perceived as a problem in Dubai, there were no real parallels to be drawn with the DP. Similarly, American studies, while indicative of the growing popularity of systems thinking, deal with policing needs very different from those found in Dubai.

An important element of the research has been to assess the impact of and progress made towards TQM in the DP. While almost all those interviewed were enthusiastic about the achievement of further improvement in TQM, their suggestions as to how this might be brought about were largely based on more effective use of rigid methods of performance measurement and better use of previously used sanctions or rewards. This indicates that there is a great deal to be gained from the application of systems thinking methods to the consideration of leadership issues within the DP.

Although it would have been helpful if more departments had participated in the qualitative analysis, especially if more “laymen’s” views on TQM could have been

obtained and if the rate of return of questionnaires had been more general throughout all the departments of the DP, the results are sufficiently consistent to provide a fair picture of leadership issues in the force.

The use of the semi-structured interviews balanced by the results of the survey produced results of a depth that would not have been possible using a single strategy study, thereby increasing the validity and utility of the findings.

10.6 Contributions of the Research

10.6.1 Practical Contribution

The DP, having introduced TQM some years ago, found that after a period of improvement in quality of service, progress stagnated. The evidence collected during the research has revealed areas where the concept of TQM has not been accepted by all staff.

The qualitative analysis, carried out by semi-structured interviews with senior staff closely involved with TQM revealed areas of concern where efforts to encourage TQM as a constant in working practices at all levels had stalled. The interviewees' responses showed great enthusiasm for TQM, but a lack of flexibility and a reluctance to abandon performance measurement in hindsight for ongoing monitoring techniques which would ensure a constant high level of performance.

The quantitative survey, carried out by means of questionnaires which allowed subordinates to evaluate the performance of their immediate superiors, again identified areas of concern, high-lighting the fact that performance was not as consistent as might have been expected across the range of departments, given that they have had the guidance and assistance of the General Department of Total Quality and the quality control sub-departments within all other general departments. There were many areas

needing further investigation but the high standards reached in some departments gave grounds for optimism.

The style of leadership in the DP was shown to be transformational, with some aspects of transactional leadership. When leaders apply the various techniques of holistic systems thinking to their problems, especially with the involvement of a greater range of stakeholder, including more involvement of middle and lower tier management, the latter will adopt a more pro-active attitude to the continuing need for TQM at all levels and in all operations. It is hoped that the research results and recommendations will lead the higher levels of leadership/management to ensure that information is gathered and used properly, responsibility devolved and rewards and sanctions used to best advantage.

10.6.2 Methodological Contribution

Considering that the principles of holistic systems thinking have been known and employed in the world of commerce and industry for some 30 years and have also, in recent years, been used successfully in the public sector, it is hard to understand why they have not been studied in the Middle East. The sheer volume of the literature on the subject should have alerted universities to the importance of systems thinking. SSM must also have been a well-known concept to some Western organizations operating in the area but there seems to have been no cross-transference of these ideas to local enterprises.

It is hoped that this thesis, as well as encouraging the DP to take their first steps in exploring the potential of SSM, will encourage them to undertake further research both within and outside the force and that interest in the concept will develop in native enterprises and organizations. In particular, local universities would find research into such modern management techniques valuable, especially as many of their graduates may well work in foreign organizations where systems thinking techniques are standard

practice. They would also equip themselves to introduce local enterprises to systems thinking.

10.7 Recommendations

10.7.1 Introduction

The DP already has an excellent record as one of the most successful public

Service organizations in the Middle East, which has recently sought to optimise its performance by the use of TQM techniques. After early successes, the rate of improvement has now slowed down and the level of use of TQM is not consistent throughout the force.

Although the demands upon any police force are extremely varied and competition for resources constantly changing, for example, at one moment the emphasis may be on traffic control or street crime only to change very quickly to concerns about international activities such as drug-trafficking or money-laundering, this constant change of emphasis cannot account for variations in TQM, as disappointing results were obtained from some departments where the nature of their work would lead to the expectation of consistent performance.

Police forces world-wide are finding differences of opinion between their stakeholders, i.e. central and local government (comprising non-elected professionals and elected representatives), both arms of the legal profession, senior and operational level police officers and their professional associations, social services, the offenders themselves, victims of crime and the public at large, as to what the role of the police is, what it should be in the future and how stakeholders expectations should be fulfilled.

10.7.2 Recommendation 1

One of the respondents stated, with some pride, during the semi-structured interviews, that the DP were not in the habit of seeking the help of experts outside the force when planning improvements in the service they offer. It is suggested, however, that the force should seek close links with universities in the Middle East to exchange information on the latest management techniques as an effective method of keeping up with the latest research.

10.7.3 Recommendation 2

The DP do not, of course, find themselves in the same situation as the NYP, having tackled some of the problems the English force were experiencing some years ago. Effective strategic planning has been a feature of the organization of the force for many years and the results of the quantitative analysis gave much encouragement in the way middle and lower levels of management encouraged initiative and creativity in their subordinates. Performance measurement was also developed to a high standard using modern techniques although it would add to the flexibility of the force and its ability to react quickly to changing demands if performance measurement were to be carried out on a continuous basis rather than in hindsight at stated intervals, thus ensuring that projects are pursued with a consistent level of persistence and enthusiasm throughout their duration.

A general review of performance measurement methods employed should be undertaken in preparation for the introduction of SSM. It may be that a number of different methods may need to be employed in different contexts in order to achieve flexibility in control. The force should consider the introduction of a COMPSTAT type program, as used by the American NYPD, to ensure that fluctuations in policing requirements are swiftly recognised and met.

10.7.4 Recommendation 3

There is always a place for sanctions and rewards for both individuals and groups but the DP should seek new ways of rewarding group effort and boosting morale to foster teamwork and encourage co-operation between departments to ensure they work closely together and do not consider themselves in competition. It was noted during the interviews that little emphasis was placed on the possibility of promotion as an incentive for improved performance. As many posts will be filled internally and emphasis was laid upon finding the right person for a job, proven initiative and enthusiasm should be taken into account as well as experience and qualifications. The quantitative survey threw up some dissatisfaction with promotion procedures which such an approach would alleviate.

10.7.5 Recommendation 4

As regards the leadership style likely to produce the greatest results, the transformational style is that best suited to the current needs of the DP and there will always be a place for charismatic leadership, although there is a danger that a charismatic leader will appear to be successful because his subordinates are inspired to follow him even if such loyalty clouds their judgment, (a problem in “Police culture” where team members tend to look out for each other) so that the results of his chosen course of action may turn out to be no more than mediocre at best.

Hierarchical methods of leadership have served the DP well, giving excellent results, but more is required of leaders today. Leaders at all levels should feel comfortable as participants in a rolling programme of leadership development which would allow those at the highest levels to be kept abreast of and open to the latest research and thinking on management issues.

It is essential to encourage development of leadership skills at lower management levels and intelligent use of delegation would assist this process. A leader must be confident that, in times of crisis, when the usual channels of communication may fail, he/she can rely on their subordinates to lead effectively in their own spheres. Leaders should seek to maximise the benefits of delegation in leadership training so they can make best use of the human resources at their disposal.

On a day-to-day basis, all departments should seek to inculcate a sense of individual responsibility for excellence at all staffing levels, including those whose work currently carries no managerial responsibility but who could well develop into the leaders of the future.

10.7.6 Recommendation 5

The quantitative research results demonstrated a general dissatisfaction with the performance of the General Department of Human Resources, which could benefit from reorganization to achieve greater efficiency and better response to the needs of the other general departments.

10.7.7 Recommendation 6

The research has thrown up ample evidence of resistance to TQM, not because the officers concerned do not have the best interests of the force at heart but because they believe the stakeholders expect a police force to produce quick and effective solutions to their problems and believe that these can still be achieved by time-honoured methods without recourse to confusing new thinking. Similarly, resistance to systems thinking techniques is to be expected, as many may not have the patience to build up the rich picture of a problem situation required by SSM. Indeed, many problems with clear and rigid parameters will still be capable of solution by HST, but, apart from such exceptions, the use of SSM will have advantages in providing a clearer picture of the problem, involving

those affected in ways which will lead to better co-operation with colleagues and lead to more enduring solutions. It will also lead to a better understanding of where the benefits of a solution reached in this way will lie, thus avoiding further unforeseen problems arising because the implications of a decision were not fully thought through by those affected.

Steps should be taken to overcome resistance to co-operation with the General Department of Total Quality and the Total Quality Subsections, which will lead the development of SSM.

10.7.8 Recommendation 7

A first step would be to ensure that there is full and meaningful consultation on any change in working practices, not just immediately prior to implementation but at the earliest stages of the planning process. At the same time, departmental staff at all levels and, most importantly, those carrying out the everyday routine work, should be encouraged to be more pro-active in making suggestions for change or improvement for submission initially to their section head and departmental TQ sub-section, where such proposals should be seen to be given due consideration and feedback given to the originators. The quantitative survey revealed a need for this.

The suggestion made by an interviewee for the setting up of a working group *“with leaders sharing current experience of the search for efficiency. This would enable management to participate effectively in promoting a culture of quality”* could be taken up.

10.7.9 Recommendation 8

More use could be made of analysis of public opinion, which could be readily ascertained by the use of a range of modern media. Such media, especially if the information is kept

up to date, would prove a valuable means of informing the public of the work the police do, mounting campaigns and, where appropriate, seeking the assistance of the public.

Western countries regularly make use of police activities in factual TV programmes, considered as entertainment by the public, but which can convey powerful messages, especially in the field of road safety, in an acceptable form.

10.7.10 Recommendation 9

In the search for a consistently high standard of excellence through TQM, sacrifices may have been made in flexibility, initiative and imagination. Holistic systems thinking requires users to suspend any preconceptions or assumptions and consider the familiar in a new light. Accepting disorder, irregularity and unpredictability as part of the 'rich' picture which is the start of investigation into a problem will be difficult for a force which prides itself on meeting its obligations with speed and efficiency. There will be a need for real co-operation between colleagues and departments but, if successfully carried through, the result will be a stronger force with an even greater sense of 'family' than ever.

SSM must not be seen as resulting in the abandonment of existing leadership and management techniques. It is a development along the way to best practice and has the flexibility to retain the best of the past. Skill is needed in recognising and using the best features of any appropriate system of thinking to enhance the efficacy, responsiveness and flexibility of any system of leadership to enable it to react not only to current challenges but to be prepared for those presented by rapid change and development in the modern world.

10.7.10 Recommendation 10

A great deal of literature has been published regarding systems thinking and the authors who have been most helpful to me and whose work I would recommend to the DP are briefly listed below. More details of their works is given in Appendix on page 452 and in the literature review.

Professor Robert Flood: On Systems Thinking and his report on a systems thinking exercise carried out by the North Yorkshire Police.

Professor Michael Jackson: On Approaches to Systems Thinking.

Dr Gary Yukl: On Leadership.

Dr Edward Deming: on Total Quality.

Professor Peter Checkland: On Soft Systems Methodology (SSM).

Professor Frank Stowell & Dr Christine Welch, The Manager's Guide to Systems Practice – a very useful practical approach.

10.8 Further Research

10.8.1 Research by External Bodies

As modern management techniques such as holistic systems thinking and the many ways in which it can be employed have not been studied in depth in Middle Eastern universities, these should be encouraged to take up this line of research and links should be formed with the force to exploit the results of their researches.

10.8.2 Research within the Public Service

Most of the literature on leadership techniques, improvement in quality of performance and new ways of achieving this deal chiefly with the commercial world. Public service organizations, such as a police force, cannot measure their success by profits but only by increased productivity to meet a fluctuating demand, the size of which is beyond their control, by best use of resources, i.e. finance, HR and technology, and the level of satisfaction found among stakeholders. Unfortunately, in police work much effort will result in failure or inconclusive results irrespective of how well it is done. In order to obtain a balanced view of the effects of an holistic systems thinking approach to leadership, where quality of service rather than financial gain was the goal, it would be helpful to study other non-profit-making organizations internationally, especially where a systems thinking approach has been in operation.

In the future, police forces will increasingly find themselves part of international police action and, with this in mind, the DP should actively maintain and expand its contacts and exchange of information with forces throughout the world.

10.8.3 Further Internal Research

This could be undertaken in two phases, the first to widen the research to deal with the limitations listed above in numbers and rate of response and to widen the qualitative research to obtain the views of leaders in a greater variety of departments to ascertain how effective they found the concepts of total quality management, how they saw their relationship with the General Department of Total Quality and the Total Quality subsections and if there was more they felt could be done by the TQ department and the subsections to help them.

In addition, there should be more study of relationships between departments. For example, do operational units feel that specialist departments such as Forensic Science

meet their needs and do they get the support they might expect from administrative departments such as Finance or providing ones such as Suppliers and Services? Conversely, do technical departments such as E-Services feel the departments they serve make best use of what is provided for them?

When systems thinking techniques have been applied within the DP for some time there should be a review of the effectiveness of the techniques in operational terms as well as exploring the effects on leadership style from the top down. The effects of systems thinking on job satisfaction and participation at all levels of staffing within the force should also be studied.

The DP should consider themselves not only as employing a set of modern techniques to improve their own performance but as taking part in the introduction of these techniques into the Middle East and should be prepared to share their knowledge.

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Appendix One: Hull University Business School Letter



Hull University Business School
Research and Quality Assurance
T +44(0)1482 463598
E businessresearch@hull.ac.uk

11 April 2012

To Whom It May Concern,

As part of our Doctoral Research administration process, we request that the Dubai Police General Headquarters please confirm in writing that Mr. Mohammad Alzaffin will be able to obtain full access to the information that he may require and also that any assistance that the researcher needs to accomplish his research degree will be provided.

This letter of confirmation is requested at your earliest convenience.

If you require any further information, please do not hesitate to contact me.

Yours faithfully,

Dr Jennifer Wilby
Senior Lecturer



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Appendix Two: Dubai Police Letter



Dubai Police General H.Q.
General Department
Of Human Resources

القيادة العامة لشرطة دبي
الإدارة العامة للموارد البشرية



Date: 04 / 06 / 2012

To: Dr. Jennifer Wilby
Senior Lecturer - University of Hull

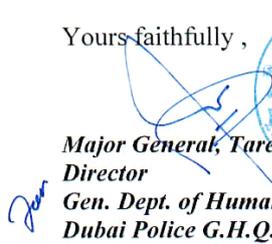
Subject: Mr. Muhamad Alzaffin

This is to certify that the above named is employed by Dubai Police G.H.Q. He has been granted an award to read for his postgraduate studies in United Kingdom at University of Hull.

Dubai Police G.H.Q will be responsible to provide the above named student with full access to the information that he require and any assistance that the researcher needs to accomplish his research degree.

If you require any further information in respect of this award, please do not hesitate to contact me.

Yours faithfully ,


Major General, Faresh Eid Al Mansoori
Director
Gen. Dept. of Human Resources
Dubai Police G.H.Q.



Appendix Three: Semi-Structured Interview Questions

(English)

- 1. Describe the Leadership Style at Dubai Police?**
- 2. How do you feel Leadership affects Total Quality?**
- 3. Do managers feel that they are given sufficient information to enable them to fulfil their roles?**
- 4. Are there any social or political factors which would form a barrier to greater co-operation and the embracing of new ideas?**
- 5. In what ways would you seek to examine the aims and initiatives of the Dubai Police as a whole, with a view to achieving improvements in Total Quality throughout the organisation?**

Appendix Four: Semi-Structured Interview Questions

(Arabic)

أسئلة المقابلة

- 1- كيف تصف أسلوب القيادة في شرطة دبي؟
- 2- ما هو دور القيادة في تحقيق الجودة الشاملة؟
- 3- هل المدراء يشعرون إن لديهم المعلومات الكافية التي تمكنهم من تأدية أدوارهم؟
- 4- هل هناك أي عوامل سياسية واجتماعية من شأنها أن تشكل عائقا أكبر للتعاون وتبني أفكار جديدة؟
- 5- ما هي الطرق التي تسلكونها لدراسة أهداف ومبادرات شرطة دبي ككل بهدف تحقيق تحسينات الجودة الشاملة في جميع أنحاء المنظمة؟

6- هل ترون أن هناك وسيلة قد تكون مناسبة في السعي إلى تحسين الجودة الشاملة في الإدارات غير الفعالة؟

7- هل تشعر بأن المزيد من الجهود على مستوى الإدارات يشجع المدراء والقادة أن ينظروا إلى أنفسهم أنهم يعملون من أجل تطوير الجودة الشاملة في شرطة دبي ككل؟

Appendix Five: Questionnaire (English)

LEADERSHIP QUESTIONNAIRE

Dear Participant

I am a doctoral researcher at the University of Hull, United Kingdom conducting research into aspects of leadership in the Dubai Police and invite you to help me by completing this survey form.

The Aim of the Study

This study seeks to explore the way in which leadership operates at present in the Dubai Police, the effect it has upon effects to improve the service offered to the public and suggest how new ways of management might be introduced to assist in achieving the highest quality of service.

What is required of you

My research is fully dependent on the information you provide and therefore:-

- Please give 25 minutes of your valuable time to answer the questions
- Please answer your honest opinion for each question
- Please try to answer all the questions

Confidentially

You should not write your name on the form or write anything on the form which could reveal your identity. The information you give in this survey will be treated in the strictest confidence and used only for the purpose of the research.

The importance of the Study

As His Highness Sheikh Mohammed Bin Rashid Al-Maktoum has Said “Quality is not an end it is a way of life” and this survey is part of a study to discover ways in which continuous improvement in the quality of service can be maintained.

Queries

If you have any query about this survey please do not hesitate to contact the researcher

Thank you very much for your kind co-operation in the completing this questionnaire

Researcher Name: Mohammad Alzaffin

Email: Muhammad.amal@hotmail.co.uk

Section One:**Personal Information:** *Please fill in the blank or tick in the appropriate response.*1- Gender Male Female2- Nationality UAE Non-UAE3- Age 18-24 years 25-34 years 35-44 years 45+4- Marital Status Single Married5- Education Level Secondary School University Degree Postgraduate Degree Other
(Specify) _____6- Job Level Supervisory/Managerial Non Supervisory

7- Which Department do you work for

- Total Quality Finance
- Commander's Organizational Office Forensic Science
- Academy Traffic
- Opreations Airport Security
- HR Department Community Services E-Services Services and Supplies
- Admin Affairs Punitive Establishment Criminal Investigation
- Organsation Protection Sec and Emergency Decision Making Support Center

8- How Many Years have you been working in Dubai Police? (Please Specify) -----

9- Dose Job requires dealing with the Public?

- Never Sometimes Frequently Always

Section Two:**Please circle a number in range 1-5 that reflects your opinion and applies to your answer.**

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree				
1	2	3	4	5				
The person I am rating has considerable freedom to lead effectively.				1	2	3	4	5
The person I am rating works within parameters set by his/her superiors.				1	2	3	4	5
Encourages his/her staff to work as a team.				1	2	3	4	5
Admits to his/her weaknesses and works with others to improve those areas.				1	2	3	4	5
Works harder than he/she did 5 years ago or since taking the post.				1	2	3	4	5
Has recently achieved positive effects on the organisation as a whole as a result of that increased workload.				1	2	3	4	5
Is so busy he/she can no longer see the broad picture clearly.				1	2	3	4	5

References and Appendices

Has a clear vision of the future of the Dubai Police.					1	2	3	4	5
Concentrates too much on purely administrative work.					1	2	3	4	5
Retains to him/herself work which could be carried out as effectively by a subordinate.					1	2	3	4	5
Is unwilling to share or delegate responsibility.					1	2	3	4	5
Shares his/her leadership responsibilities with his/her senior managers/section leaders in a consistent manner.					1	2	3	4	5
Finds his/her current job stressful.					1	2	3	4	5
Is likely to panic in a crisis situation.					1	2	3	4	5
Sets an example of calmness and control in a crisis.					1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree					
1	2	3	4	5					
Is too busy to lead others in a consistent manner.					1	2	3	4	5
Exhibits a style of leadership which instils pride in the Dubai Police in others.					1	2	3	4	5
Is too busy to demonstrate a consistent style of leadership.					1	2	3	4	5
Displays an air of power and confidence, thus earning the respect of others.					1	2	3	4	5
Emphasises the importance of a collective sense of mission.					1	2	3	4	5
Encourages others to share his/her beliefs, values and aims.					1	2	3	4	5
Sets a good example of hard work and good moral values.					1	2	3	4	5
Trusts his/her staff to sort out minor problems themselves.					1	2	3	4	5
Does not encourage staff to deal with problems in his/her absence.					1	2	3	4	5
Supports any decisions his/her staff have to take on their own initiative in an emergency.					1	2	3	4	5
Tends to pass more serious problems on to his superiors.					1	2	3	4	5
Delays action to solve a problem until all possible information has been gathered.					1	2	3	4	5
Is frequently absent when needed to deal with problems.					1	2	3	4	5
Tends to ignore problems in the hope they will go away.					1	2	3	4	5
Is too severe on others when they make mistakes or commit irregularities.					1	2	3	4	5
Believes in analysing the reason for mistakes, taking any necessary action and moving on.					1	2	3	4	5
Sets achievable goals.					1	2	3	4	5
Is confident that goals can always be achieved in spite of setbacks.					1	2	3	4	5
Praises his/her staff when goals are achieved.					1	2	3	4	5
Treats others as individuals and lets them know their efforts are appreciated.					1	2	3	4	5
Believes encouragement gets better results than criticism.					1	2	3	4	5
Ensures that staff clearly understand their roles, duties and responsibilities.					1	2	3	4	5
Helps others to develop their strengths.					1	2	3	4	5
Can usually get subordinates to perform better than they think they can.					1	2	3	4	5

References and Appendices

Encourages his/her staff to think for themselves and look for new ways of achieving goals.	1	2	3	4	5
Considers managers should be left to manage without interference from below.	1	2	3	4	5
Is convinced tried and tested methods are the most efficient way of getting the job done.	1	2	3	4	5
Considers time spent considering changes in working practices as time wasted.	1	2	3	4	5
Is good at resolving conflict between this department and other parts of the organisation.	1	2	3	4	5
Represents this section in a favourable light to higher authority.	1	2	3	4	5
Makes it clear that the ultimate responsibility for what happens in this department is his/hers.	1	2	3	4	5
Appears to enjoy his/her work.	1	2	3	4	5
Encourages others to enjoy their work.	1	2	3	4	5
Is optimistic about the future of the Dubai Police.	1	2	3	4	5
Encourages others to be optimistic about the future of the Dubai Police.	1	2	3	4	5
Believes employees should be rewarded for outstanding performance or initiative.	1	2	3	4	5
Believes employees should not expect reward beyond their salary and benefits.	1	2	3	4	5
Believes that co-operative team effort brings results.	1	2	3	4	5
Thinks conflicts between team members should be identified, discussed and resolved.	1	2	3	4	5
Thinks employees should be encouraged to be ambitious but not at the expense of being a good team player.	1	2	3	4	5
Believes people should be encouraged to be competitive.	1	2	3	4	5
Arranges consultation with staff about changes to their work practices.	1	2	3	4	5
Thinks employees should have a say in all decisions affecting them personally.	1	2	3	4	5
Encourages staff to raise their concerns with management.	1	2	3	4	5
Thinks employees should feel comfortable and safe in criticising decisions made in the Dubai Police if they feel they are unjust or affect efficiency.	1	2	3	4	5
Arranges for staff to receive constructive feedback on such approaches.	1	2	3	4	5
Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	
1	2	3	4	5	
Believes employees should use only established channels of communication to raise issues with management.	1	2	3	4	5
Believes employees should not expect feedback on suggestions or critique which are not acted upon.	1	2	3	4	5
Believes in the benefits of management and leadership training and development of employees' skills generally.	1	2	3	4	5
Has participated in such training during the past five years/since taking up his/her post.	1	2	3	4	5
Does not believe that he/she is in need of such training.	1	2	3	4	5
Believes management and leadership training is best organised in house.	1	2	3	4	5

References and Appendices

Believes such training is best organised by independent agents.	1	2	3	4	5
Believes the Dubai Police should set aside a generous training budget for further training in post.	1	2	3	4	5
Believes the Dubai Police should organise a series of courses aimed at improving management and leadership skills to be run on a regular basis.	1	2	3	4	5
Believes employees should be encouraged to take up such training opportunities.	1	2	3	4	5
Believes that most of any additional knowledge employees need can be picked up on the job from more senior colleagues.	1	2	3	4	5
Believes that staff requiring further training should arrange and pay for it themselves.	1	2	3	4	5
Thinks that employees who do not meet required standards should be required to undergo further training.	1	2	3	4	5
Thinks colleagues and managers/section leaders should assist under-achieving staff.	1	2	3	4	5
Thinks under-achieving staff should be sacked.	1	2	3	4	5
Is recruitment and promotion in the Dubai Police carried out in a fair and unbiased manner?	1	2	3	4	5
Are appropriate training and aptitude for a post the main criteria used when recruiting to or promoting to a post?	1	2	3	4	5
Are cultural background and empathy with superiors in the department section also important?	1	2	3	4	5
Do you feel that your superiors feel more comfortable with people of the same cultural and educational background and outlook as themselves when appointing or promoting?	1	2	3	4	5

*Thank you for your co-operation and your participation in this survey.
Your answer will be kept confidential.*

Appendix Six: Questionnaire (Arabic)

استبيان حول استمرارية تقييم المدراء

عزيزي المشارك

أنا باحث في مرحلة الدكتوراه في جامعة هال (المملكة المتحدة) و بحثي يتناول استمرارية تقييم الموظفين لمدرائهم في القيادة العامة لشرطة دبي. وأدعوكم لمساعدتي من خلال استكمال هذا نموذج المسحي.

الهدف من هذه الدراسة

تسعى هذه الدراسة إلى استكشاف الطريقة التي تعمل بها القيادة العامة لشرطة دبي في الوقت الراهن، وتأثيرها على تحسين الخدمة المقدمة للجمهور مع اقتراح الكيفية التي يمكن بها إدخال طرق جديدة للإدارة من أجل تحقيق أعلى مستويات الجودة من الخدمة الشرطية.

المطلوب منك عزيزي المشارك

- بحثي يعتمد بالكامل على المعلومات التي تقدمها، وبالتالي: -
- أرجو إعطائي مدة 25 دقيقة من وقتك الثمين من أجل الإجابة على أسئلة المسح.
- أرجو أن تكون الإجابة ممثلة لما تراه صحيحا و صادقا.
- أرجو الإجابة على كل أسئلة المسح.

التعهد بالسرية و الكتمان

أرجو أن تتجنب كتابة أي شيء يدل على هويتك و سيتم التعامل مع المعلومات التي تدلي بها في هذا

المسح بسرية تامة

و لن يتجاوز استخدامها أغراض البحث.

أهمية الدراسة

كما قال صاحب السمو الشيخ محمد بن راشد آل مكتوم وقال "الجودة ليست غاية بل هي وسيلة للحياة" وهذه الدراسة هي جزء من دراسة لاكتشاف طرق التطوير المستمر في جودة الخدمة مما يساعد على استمراريتها بل و تحسينها لاحقاً.

الاستفسارات

إذا كان لديك أي استفسار حول هذا المسح فلا تتردد في الاتصال بالباحث

اسم الباحث: محمد الزفين

الايمل: Mohammad.amal@hotmail.co.uk

القسم الأول البيانات الشخصية: من فضلك اجب عن الأسئلة التالية بوضع علامه في المربع المناسب الذي يمثل اجابتك

جنس ذكر أنثى

جنسية إماراتي غير إماراتي

عمر 18-24 سنة 25-34 سنة 35-44 سنة 45 سنة فأكثر

حاله الاجتماعي اعزب متزوج

مستوى التعليمي اقل من الثانويه ثانويه عامه جامعي اخرى

مسمى الوظيفي مسؤول اداري غير مسؤول اداري

ادارة العامة التي تعمل بها

المكتب التنظيمي للقائد للعام امن المطارات المرور مركز دعم اتخاذ القرار الاكاديميه الادله الجنائيه

التحريات الجوده الشامله الموارد البشريه امن الهيئات والمنشآت والطوارئ الماليه خدمه المجتمع

العمليات المؤسسات العقابيه الخدمات الالكترونيه الشؤون الاداريه الخدمات و التجهيزات

الرقابه القانونيه و النظاميه

عدد سنوات العمل في شرطه دبي
رجاء التحديد

هل عملك يتطلب التعامل مع الجمهور
 ابدا احيانا دائما

القسم الثاني: الرجاء وضع دائره أو علامه واضحه على الرقم المناسب الذي يمثل اجابتك الدقيقه.

اعارض تماما					اعارض	محايد	موافق	موافق تماما					
5					4	3	2	1					
5	4	3	2	1	الشخص الذي أُرشح له حرية معتبرة للقيادة على نحو فعال.								
5	4	3	2	1	الشخص الذي أصوت له يعمل ضمن معايير التقييم التي وضعها له رؤساؤه								
5	4	3	2	1	يشجع موظفيه للعمل كفريق واحد.								
5	4	3	2	1	يتعرف على نقاط ضعفه ويعمل مع الآخرين لتحسين ذلك الضعف.								
5	4	3	2	1	يعمل بجد أكثر من خمس سنوات مضت، أو منذ توليه المنصب.								

5	4	3	2	1	حقق في الآونة الأخيرة أثارا ايجابية على المنظمة كلها ونتيجة لذلك ضاعف من العمل.
5	4	3	2	1	مشغول حتى انه /أنها لم يعد قادرا على رؤية الصورة الواسعة بوضوح.
5	4	3	2	1	لديه رؤية واضحة حول مستقبل شرطة دبي
5	4	3	2	1	لديه قدرة تركيز عالية على الأعمال الإدارية البحتة
5	4	3	2	1	يعمل بنفسه ما يمكن أن ينفذه المرؤوسون بشكل فعال .
5	4	3	2	1	غير مستعد لتقاسم أو تفويض المسؤولية
5	4	3	2	1	يتقاسم مسؤولياته الإدارية مع كبار مدراء الأقسام بطريقة متسقة
5	4	3	2	1	يجد وظيفته الحالية متعبة
5	4	3	2	1	من المرجح أنه يخاف في حالة الأزمات.
5	4	3	2	1	يكون مثالا للهدوء والتحكم في الأزمات.
5	4	3	2	1	مشغول جدا بقيادة الآخرين بطريقة متسقة.
5	4	3	2	1	المعارض (كنوع من القيادة) الذي يغرس الفخر بشرطة دبي في الآخرين.
5	4	3	2	1	مشغول جدا ليبرهن على وجود نمط ثابت من القيادة.
5	4	3	2	1	يمنح جوا من القوة والثقة مما أكسبه احترام الآخرين
5	4	3	2	1	يؤكد على أهمية الشعور الجماعي لرسالة المنظمة.
5	4	3	2	1	يشجع الآخرين على مشاركته المعتقدات والقيم والأهداف .
5	4	3	2	1	يكون مثالا يحتذى به في الاجتهاد بالعمل وتمسكه بالقيم الأخلاقية الجيدة.
5	4	3	2	1	يمنح موظفيه الثقة لفهم المشاكل الصغيرة بأنفسهم.
5	4	3	2	1	لايشجع الموظفين على التعامل مع المشاكل في غيابه.
5	4	3	2	1	يؤيد أي قرارات لدى موظفيه .لاتخاذ وريث له في حالات الطوارئ
5	4	3	2	1	يميل إلى تمرير المزيد من المشاكل الجدية إلى رؤسائه
5	4	3	2	1	يؤخر العمل على حل المشكلة حتى يتم جمع كل المعلومات الممكنة.
5	4	3	2	1	كثيرا ما يكون غانبا عند الحاجة للتعامل مع المشاكل.
5	4	3	2	1	يميل إلى تجاهل المشاكل على أمل أنها سوف تزول.
5	4	3	2	1	صارم جدا مع الآخرين عندما يخطنون أو يرتكبون مخالفات.
5	4	3	2	1	يؤمن بتحليل أسباب الأخطاء ويتخذ أي إجراء ضروري للانتقال للوضع الصحيح
5	4	3	2	1	يضع أهدافا يمكن تحقيقها.
5	4	3	2	1	واتق من أهدافه على الرغم من النكسات والصعوبات.
5	4	3	2	1	يشيد بموظفيه عند تحقيق الأهداف .
5	4	3	2	1	يعامل الآخرين كأفراد وليس كمجموعات، ويخبرهم أن جهودهم ومحاولاتهم محل تقدير.
5	4	3	2	1	يؤمن بأن التشجيع يعطي نتائج أفضل من الانتقاد.
5	4	3	2	1	يضمن إن الموظفين يفهمون بوضوح الأدوار والواجبات والمسؤوليات.
5	4	3	2	1	يساعد الآخرين على تطوير نقاط القوة لديهم .
5	4	3	2	1	يتيح عادة للمرؤوسين أن يعملوا أفضل مما كانوا يعتقدون أنهم يستطيعون.
5	4	3	2	1	يشجع موظفيه على التفكير بأنفسهم والبحث عن طرق جديدة لتحقيق الأهداف.

References and Appendices

5	4	3	2	1	اعتبارات المدراء يجب أن تترك دون تأثير مميالي.			
5	4	3	2	1	محاولة الإقناع ، بمعنى أن الأساليب التي تم اختبارها هي الطريقة الأكثر فعالية لانجاز هذه المهمة.			
اعراض تماما					اعراض	محايد	موافق	موافق تماما
5					4	3	2	1
5	4	3	2	1	الاعتبارات الوقتية، بمعنى اعتبار التغيير في الممارسات العملية مضيعة للوقت.			
5	4	3	2	1	يجيد حل الصراع بين هذه الإدارة والأقسام الأخرى في المنظمة.			
5	4	3	2	1	يمثل هذا القسم في كما أنه مناسب لسلطة أعلى.			
5	4	3	2	1	يجعل من الواضح أن المسؤولية النهائية عن ما يحدث في هذا القسم هي مسؤوليته.			
5	4	3	2	1	يبدو مستمتعا في عمله.			
5	4	3	2	1	يشجع الآخرين على الاستمتاع بعملهم.			
5	4	3	2	1	متفائل حول مستقبل شرطة دبي.			
5	4	3	2	1	يشجع الآخرين ليكونوا متفائلين حول مستقبل شرطة دبي.			
5	4	3	2	1	يؤمن أن الموظفين يجب أن يكافئوا لمبادراتهم وأدائهم المتميز.			
5	4	3	2	1	يؤمن أن الموظفين لا يتوقعوا أن يعطوا مكافآت وحوافز زيادة على الراتب.			
5	4	3	2	1	يؤمن إن الفريق المتعاون يسعى جاهدا للحصول على نتائج.			
5	4	3	2	1	يؤمن بوجود صراعات بين أعضاء الفريق ، ويجب أن يتم تحديدها ومناقشتها وحلها.			
5	4	3	2	1	يعتقد أن الموظفين يجب إن يشجعوا على إن يكونوا طموحين كأفراد لكن ليس على حساب وجود فريق جيد.			
5	4	3	2	1	يؤمن أن الناس يجب أن يشجعوا ليتنافسوا.			
5	4	3	2	1	يرتب المشاورة مع الموظفين فيما يتعلق بالتغييرات في إعماله.			
5	4	3	2	1	يعتقد أن الموظفين يجب أن يكون لهم رأي في كل القرارات التي تمسهم شخصيا.			
5	4	3	2	1	يشجع الموظفين على التعبير عن مخاوفهم لدى الإدارة.			
5	4	3	2	1	يعتقد إن الموظفين يجب إن يشعروا بالراحة والأمان في انتقاد القرارات التي اتخذت من قبل شرطة دبي ، إذا شعروا أنها غير عادلة وتؤثر على الكفاءة.			
5	4	3	2	1	يرتب مع الموظفين لتلقي الملاحظات البناءة حول النهج الذي تسلكه الإدارة.			
5	4	3	2	1	يؤمن أن الموظفين يجب أن يستخدموا قنوات الاتصال الوحيدة لطرح القضايا والمشاكل مع الإدارة .			
5	4	3	2	1	يؤمن أن الموظفين يجب ألا يتوقعوا ردود فعل على النقد ، أو الاقتراحات التي لم تؤخذ بعين الاعتبار.			
5	4	3	2	1	يؤمن بفوائد التدريب في مجال الإدارة والقيادة ، وتنمية مهارات الموظفين عموما.			
5	4	3	2	1	لديه مشاركات تدريبية خلال الخمس سنوات الماضية، منذ توليه منصبه.			
5	4	3	2	1	لا يعتقد أنه / أنها في حاجة إلى مثل هذا التدريب.			
5	4	3	2	1	يؤمن أن تدريب القيادة والإدارة هو أفضل تنظيم.			
5	4	3	2	1	يؤمن إن التدريب الأفضل هو الذي يكون من قبل وكلاء تدريب مستقلين			
5	4	3	2	1	يؤمن بأن شرطة دبي يجب أن تخصص ميزانية سخية للتدريب ، لتدريب متدربين آخرين في المناصب المختلفة.			

References and Appendices

5	4	3	2	1	يعتقد أنه ينبغي على شرطة دبي تنظيم سلسلة مستمرة من الدورات التي تهدف إلى تحسين المهارات الإدارية والقيادية.
5	4	3	2	1	يؤمن أنه ينبغي تشجيع الموظفين للاستفادة من فرص التدريب.
5	4	3	2	1	يؤمن بأن هناك ما هو أعمق من الإضافة المعرفية ، حيث يستفيد الموظفون من زملائهم الأقدم والأكثر خبرة.
5	4	3	2	1	يؤمن أن الموظفين الذين يحتاجون المزيد من التدريب يجب إن ينظموا للدورات التدريبية ، ويدفعوا لها بأنفسهم.
5	4	3	2	1	يعتقد أن الموظفين الذين لم يستوفوا المعايير المطلوبة يجب أن يخضعوا لمزيد من التدريبات.
5	4	3	2	1	يعتقد إن على الزملاء والمدراء ورؤساء الأقسام إن يتعاونوا ويساعدوا الموظفين الأقل تحصيلًا.
5	4	3	2	1	يعتقد أن الموظفين الأقل مهارة يجب أن يعزلوا من العمل.
5	4	3	2	1	هل التعيين والترقية في شرطة دبي نفذت بطريقة عادلة وغير متحيزة.
5	4	3	2	1	هل يتم التدريب والإعداد الوظيفي المناسبين، على حسب أحدث المعايير الرئيسية المستخدمة عند التعيين أو الترقية.
5	4	3	2	1	هل الخلفية الثقافية والتعاطف مع الرؤساء في الإدارات المختلفة مهم أيضا.
5	4	3	2	1	هل تشعر بأن رؤسائك يشعرون بمزيد من الراحة مع الناس الذين هم من نفس الخلفية الثقافية والتعليمية، وينظرون إليهم كما ينظرون لأنفسهم عند التعيين أو الترقية.

شكرا جزيلًا على وقتكم وتعاونكم بالمشاركة في هذا البحث

Appendix Seven: Consent Forms

DEC-12-2012 08:58

FROM-H Q FAXROOM

+9714 2197555

T-991 P.012/031 F-359

CONSENT FORM

Full title of Project: Systems Approach to Developing Leadership in Dubai Police

Name, position and contact address of Researcher:

Mohammad Alzaffin, PhD Student – University of Hull

1, 15th Avenue, East Yorkshire, HULL, HU6 8HL

Tell: 00447551571586 Email: alzaffin_83@hotmail.com

Please initial box

I confirm that I have read and understand the information sheet for the above study and have had the opportunity to ask questions.

SA

I understand that my participation is voluntary and that I am free to withdraw at any time, without giving reason.

SA

I agree to take part in the above study.

SA

Please tick box

I agree to the interview / focus group / consultation being audio recorded

Yes

No

SA

I agree to the use of anonymised quotes in publications

SA

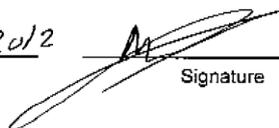
Saleh Ali
Name of Participant

14/06/2012
Date


Signature

Mohammad Alzaffin
Name of Researcher

14/06/2012
Date


Signature

CONSENT FORM

Full title of Project: Systems Approach to Developing Leadership in Dubai Police

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HA

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HA

Please tick box

I agree to the interview / focus group / consultation being audio recorded

Yes

No

I agree to the use of anonymised quotes in publications

Humaira N Ahmed 10-12-2012

Name of Participant

Date

[Signature]

Signature

Mohammad Alzaffin 10-12-2012

Name of Researcher

Date

[Signature]

Signature

DEC-12-2012 08:59

FROM-H Q FAXROOM

+9714 2197555

T-991 P.016/031 F-359

CONSENT FORM

Full title of Project: Systems Approach to Developing Leadership in Dubai Police

Name, position and contact address of Researcher:

Mohammad Alzaffin, PhD Student – University of Hull

1, 15th Avenue, East Yorkshire, HULL, HU6 8HL

Tell: 00447551571586 Email: alzaffin_83@hotmail.com

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FA

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FA

Please tick box

I agree to the interview / focus group / consultation being audio recorded

Yes

No

FA

I agree to the use of anonymised quotes in publications

FA

Fahad Alsuwaidi
Name of Participant

10-6-2012
Date


Signature

Mohammed Alzaffin
Name of Researcher

10-6-2012
Date


Signature

DEC-12-2012 08:59

FROM-H Q FAXROOM

+9714 2197555

T-991 P.023/031 F-359

CONSENT FORM

Full title of Project: Systems Approach to Developing Leadership in Dubai Police

Name, position and contact address of Researcher:

Mohammad Alzaffin, PhD Student – University of Hull

1, 15th Avenue, East Yorkshire, HULL, HU6 8HL

Tell: 00447551571586 Email: alzaffin_83@hotmail.com

Please initial box

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IA

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IA

I agree to take part in the above study.

IA

Please tick box

I agree to the interview / focus group / consultation being audio recorded

Yes No
IA

I agree to the use of anonymised quotes in publications

IA

Ibrahim alFalasi

Name of Participant

10-06-2012

Date

[Signature]
Signature

Mohammad Alzaffin

Name of Researcher

10-06-2012

Date

[Signature]
Signature

DEC-12-2012 08:59

FROM-H Q FAXROOM

+9714 2197555

T-991 P.025/031 F-359

CONSENT FORM

Full title of Project: Systems Approach to Developing Leadership in Dubai Police

Name, position and contact address of Researcher:

Mohammad Alzaffin, PhD Student – University of Hull

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YA

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YA

Please tick box

I agree to the interview / focus group / consultation being audio recorded

Yes YA No

I agree to the use of anonymised quotes in publications

YA

Yeslan Ali Almansari 13/06/2012

Name of Participant

Date


Signature

Mohammad Alzaffin 13/12/2012

Name of Researcher

Date


Signature

Appendix Eight: Authors

Dr Gary Yukl

Dr Gary Yukl career has been chiefly concerned with the psychological aspects of leadership. He obtained his PhD in Industrial Organisational Psychological at the University of California in 1976 and his current research involves in leadership power and influence and management development.

He is a number of editorial boards of a number of leading journals on the psychological aspects of management and organisational theory and he is leading to number of a number psychological societies. As well as writing his own books such as Leadership in Organizations, first published in 1981 and now in its fifth edition, he has collaborated on several others and contributed to a wide range of academic and professional journals.

His work which concern an analysis of the theory and research of leading over the last 50 years, describing the characteristics of the main types of leadership, their effectiveness and identifying those which are the most successful is internationally acclaimed and he has received many honours and awards. He has designed programmes for some 500 organizations including some for the US armed forces.

Dr W Edwards Deming

Dr Deming's early work was concerned with the post-war development of Japan industry, teaching top management and engineers his methods of achieving starting improvement in quality of both products and service. The Japanese considered him as a major force in their rising world economic power.

From 1979, however Dr Deming also worked with American Organisations and his thinking and teaching on management and the pursuit of quality spread throughout the western world. He sought to present his ideas clearly, in manner accessible to everyone, as shown by his 14 points or 14 obligations for management which he set out in his 1986 book "Out of Crisis".

His theories and suggestions led to the adoption of the concept of total quality and has led to modern development in systems sciences

Professor Robert L Flood

Robert L Flood, who hold a PhD in Systems Science and is also a Chartered Engineer, is a professor of Management Science at the University of Hull, specialize in applied science thinking, particularly in the fields of strategic management, organisational behaviour and organizational improvement. He has practical management experience through his work with paramount pictures, National Opinion Polls and the Berkshire Area Health Authority and pursues this interest through consultancy, he has written four books including Beyond TQM (1993), edited three others and collaborated on others, including Creative Problem Solving (1991) with Michael C Jackson. HE is founding editor of the journal “Systems Practise” and contributes to many other journals on this and related topics.

Professor Peter Checkland

Peter Checkland earlier career was in chemistry but his early work was ICI led him into the field of process and product development which he continued at Lancaster University in the Department of Systems Engineering, leading to his interest in practical “action research” in all fields of industry and commerce. His research led to new ways of tackling complex problems in management, the outcome of which was the approach known as Soft Systems Methodology. He is the authors of many papers and five books, including his classic “Systems Thinking, Systems Practise (1981)”. His work is highly regarded worldwide and he has received many honours, fellowship award from both academic and business institutions.

Professor Michael C Jackson

Like Peter Checkland, Michael C Jackson was an Oxford Graduate, going into work in public sector management as a management consultant. He is a professor of Management Systems at the University of Hull and Dean of the Hull University Business School (HUBS). He is the author of a number of books on systems methodology such as “Systems Thinking : Creative Holism for Managers” collaborated with R.L Flood on “Creative Problem Solving” 1991 and has contributed to many academic and professional journals. He is also editor-in-chief of the journal Systems Research and Behavioural Science and associate editor of Systems Practice and Action Research. His work has been translated into eight languages and he is a popular invited speaker in many countries. His career includes chairmanship of several leading societies in the field of systems sciences.

Appendix Nine: Table of Statistics

Supportive results Summary

The table provides a Summary of all mean scores relating to support and nurture for each departments in relation to questions 36, 37 and 25.

Department	Q36	Q37	Q25
Total Quality	1.16	1.26	0.74
Finance	1.00	0.88	0.75
Commanders Organisational Office	1.30	1.00	0.50
Academy	0.79	0.71	0.67
Traffic	0.57	0.86	0.36
Operations	0.46	0.18	0.50
Airport Security	0.80	0.60	0.10
Forensic Science	0.50	0.56	0.56
HR Department	0.47	0.42	0.58
Community Services	1.40	1.40	1.00
E-Services	0.40	0.65	0.50
Services and Suppliers	1.50	1.50	1.00
Admin Affairs	1.43	1.71	1.43
Punitive Establishments	1.00	0.84	0.96
Criminal Investigation	1.07	0.96	0.71
Organisation Protection Sec and Energy	0.95	0.75	0.85
Decision Making Support Centre	0.70	0.80	0.70
Legal and Disciplinary Inspection	1.50	1.25	0.38
Anti-Narcotic	1.20	0.80	1.00
Police Station	1.02	0.81	0.39

This is a question where it is difficult to commend one department as outperforming another as nature of emergency problems encountered are likely to be very different in nature and may have different levels of ramifications.

The question of whether or not they deal with the public seems does not seem to make much difference to those who find their current job stressful, while those who exhibit

calmness and control in a crisis are slightly adversely affected if they deal with the public as a routine part of their job.

Q16 Is too busy to lead others in a consistent manner Frequency table and simple statistics

Departments	Disagree Strongly	Disagree	Neutral	Agree	Agree Strongly	Count	Median	Modal	Mean Score
Total Quality	2	0	6	9	2	19	1	1	0.474
Finance	0	1	1	4	2	8	1	1	0.875
Commanders Organisational Office	0	1	4	3	2	10	1	0	0.6
Academy	3	2	12	19	6	42	1	1	0.548
Traffic	1	1	4	7	1	14	1	1	0.429
Operations	1	5	5	7	4	22	1	1	0.364
Airport Security	1	2	10	7	0	20	0	0	0.15
Forensic Science	1	2	4	7	2	16	1	1	0.438
HR Department	1	2	3	6	7	19	1	2	0.842
Community Services	0	1	2	3	4	10	1	2	1
E-Services	0	8	8	3	1	20	0	-1	0.15
Services and Suppliers	0	1	3	0	2	6	0	0	0.5
Admin Affairs	0	0	2	5	0	7	1	1	0.714
Punitive Establishments	0	4	8	17	16	45	1	1	1
Criminal Investigation	2	4	24	12	2	44	0	0	0.182
Organisation Protection Sec and Energy	0	0	10	7	3	20	1	0	0.65
Decision Making Support Centre	0	1	3	3	3	10	1	0	0.8
Legal and Disciplinary Inspection	1	0	2	4	1	8	1	1	0.5
Anti-Narcotics	0	0	1	3	1	5	1	1	1
Police Station	13	12	33	49	23	130	1	1	0.438

Summary

This table reinforces the findings shown above, namely, that most of the departments registered a fairly neutral score on this question, the only departments recording positive agreement being Community Services, Punitive Establishments and Anti-Narcotics.

Q28) Are supervisors frequently absent when needed to deal with problems?

Frequency breakdown and simple statistics

Department	Disagree Strongly	Disagree	Neutral	Agree	Agree Strongly	Count	Median	Modal	Mean Score
Total Quality	2	8	7	2	0	19	-1	-1	0.526
Finance	1	2	2	3	0	8	0	1	0.125
Commanders Organisational Office	1	4	3	1	1	10	0	-1	-0.3
Academy	13	15	8	5	1	42	-1	-1	-0.81
Traffic	4	6	2	2	0	14	-1	-1	0.857
Operations	3	5	4	6	4	22	0	1	0.136
Airport Security	5	7	5	2	1	20	-1	-1	-0.65
Forensic Science	2	5	7	1	1	16	0	0	0.375
HR Department	3	5	2	3	6	19	0	2	0.211
Community Services	4	3	2	1	0	10	-1	-2	-1
E-Services	2	0	8	8	2	20	1	0	0.4
Services and Suppliers	2	3	0	0	1	6	-1	-1	0.833
Admin Affairs	3	3	1	0	0	7	-1	-2	1.286
Punitive Establishments	1	8	15	17	4	45	0	1	0.333
Criminal Investigation	16	14	11	3	0	44	-1	-2	0.977
Organisation Protection Sec and Energy	7	6	5	2	0	20	-1	-2	-0.9
Decision Making Support centre	2	0	2	3	3	10	1	1	0.5
Legal and Disciplinary Inspection	1	3	3	1	0	8	0	-1	-0.5
Anti-Narcotic	3	2	0	0	0	5	-2	-2	-1.6
Police Station	22	23	33	38	14	130	0	1	0.008

The table below produces a ranking for

Q 40 Encourages staff to think for themselves

Q42 Tried and tested methods preferred

Department	question 40	question 42	Mean	ranking
Forensic Science	0.3125	-0.25	0.52	1
Admin Affairs	1.7143	1	0.43	2
Criminal Investigation	1.1591	0.4545	0.34	3
Total Quality	1.1053	0.5263	0.21	4
Traffic	0.7857	0.5	0.19	5
Organisation Protection Sec and Energy	0.9	0.5	0.18	6
Community Services	1.4	1.1	0.13	7
Punitive Establishments	0.9556	0.3111	0.12	8
Services and Suppliers	1.8333	1.5	0.11	9
Police Station	1.0077	0.4923	0.11	10
HR Department	0.4737	0.2105	0.09	11
Academy	0.6667	0.4048	0.09	12
Airport Security	0.85	0.45	0.08	13
Legal and Disciplinary Inspection	1	0.625	0.08	14
Finance	1	0.625	0.08	15
Anti Narcotic	1.4	0.6	0.07	16
Commanders Organisational Office	0.8	0.5	0.03	17
Decision Making Support Centre	0.7	0.4	-0.03	18
Operations	0.3636	0.3636	-0.11	19
E-Services	0.4	0.55	-0.18	20

Ranking Departments based upon consultative practice, Questions 60 and 61 relating to employees questioning decisions of the DP they feel to be unjust or affecting efficiency and the provision of feedback on such criticism.

Department	Consultative traits	Ranking
Services and Suppliers	1.6002	1
Community Services	1.2	2
Total Quality	1.0738	4
Admin Affairs	1.1428	3
Organisation Protection Sec and Energy	0.93	6
Punitive Establishments	0.9778	5
Criminal Investigation	0.7454	7
Anti-Narcotic Department	0.68	8
Commanders Organisational Office	0.56	10
Academy	0.5288	11
Legal and Disciplinary Inspection	0.6	9
Operations	0.491	12
Airport Security	0.41	15
HR Department	0.4316	14
Traffic	0.3858	16
Forensic Science	0.3628	17
Decision Making Support Centre	0.48	13
Finance	0.275	18
Police Station	0.2232	19
E-Services	0.05	20

The above table aims to provide a guide to which departments are deemed to be the most and least consultative with staff over work practices and the ability to provide input into such a process. Questions 60 and 61 are aggregated into a single mean to represent all the consultative traits.

Departmental Consultative Rankings

Department	Overall	Old Ranking	Ranking
Services and Suppliers	1.0835	1	1
Community Services	0.93333	2	2
Admin Affairs	0.88083	4	3
Total Quality	0.85967	3	4
Punitive Establishments	0.75933	6	5
Organisation Protection Sec and Energy	0.75833	5	6
Criminal Investigation	0.61733	7	7
Anti-Narcotic	0.56667	8	8
Commanders Organisational Office	0.43333	9	9
Legal and Disciplinary Inspection	0.41667	11	10
Academy	0.405	10	11
Operations	0.35617	12	12
HR Department	0.29833	14	13
Airport Security	0.29167	13	14
Decision Making Support Centre	0.28333	17	15
Traffic	0.27383	15	16
Forensic Science	0.26067	16	17
Finance	0.1875	18	18
Police Station	0.168	19	19
E-Services	-0.0833	20	20

Comment

As the aggregated ranking contained in the above table shows there are significant differences between departments in their willingness to consult and permit engagement on work practice issues with staff. The departments of Services and Suppliers, Community Affairs and Total Quality are consistently amongst the best performing departments. The departments of E-Services, Police Stations, Finance and Forensic science are at the lowest on the table and derive means that indicate neutrality in the general responses gathered.

Q78) Are appropriate training and aptitude for a post the main criteria used when recruiting to or promoting to a post?

Department	Q16 – mean	Standard Deviation	Department	Q16 – mean	Standard Deviation
All	3.27		Age:45+	3.4125	0.904
Male	3.29	1.009	Experience:0-5	2.95	1.122
Female	3.17	1.158	Experience:6-10	3.394	1.122
UAE	3.33	1.159	Experience:11-15	3.317	1.035
Non-UAE	3.20	0.910	Experience:16-20	3.075	0.985
Secondary Education	3.286	1.002	Experience:20-25	3.4286	0.695
University Education	3.186	1.079	Experience:25+	3.45	0.956
other education	3.46	1.084	Married	3.25	0.982
Supervisor	3.25	1.070	Single	3.36	1.285
Non-Supervisor	3.28	1.024	Public: never	3.5	1.100
Age:18-25	3.31	1.117	Public: sometimes	3.68055	0.923
Age:26-35	3.21	1.073	Public: always	3.38	1.192
Age:36-44	3.276	1.041			

Question 78 for sub populations

The mean for the entire population of surveys for question 78 is 3.27. The sub group with the lowest mean is always deal with public which obtains a mean score of 2.95. The highest mean is for the sub population of “other education” with a mean score of 3.46. The total range of mean values can be expressed as 8%.

Gender, marital status and ethnicity do not represent a wide range variation of opinions with each having a difference of 3%. Difference between supervisors and non-supervisory staff is less than 1%.

Sub categories based on levels of education for question 78 range 3.186 to 3.46, this represents a 7.75% difference of opinion. The most favour those with other education whilst those who are least likely to believe that appropriate training and aptitude for a post are the main criteria used when recruiting to or promoting to a post are university educated.

Q78 Breakdown by experience

Those with 0-5 years' experience and those with 15-20 years both have neutral opinions whilst those of other experience ranges slightly agree that the appropriate aptitude for a post is the main criteria used.

Table of departmental decision making means

based on Questions 26 Passes more serious problems on to superiors

27 Delays decisions until all information available

31 Believes in analysing mistakes, taking remedial action and moving on.

Department	Q26	Q27	Q31	aggregated mean	rank
Criminal Investigation	- 0.364	0.205	0.818	-0.17075	1
Airport Security	0	0.55	0.8	-0.1	2
Traffic	- 0.286	0	1	-0.03575	3
Academy	0.095	0.214	0.786	-0.00575	4
Commanders Organisational Office	0	0.3	0.7	0	5
Community Services	-0.1	0.3	1.3	0.025	6
Organisation Protection Sec and Energy	-0.1	0.05	1.05	0.05	7
Admin Affairs	0.429	0.571	1.286	0.07175	8
Services and Suppliers	0.333	0.667	1.667	0.08325	9
Anti-Narcotic	0.4	0.4	1.2	0.1	10
Punitive Establishments	0.156	0.267	0.267	0.11125	11
E-Services	-0.15	0.55	0.65	0.1125	12
Operations	0.091	0.227	0.364	0.11375	13
Total Quality	- 0.211	0	1.053	0.1185	14
Police Station	0.054	0.131	0.892	0.1575	15
HR Department	0.053	0.368	0.579	0.1845	16
Forensic Science	0.438	0.313	0.875	0.1875	17
Finance	0.625	0.25	1	0.21875	18
Legal and Disciplinary Inspection	0.625	-0.25	1.375	0.375	19
Decision Making Support Centre	0.5	0	0.8	0.475	20

The rankings are achieved by adding together the mean averages for these questions. The mean scores for differing group do not reveal startling revelations however we do observe that females feel as though their superiors are less optimistic and feel less likely to be encouraged to be optimistic, there is a difference of 5%.

Q74 Across sub populations (Further Training)

Sub Group	Mean Average	Standard Deviation	Sub Group	Mean Average	Standard Deviation
Experience:25+	4.166667	0.72	All	3.677895	
Experience:20-25	4	0.845	Age:26-35	3.675439	1.039
Age:18-25	3.965517	0.669	Married	3.660714	1.007
Other education	3.944444	0.826	Non-UAE	3.643154	1.013
Experience:0-5	3.885246	0.907	Non-Supervisor	3.597938	1.065
Age:45+	3.8375	0.928	Experience:16-20	3.5875	0.996
Supervisor	3.804348	0.947	University Education	3.566265	1.072
Single	3.759036	1.104	Age:36-44	3.528986	1.091
Male	3.738095	1.004	Experience:11-15	3.524138	1.064
UAE	3.713675	1.037	Experience:6-10	3.5	1.109
Secondary Education	3.694118	1.022	Female	3.443299	1.074

For question 74 means for sub populations ranges from 4.166 down to 3.45. As in common with question 73 the female category obtains the smallest and most neutral mean average. Personnel who possess more than 20 year experience are most likely to agree that their supervisors are most likely to advocate additional training to those who are deemed to be performing their duties in a sub-standard of deficient manner. Those who are the youngest personnel, with least experience and or lowest formal education attainment the next highest scoring groups.

Question 44) Good at resolving conflict between this department and other parts of the organisation by sub population

Sub Group	Mean Average	Standard Deviation	Sub Group	Mean Average	Standard Deviation
All	3.60421053		Age:26-35	3.59210526	0.971
Male	3.66931217	0.945	Age:36-44	3.47101449	1.078
Female	3.35051546	1.103	Age:45+	3.7625	0.855
UAE	3.67094017	1.016	Experience:0-5	3.73770492	0.99
Non-UAE	3.53941909	0.955	Experience:6-10	3.53846154	0.97
Secondary Education	3.68235294	0.981	Experience:11-15	3.51034483	1.09
University Education	3.40361446	0.994	Experience:16-20	3.5125	0.922
Other education	3.85185185	0.89	Experience:20-25	3.83333333	0.814
Supervisor	3.60326087	1.053	Experience:25+	3.83333333	0.843
Non-Supervisor	3.604811	0.944	Married	3.55612245	0.957
Age:18-25	3.89655172	0.885	Single	3.8313253	1.096

When examining the mean scores for the differing sub group the range of scores vary from 0.34 up to 0.92 or a difference of 11% in scores.

The greater the level of education an individual has received the less inclined they are to believe that their supervisor is good at resolving conflict between their own department and other parts of the organisation.

Supervisors and non-supervisors are of equal opinion. Males have obtain 3.6, whilst for females the figure is 3.3. The sub-groupings for both experience and age reveal that those who are middle-aged obtained lower mean scores than other age and experience categories.

Q79) Are cultural background and empathy with superiors in the department section also important

Sub Group	Mean Average	Standard Deviation	Sub Group	Mean Average	Standard Deviation
Age:18-25	3.785714	0.965	All	3.334184	1.002
Experience:20-25	3.724138	0.826	Age:26-35	3.333333	0.991
Experience:25+	3.714286	0.665	Experience:6-10	3.326923	0.975
Single	3.685185	0.959	Supervisor	3.27193	1.011
Experience:0-5	3.655738	0.847	Married	3.26556	1.033
Other education	3.6	0.917	UAE	3.26087	1.025
Age:45+	3.42735	0.964	University Education	3.253012	1.01
Male	3.398625	0.984	Experience:16-20	3.25	1.09
Non-UAE	3.39759	1.005	Experience:11-15	3.23913	1.025
Secondary Education	3.383598	0.989	Age:36-44	3.195876	1.042
Non-Supervisor	3.345263		Female	3.041379	1.009

For question 79 “Are cultural background and empathy with superiors in the department/section also important” the means range from 3.04 for those with 11 to 15 years’ experience to 3.79 for those with over 25 years’ experience.

There is little discernible pattern within the data presented in the above table to suggest that is any cultural discrimination directed at any particular group and this serves to underline the fact that non-ethnic UAE citizens and females are amongst the groups that are inclined to agree least with the intent of this question.

Questions:

57 “Arranges consultation with staff about changes to their work practices”

60 Thinks employees should feel comfortable and safe in criticising

decisions made in the DP if they feel they are unjust or affect efficiency.

61 Arranges for staff to receive constructive feedback on such approaches

Mean Averages at a departmental level

Department	Q57	Q60	Q61
Total Quality	1.158	0.947	0.895
Finance	0.75	0.125	0.375
Commanders Organisational Office	0.5	0.5	0.7
Academy	0.5	0.643	0.429
Traffic	0.429	0.071	0.5
Operations	0.5	0.5	0.5
Airport Security	0.55	0.35	0.5
Forensic Science	0.438	-0.313	0.688
HR Department	0.579	0.316	0.474
Community Services	1.2	1.1	1.1
E-Services	0.35	0.3	0.35
Services and Suppliers	1.667	1.5	1.667
Admin Affairs	1.571	0.571	1.429
Punitive Establishments	0.911	0.956	0.978
Criminal Investigation	0.795	0.659	0.659
Organisation Protection Sec and Energy	0.7	0.8	1.15
Decision Making Support Centre	0.4	0.8	0.9
Legal and Disciplinary Inspection	0.625	0	1
Anti-Narcotic	1	0.6	1.4
Police Station	-0.115	0.377	0.085

On a departmental level differing opinions are held as to how keen leaders are to engage with subordinates regarding changes in the organisation and their wiliness accept or tolerate dissenting opinions. The departments of Administration Affairs, Total Quality, Community Services, Services and Suppliers are consistently stronger at arranging consultation with subordinates and permitting them to offer their perspective. The departments of E-Services and Police stations are frequently least willing to engage in consultative practices. The departments of Forensic Science, Finance and Decision Making Support Centre are also occasionally seen to be reluctant to consult with subordinate members of staff.

Q1 Freedom to lead effectively

Group 2, those that work harder and achieve positive effects have mean averages in excess of the overall mean. Group 3 does not work hard but achieves positive effects but has a mean better than that of group 1 (work hard but not achieving positive effects) although both groups perform worse than the overall average for question 1.

Q 19 Displays an air of power and confidence, thus earning the respect of others

Question 19 “Displays an air of power and confidence, thus earning the respect of others.” obtains an overall average of 3.9221 out of 5. The frequency breakdown represents 193 in agreement and a further 156 agreeing strongly while 37 disagreed with a further 15 disagreeing strongly.

At a departmental level there are distinct differences between departments such as the Commanders Organisational Office, Operations, DMSC, Human Resources and Traffic all obtaining mean scores of 0.5 to 0.64 which indicate weak agreement for this question. Those departments contrast with Total Quality, Community Services, E-Services, Anti-Narcotics and Services and Suppliers which gain mean averages between 1.3 to 1.67.

Communication and Relationships

Questions 57, 60 and 61 all address consultative practices and allow leaders to have an open and frank dialogue that promotes trust and strengthen relationships and may help persuade others that they have some ownership of changes that affect them.

Questions:

57 “Arranges consultation with staff about changes to their work practices”

60 Thinks employees should feel comfortable and safe in criticising decisions made in the Dubai Police if they feel they are unjust or affect efficiency.

61 Arranges for staff to receive constructive feedback on such approaches

Mean Averages at a departmental level

Department	Q57	Q61
Total Quality	1.158	0.895
Finance	0.75	0.375
Commanders Organisational Office	0.5	0.7
Academy	0.5	0.429
Traffic	0.429	0.5
Operations	0.5	0.5
Airport Security	0.55	0.5
Forensic Science	0.438	0.688
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Anti-Narcotic	1	1.4
Police Station	-0.115	0.085

On a departmental level differing opinions are held as to how keen leaders are to engage with subordinates regarding changes in the organisation and their willingness accept or tolerate dissenting opinions. The departments of Administration Affairs, Total Quality, Community Services and Services and Suppliers are consistently stronger at arranging consultation with subordinates and permitting others to give their perspective. The departments of E-Services and the Police Stations are frequently least willing to engage in consultative practices. The departments of Forensic Science, Finance and Decision

Making Support Centre are also occasionally seen to be reluctant to consult with subordinate members of staff.

Where a participative style of management exists it is likely to increase staff morale, obtain more ideas, promote social networking and reduce implementation conflicts. However, this style of management does not come without some deficits, these include “time consuming, staff feel offended if their idea is not implemented and sometimes consultation look artificial and not genuine”.