

UNIVERSITY OF DERBY

AN ASSESSMENT OF EXCELLENCE

IN FORMULATING STRATEGIC PLAN:

CASE STUDY OF DUBAI GOVERNEMENT 'S STRATEGIC PLAN

UNITED ARAB EMIRATES.

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GLOSSARY OF TERMS AND ABBREVIATIONS

AHMIC	Assessor of Her Majesty's Inspectorate of Constabulary
U. A. E.	United Arab Emirates.
BSC	Balance Score Card
CHQDP	Commander of Headquarters of Dubai Police
DEC	Dubai Economy Council
DG	Dubai Governement
DGEP	Dubai Governement Excellence Program
DIFC	Dubai International Financial Centre
DP	Deming Prize
DSC	Dubai Statistic Centre
EC	Executive Council
EFQM	European Foundation for Quality Management
GCDEP	General Coordinator of Dubai Excellence Program
HDPSPET	Head of Dubai Police Strategic Plan Executive Team
HMIC	Her Majesty's Inspectorate of Constabulary
HQDP	Headquarters of Dubai Police
HSPD	Head of Strategic Plan Department
HSPEC	Head of Strategic Plan of Executive Council
HSST	Head of Security Strategic Team
ISO	International Organisation for Standardisation
MBNQA	Malcolm Baldrige National Quality Award
MM	Middle Management
PDCA	Plan-Do-Check-Act

PESTEL	Political, Economical, Social, Technological, Environmental Legislation
PPM	Policy & Planning Manager
RADAR	Result, Approach, Deployment, Assessment and Review
R&D	Research and Development
SCE	Strategic Control and Evaluation
SP	Strategic Planning
SPFP	Strategic Plan Formulation Process
SSC	Strategy Sector Coordinator
SSPFT	Security strategic Plan Formulation Team
S.W.O.T	Strength, Weaknesses, Opportunity, Threat
TM	Top Management
TQM	Total Quality Management
UNDP	United Nations Development Program
UK	United Kingdom

Abstract

RADAR is an excellence self-assessment tool which is commonly used to assess results and approaches in excellence models. It could also be used successfully in assessing the strategy formulation process in Dubai's government.

The Thesis is a qualitative research that deploys a case study approach to understand the role of RADAR techniques and practices, and how these can be used in assessing the Dubai Government 's strategy formulation process, focusing on the justice and security sectors in general and the Dubai Police Force in particular.

The researcher always attempts to answer particular questions about why and how RADAR informs and helps in assessing and controlling the strategy formulation process.

The study obtained valid information from semi-structured interviews with 17 senior and middle government, security and Police staff members working in the Dubai Police Force, Civil Defense and Immigration Departments.

Generally, the findings indicated that: Firstly, RADAR can be used successfully in these researched organisations and can be seen to be important in security assessment function when taking into consideration the cultural aspects of Dubai which are based on Arab and Islamic cultural values. Secondly, the strategy formulation process in Dubai Government is affected widely by Islamic and Arab culture. Thirdly, the definition of 'citizen' is very complex as Dubai is a cosmopolitan city. This makes it difficult to cater to the stakeholders' needs in the strategy formulation process due to the diversity of the cultures of the different nationalities. Fourthly, the bureaucratic nature of managers in the public sector makes it difficult to deploy the excellence self-assessment tools as they tend to believe that assessment is merely criticism rather than that it supports continuous improvement. Finally, the leadership of Dubai Government plays a crucial role in leading the strategic thinking and quality drive in both public and private sectors. The leadership vision is to cater to the cultural needs of the different nationalities living in Dubai and translate them into sound strategies.

Dedication

This study is dedicated to my family: father, mother, and children (Rashid, Mariam and Hamad). God bless them. They have wished me all success, and given me encouragement, prayers, and support. .

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CHAPTER ONE INTRODUCTION TO THE RESEARCH

1.0 Introduction

In the past two decades, it has become apparent that the global economic environment has exploded, affecting the economies, Polices and the social life of many countries all over the world (Kenny, 2006; Eisner, 2003) and has moved from simple to difficult, static to dynamic, single to diverse and safe to dangerous (Tribe, 1997 cited by Dexter, 2003). This economic evolution has required industrial firms to cope with competitive challenges related to innovation, dynamic response and knowledge sharing. An issue that has emerged is known as damage limitation by means of an effective and dynamic strategic plan formulation process (SPFP) which is associated to strategy behaviour (Acur & Englyst, 2006; Kenney, 2006). Wallace (2001) suggests that the SPFP is the most important part of any action plan and should be expressed in a systematic way, and should be assessed in order to develop the SPFP for the sustainability of the organisations in a changing environment (Murray & Ontario, 2007). Thus, issues such as competition, control, markets, the complexity of infrastructural change, leadership and employee relations and motivational techniques should be rethought (Prahalad, 1998). Andrews *et al.* (2009) noted that organisational performance is much affected by the way in which a strategy is formulated, and by what it contains. Acur and Englyst (2006) assume that an effective SPFP leads to a good strategy and have developed a method for strategy assessment to underpin economic development (Marquez, 2007; Al-Bawab, 2003). This approach leads to support the development of public/private collaboration in policy-making and management across the board, including for the purpose of this study in particular, the Police and security services.

SPFP at the national or local level for public or private organizations involves a range of tasks or steps. For governments as example, and this is also true for organizations , the first step is the environmental analysis which is defined as the process of monitoring analyzing and understanding the environment, to identify both present and future threats and opportunities that may influence the government's ability to reach its goals. For the purpose of analysis, this environment is divided into internal and external levels; the internal one has components quite different from the external components. It involves the internal strengths and weakness, the external environment which consisting of the

political challenges, the economic trends, the technological innovation and the social and cultural changes as well as the ecological concerns.

The second step is to establish the government direction; this includes establishing the government vision and mission, goals and objectives, the government vision and mission establish the general direction of the government, and the goals and objectives narrow the focus to more specific targets. Only after obtaining the outputs of the environmental analysis can an appropriate vision, mission and goals be formulated.

Establishing strategies to achieve goals and objectives are the last step in the process stage of formulating the strategic plan; this involves determining appropriate courses of action. It includes such activities as analysis and planning and selecting strategies that increase the chances of achieving the goals.

Different quality techniques are used to assess the SPFP; this includes the generic approach such as goal-centred, comparative, normative and improvement approach (Platts *et al.*, 1996). Mintzberg, (1990) called for assessment of the strategic situation as part of Strategic Thinking.

Qualitative and quantitative assessment has been determined by Arnold (2008) the first one is subjective and the second is numerical. Both approaches have been used widely in assessing the SPFP

Another technique is being deployed by the European Foundation for Quality Management (EFQM) is called EFQM excellence model which was introduced for assessing performance and improving organization. This includes assessing the process of formulating of strategic plan.

Dubai Government has also adopted the Dubai quality award in the private sector in 1994 and the Excellence programme in the public sector in 1997 to adapt with the new and evolving demands of their constituencies (Schraeder *et al.*, 2005). It is accepted that the quality programme is the best means to achieve professional planning and control and to help the planning decision-making (Badri *et al.*, 1995) for the purpose of improving the performance by propagation the strategic plan culture in Dubai, it can be seen that:

- In 1994 Dubai Government initiated an award called Dubai Quality Award (DQA), for the private sector and developed the model later. It included nine as-

assessment criteria: Leadership, Policy and Strategy, Human Resources, Partnership and Resources, Process, Human Resources Results, Customer Results, Society Results, and Performance Results (DGEP, 2007).

- In 1997 it introduced another initiative, under the name of Dubai Government Excellence Program (DGEP) which extended the use of the above criteria to be applied to the Government Sector. It aimed at spreading the Quality Culture, in particular, the Strategy Culture.
- In 2000 it required all departments to develop their own strategic plans on a five-year basis.
- In 2006 it required all departments to participate in developing an umbrella and unified single comprehensive strategic plan for the government. Dubai, also, set out an eight year Government Strategic Plan (2007-2015) aiming at enhancing the role of local government and encouraging a strategic quality plan by implementing quality and excellence standards (Sharif, 2005; Scott *et al.*, 2004). Within the Plan the following priorities are highlighted for development and improvement.

However, the experience of Dubai rulers have developed strategic vision for the emirate development for more than half a century (since 1958) to be the road map which will make Dubai planning model a global brand to achieve a competitive edge by adopting strategies that consider the needs of the customer and that also have as their goal, the continuity of learning by depending on the elements of innovation and creativity and by maintaining a focus on providing new products and services (Neary, 2007; Porter, 2004). Though the experience of Dubai in strategic planning went through three phases, there has never been any assessment of the strategy formulation and implementation process. As no other Emirate of the UAE had formulated such a plan until the federal Government started this approach in 2007, Dubai Government Strategic Plan becomes the first planning model within the UAE.

Since the importance of excellence and quality management has increased in the UAE in general and Dubai in particular, this study attempts to understand the role of quality management in assessing the SPFP in Dubai Government and therefore, its main activities will be examined in the context of quality management thinking, It deals with

the Result, Approach, Deployment and Assessment and Review (RADAR) self-assessment excellence framework to assess the government SPFP. The focus is directed on the government, security sector. Then it focuses more on the Dubai Police Force which is part of the security sector. It investigates the policy and strategy excellence criteria based on the RADAR. This is a quality technique tool usually employed with excellence and quality to assess the SPFP taking into consideration the strategy excellence criteria in the EFQM or Dubai excellence program. This is applied at three strategy levels; government, security and Dubai Police. However, the results are protected by the state secrecy act and as such the strategy implementation results have not been published. This study also examines the organisational and cultural factors as barriers affecting SPFP in adoption of RADAR self-assessment tool.

1.1 Setting of the Research

This study will provide brief information about the United Arab Emirates in general and Dubai in particular, the place where the study was conducted in order to understand better the landscape of this study. This includes the political, economic, social, demographical and cultural issues. The United Arab Emirates is an Arab country, situated in the Gulf region, neighbouring three Arab countries; the Kingdom of Saudi Arabia; the State of Qatar; and the Sultanate of Oman. The political system is federal state consists of seven emirates, Abu Dhabi, Dubai, Sharjah, Ajman, Ras al-khaimah, Fujairah and Umm al-Qaiwain (Ojaili, 2000).

The country produces more than two million barrels of petroleum per day enabling it to sustain a high standard of living to its approximately two million inhabitants. Hundred thousands of foreign workers came for the country seeking for work opportunities, more than 195 nationalities, with different cultures forming the social community.

The presence of very large number of foreign workers has created exceptional situation in the country's public and private sectors. Most of people working in the private sector are foreigners who come from Asia continent, where those working in public sector are locals or from Arab countries.

As the result of petroleum wealth the country witnessed a huge development in different sectors and fields. The UAE constitutes a model by itself for the evolution and

transformation of the desert into a modern city state, and consequently. It has become attractive for global foreign investment (Nasser, 2003). These circumstances have resulted in the aggressive expansion in public buildings such as Hotel facilities, Entertainment centres, Shopping Centres and Malls, and most importantly the banking facilities and services which includes Money Exchange premises in addition to other service companies that have been established to meet the residents, tourists and visitors growing requirements in the market place, with security at the fore-front of these requirements. These circumstances emphasized the need of strategic planning for security and policing.

The location of the U.A.E occupy the territory on the eastern coast of the Arabian Peninsula, in the south west corner of the Arabian Gulf makes it a cross road for trade between the Eastern and the Western Worlds. Communication, transport and hospitality services are backbone of the economics of the country and a subsidiary to petroleum.

There are thirteen sea ports, six international airports, five free zones and four satellite earth stations. There are three national flight carriers: Emirates, Etihad and Arabia.

The executive authority in the Emirates is comprised of the following bodies: The President and the Vice President of the federation, The Supreme Council of the Emirate rulers and the Council of Minister. The power to select the President and Vice President from the members of the Supreme Council is entrusted to the same Council. The Vice President can only exercise his rights in the absence of the President (UAE Interact, 2010; Al-Serenia, 2005).

Dubai the second most important after Abu Dhabi, the capital, the Maktoums royal family hold all key positions in the Dubai Government : their power is absolute and their decisions are largely popular because they have overseen a period of prosperity. People pay no income taxes and the government has been shrewd in sharing the country's wealth through a generous welfare system. Although the U.A.E. nationals account for just one fifth of the country's 4.1 million inhabitants, they are the only people who matter politically. Expatriates have no representation in the political system (Anonymous, 2007a; Salloum, 2002; Porter, 2001).

Dubai's official religion is Islam. The other religions are free to openly be practiced and there are even a number of churches (Raja *et al.*, 2008).The U.A.E has long enjoyed a

reputation for its hospitality, kind and friendly attitude that exist in both business and social situations. Foreigners will find that they are treated with respect and kindness, and they too are in turn are asked to respond to their host's kindness by respecting the religious beliefs, local laws and customs (UAE Interact, 2010; Darwish, 2000).

In 2004, 92% of Dubai's GDP came from non-oil sources and this share is increasingly in real estate; banking and tourism. Reports suggest that Dubai's oil and gas will run out in 10 years. Dubai Government has encouraged foreigners to buy property and enjoy a Western lifestyle, making Dubai an obvious choice for the Middle East headquarters for international companies (Salloum, 2002; Porter, 2001).

The current population of Dubai is 1.978 million. Of those, 25% are local citizens, 12% are other Arab nationalities and 3% are Western expatriates, 60% are Indians, Pakistanis, and Filipinos who take the low-wage jobs. Languages spoken include Arabic, although Hindi and Urdu are also widely spoken.

1.2 Scope and Limitation of the Study

The study is conducted to examine and understand to what extent the quality assessment tools and practices can provide help in delivering efficient assessment tools for the stage of SPFP environment setting like Dubai. Testing of the quality assessment tools for strategic formulation in Gulf state like the United Arab Emirates is an extraordinary undertaking. No way to generalize the results to other setting environment not similar to Dubai's landscape.

Limitations of the study include the pilot of this research: initial discussions carried out in the process of planning for this work, the researcher met four experts in the fields of strategy and quality from the Dubai's executive council, in order to gain a detailed understanding whether Dubai Government adopted a SPFP which consider the policy and strategy excellence criteria based on RADAR self-assessment tool he met 17 managers of different levels. And the researcher as senior manager met MM and junior interviewee's respondents and tried to avoid any bias answers as it will be clear in chapter three.

1.3 Significance of the Study

The study will be a value added to those studies in the field of strategic quality management as well as strategic management and strategic planning as the academic ap-

proaches to assess the SPFP by quality techniques such as RADAR tool is still in their infancy.

This is evidence confirmed by the fact that the literature on this topic contains relatively little evaluation of quality management assessment approaches to SPFP.

1.4 Importance of the Study

The importance of Dubai Government Strategic Plan (DGSP) initially emerges from the fact that it is the first formal Strategic plan for the public sector in the UAE. The contribution of this study is closely associated with the need to further improve the emirate's security system. Within this context, RADAR is assumed to be an important self-assessment tool, in the strategy plan process in general, and in the formulation phase in particular (Clark, 2002; Grawala and Lorenzo,2007; Mayya *et al.*, 2007). In addition, its application to both an Arab and Islamic societal environment has implications that need to be considered. One such implication is the need to make modifications in RADAR in order to include these Arab and Islamic values. Whilst the Strategic control process in the private sector in the UAE has already been studied (Al-Sheikh, 2001), when this is taking place in the Security Sector it is important to re-customize RADAR to the specifications and characteristics of this field. After all, widening the view to analyse other self-assessment tools such as ADLI of American Excellence model, and PDCA of Deming is a must in order to develop a rationally maximized self-assessment tool. The fruit of all this effort would represent a developed, customised, realistic self assessment tool dedicated to the SPFP of Security Strategy in Dubai as an Arab and Islamic society, but perhaps applicable to other sectors and/ or societies having similar values.

This approach is supposed to maintain the stability of Dubai, and hence, attract investors, and support the dynamic economy in Dubai. This in turn, would support the economy stability since both internal and external investment is governed to a large extent by confidence in Dubai as a settled and peaceful place in which to invest (Al-Rahwan, 1998).

Consequently, ensuring the efficiency and effectiveness of the public sector is a prime objective of decision-makers (Al-Haj, 2006, Fawzi, 1996). This, and formerly mentioned factors raise above widen the importance of this academic effort, and this scien-

tific research. Furthermore the adoption of quality assessment on a strategic plan process approach is essentially formulated in western countries which differ from the Dubai culture.

The cultural diversity of the UAE population and the Dubai heritage among employees working in various government departments deserve a focus at the available models in light of what might constitute a special case like Dubai due to two reasons: first, the minority of the citizens amongst the population second, are scarcely represented in the private sector workforce. The UAE thus has a very unusual demographic setting as it clear in chapter four. The result of the culture diversity factor will provide the impact of this factor in the SPFP. In addition, seventeen people were involved from senior and MM in the Executive Council (EC) in the DG, who supervised the process of SPFP for all sectors, then the security sector and HQDP SPFP team.

The researcher summarise the finding results based on the key themes in two table consist of RADAR self-assessment of the SPFP, and the Arabic and Islamic culture factors, organisational culture factors and barriers that affect the SPFP from RADAR perspective.

1.5 Rationale for the Study

Public organisations have increasingly become involved in the change planned process by providing a variety of structural and operational models designed to add flexibility (Tushman *et al.*, 1986). In general terms RADAR is used as a self-assessment tool for the planning process and in particular for the SPFP. This tool is based on dividing the formulation and implementation sub phases into (approach, deployment, and assessment and review). This tool is a product of long term of international developments in the managerial theory, supported by the academic efforts of Deming. The first sub-phase is concerned with the approach of planning for a project (e.g. SPFP). This implies that any planner should consider such an approach when formulating a strategy. Although, this is a fruit of the international experience in management field, it mostly reflects the western experience and culture. Another point is that it's affected by the environment it was developed for (e.g. business field).

When such a tool is introduced to another culture (e.g. Islamic and Arabic Culture), and/or in another field of work (Formulating Police Strategic Plan) an adaptation of the

tool might be required to accommodate this type of variability, and perhaps on the principles it lies on. Last but not least, this tool needs to be rechecked and redeveloped to be applicable effectively and efficiently in the SPFP in the Police Sector in Dubai, which enjoys an Islamic and Arabic social Environment. In addition it should meet the customers' needs, and reach excellence, as these are among the most important criteria agencies need to consider (Andrew *et al.*, 2009; Peters & Watermann, 2004, and Porter, 2001). However, all excellence models use the concept of customer instead of citizen or citizenship to refer to the users of the models. This is in fact a debatable point.

The DGEP focuses on the concept of customer rather than on citizens as it is the case characterised by similar models in western societies. An explanation that can be provided for the adoption of the concept of customer is that Dubai is a cosmopolitan place and the role of the Police is different to other organisation. Gray, (2011) argues that when the public service is homogeneous, the concept of citizen is more appropriate to be used than that of customer and client even in cases where the relationship might be more complex. According to the same author the concept of citizen is based on equity, rights and universal access under the eyes of the law. This means that in the Case of the provision of the security and Police service in Dubai everyone has the same right to receive the same service within the legal framework and the authorities should not discriminate between citizens unless it is specified.

To the public authority the concept of citizen is more complex. For example a young person is to the Health authority of Dubai somebody that needs protection, to the Education Authority somebody that the state should invest on and to the security and Police somebody that might show a criminal behaviour. Furthermore, a citizen has also three interrelated dimensions in tax paying and voting, in social justice, and in community engagement. This brings in play the public accountability, the satisfaction of the social and human needs and an environment that offers equal opportunity of participation to all section of the society. These associations between these three dimensions offer to the citizen a number of opportunities for formulating and having benefits from the public service. The researcher concludes that based on the above arguments the relationship between public services and its users are more complex and difficult to be understood by the single concept of customer. On the question of complexity. Svava and Denhardt (2010) state that in cases of a single policy involving people with a direct stake in the

policy it makes sense to see them as customers. However, when users of the public services are required to be engaged in a wider spectrum of needs and interests of a diverse population the concept of customer or stakeholder becomes more narrow.

Security and Police quality is a long term public service which engages users in a long term relationship with the state. In that case the concept of citizen in delivering security and Police quality becomes very narrow.

This will be achieved through asking the strategy teams employees formerly involved in the SPFP in Dubai in the previous stages.

The absence of studies that aim at assessing the country's SPFP, and particularly in light of the dropping self-assessment tool within the Excellence Strategy, from the most recent strategic plan (2007-2015), makes an important element to support the rationale for this study.

This study involved seventeen experts and managers in the fields of strategy and quality from the executive council, security sector, and HQDP. This was an attempt to gain in depth insights of whether Dubai Government adopted a SPFP which consider the policy and strategy excellence criteria based on the RADAR self-assessment tool. If not, then what are the reasons? The result of this preparatory effort revealed the foundations for the rationale of this study.

1.6 The Main Cultural Influences On Dubai Strategy

As already highlighted, most literature in the SP field has originated from the West, the culture of which differs in many respects from that of developing countries, and indeed the Middle East, which in itself is characterised by Islamic societies and Arabian culture. Consequently, it is appropriate to investigate the cultural aspects of Dubai environment, and to consider how these may impact upon the formulation of strategy (Raja *et al.*, 2008).

In his definition of culture, Hofstede (1991, p.12) described it as "*The collective programming of the mind, which distinguishes the member of one category of people from another*". and more recently, culture has been explained by Findlow (2006) as the reality of life concerned with meaning, identification, values, knowledge, belief, laws, and customs.

It is worth noting at this point, that Arab management culture has been observed as being bureaucratic in nature, and one that influences the nature of the relationship of an organisation with its environment, as well as the relationships that exist among people within an organisation (Claver *et al.*, 2000).

The political culture in Dubai concentrates around the tribe ruler who is placed at the top of this political authority, Dubai is very different from other countries. In such a regime the decisions are usually taken by the ruler in a consultative environment with the people as transformational leader not autocratic that can satisfy different nationalities (Rees & Althakhri, 2008). In practice rulers tend not to implement their decisions in a direct manner, but use a number of middle layers of administration (Shabsough, 2010). This implies that the policy chosen by the ruler or at the top level will be implemented in an efficient way by a Weberian bureaucracy. Max Weber sees bureaucracy as an administrative tool that is operated by officials appointees characterised by great technical ability and rational behaviour (Dixit, 2009). Their ability to deliver is the result of their great expertise in their respective areas. It is assumed that they can efficiently implement theoretical laws. If they fail to do so this is not attributed to laws but to the inefficiency of the bureaucrats. In autocratic regime the case is somehow different as rationality and expertise come after political loyalty (Budhwar and Mellahi, 2007; Gross, 1964; La Palombara, 1962; Diamant, 1962). While this characteristic of the Dubai administration is different that the ruler is transformational and directive can reward and promote the people and can work in collectivist cultures (Brain & Lewis, 2004). Under such an environment the administrators in this system are mostly focusing on delivering what has been decided in consultation of the ruler with the people. However, in reality there are a number of problems and constraints associated with the implementation, and this is an issue that needs to be taken into consideration when designing policies in Dubai based on the culture of Dubai.

Hence, this moves in the direction of employee empowerment, and employee involvement in planning issues, are not welcomed, and clearly culture does affect the process of strategic planning in some Arabic countries but in not in Dubai.

As Hofstede argued that the difference in work-related values are the result of an underlying difference in culture. Culture difference has an influence in the SPFP. Hofstede (1980) has recommended four dimensions of culture difference between nations, and

clustered cultures according to whether they were high or low on each of these dimensions which he labelled as: "power-distance", "uncertainty avoidance", "individualism-collectivism" and "masculinity-femininity". This study will elaborate on the four dimensions and will relate that to the barriers of SPFP from the quality perspective.

1.7 Research Outline

Having considered the current and developing situation in the field of Strategic Planning in Dubai, this research study is pursued with reference to its overall aim, objectives, and the specific questions which flow from them. It follows the advice given by Collis and Hussey (2008) who state that while the purpose statement explains the general direction of the study, the research questions or hypotheses develop this further by providing the specific details.

1.7.1 Research Aim

The aim of the study is to investigate the RADAR self-assessment tool as quality framework to assess the SPFP associated with Dubai Government Strategic Plan (DGSP) level, security sector level, and the Headquarters of Dubai Police Strategic Plan (DPSP) level in particular, paying specific attention to the policy and strategy Excellence Award criteria, and recognising the how and why the organisational cultural factors and barriers affect the SPFP in the emirate of Dubai as the below diagram shows:

Figure 1-1: RADAR self-assessment of the three strategic level



1.7.2 Research Objectives

The research objectives follow from the overall research aim are:

1. Reviewing and understanding the relevant literature on quality framework for strategy development focusing in the self-assessment tool that are related to the Strategic Plan Formulation Plan and what the common types of critical successful cultural factors from Arabic and Islamic and barriers that affect the SPFP.
2. Building a new model of RADAR self-assessment tool that considers the characteristics of both Dubai as an Islamic and Arab society, the SPFP in Security Sector.
3. Examining how Arabic and Islamic critical cultural factors affect the SPFP and specifically what the barriers are towards a successful SPFP.

1.7.3 Research Questions

From the above objectives, several research questions are generated:

1. How can RADAR self-assessment tool help in assessing the Strategic Plan Formulation Process (SPFP) of the Dubai Government sectors, focusing in security and Dubai Police according to the strategy excellence criteria? Why?
 - 1.1 Does the SPFP include the current needs and future expectations of all stakeholders? And what specifically are needs and expectations of the society relating to the UAE culture?
 - 1.2 Does the SPFP include accurate information obtained from organisational performance measures, research and studies and the results of organisation learning?
 - 1.3 How the government, security and Dubai Police prepare, review and update the SPFP? And what specifically are aspects of the UAE culture to be considered?
 - 1.4 How the government communicate the strategy to increase the awareness of all people, and deploy the strategy through targets, as result of the SPFP? How the specific culture aspects are considered in communication and deployment?

2. How the government aligns people in terms of cultural differences, language, tradition and religion for SPFP?
3. What are the Arabic and Islamic critical cultural and organisational success factors and barriers influencing the quality of SPFP? Why and how?
4. How are the barriers affecting the quality of SPFP in Dubai Police, and why?

1.7.4 Contribution to Knowledge

The main contribution of this study is the attempt to provide insights regarding the assessment of SPFP within a governmental organisation in Dubai, namely the Police Force. This study is the first to be carried out in the UAE especially in the security of the assessment of the SPFP followed in the creation of the DGSP.

This academic work also contributes to knowledge through the analytical effort of three dimensional additions (organisational culture, RADAR and Islamic culture). Although the focus of this study is on RADAR, it critically reviews and contrasts a number of similar self-assessment models. So, this work would try to rationalize RADAR or seek a replacement tool that gains all the advantages of the three tools, and has the least portion of criticism. In addition to this comparative attempt, this study will propose a customised tool that will incorporate the Islamic and Arabic Values dominating the Social values of Dubai society and to the SPFP at the same time. The latter will deal with strategy from two perspectives; objective perspective dealing with strategy as a primary tool to guide Dubai Police, and formal perspective dealing with strategy as a criterion within the Dubai Excellence Model. This will require an analytical work of the Islamic and Arab Values compared with Western Values. The study will adopt a macro point of view in this analysis.

The fruit of this effort will be represented in a self-assessment tool of “Policy and Strategy” customized to the social, political, economic and cultural facts of Dubai, and collaborated with the nature of Law Enforcement task of Dubai Police. Though this may be applicable to other Police agencies, or even other agencies within Dubai Government, but the focus of this study will be on Dubai Police as a major case study of the research.

This will go in a context that allows for a consideration of the critical successful factors and barriers that affect the SPFP at government, Security and Police levels in Dubai from the western, Arab and Islamic perspective.

Finally, the findings of this research will make a practical contribution in supporting Dubai's executive authorities in their efforts to improve and develop their approach to SP. The study will constitute a base for the DG sector to implement the appropriate assessment tool for SPFP alongside policy and strategy excellence criteria, and thus contribute to the improvement and enhancement of the HQDP performance. As an extension of the contribution towards the development of the HQDP Force, other organisations within Dubai, and indeed the federal strategies adopted by the UAE will have the strong potential to reap the benefits.

1.8 Research Originality

The originality of this research would appear through the multi-dimensional analysis, and the production of a self-assessment tool to be used in the phase of SPFP, dedicated to Dubai Police. This will require that the materials derived from primary and secondary sources will only be used as premises in the course of analytical process, developed by the researcher. Another point in the originality of this research is that, there has been no previous research that has examined SP in Dubai public sector, nor has this subject been explored in the Gulf region as a whole.

1.9 Stages of the Research

The research will progress through the following stages:

1.9.1 Stage one: Literature Review

The literature review will build a research framework based on existing resources. In doing this, a wide survey of the literature appropriate to quality assessment of SPFP will be examined. Additionally, the review will consider the specific case of assessing the SPFP in the Dubai public sector. Moreover, the literature relating to research methodology will be scrutinised in order to ensure that the research instrument chosen for the study is the most appropriate for the task, and that the questions posed are designed to reflect the theoretical and practitioner aspects which the literature considers.

1.9.2 Stage two: Research Methodology

The researcher analysed different philosophies and approaches to understand and considered in order to ensure that the most appropriate approaches and techniques to research are used. Hence, the various research philosophies and approaches have been explored qualitative and quantitative (see chapter 3), and since this research was intended to be more open-ended than quantitative using interviews rather than pure statistic, the decision was reached that a mainly qualitative method is suitable, since this is known to yield generous insights from which sound conclusions can be reached from the case studies in Dubai (Government, security sector, and Dubai Police) and the UK (HMIC, and South Yorkshire Police) . The semi- structures interview is the main source of collecting data from the case study, documents to avoid bias, and observations.

1.9.3 Stage three: Data Analysis

This stage will involve a overall detailed analysis of the data collected via the semi-structured interviews with small number of TM and MM level to use the quality framework (RADAR) to assess the SPFP in Dubai with various well-informed and key personnel, through the review of documentation in the Dubai Governement and Dubai Police, and observation other material gathered as part of the overall case study requirements, and analysing the data collected based on suitable method adopted by (Creswell, 2003) as it clear in chapter three.

1.9.4 Stage four: Discussion of Findings

This stage discusses the data finding result achieved by the researcher observations based on reviewing the interviews and documentation will involve a detailed analys is qualitatively of the data collected via the semi-structured interviews with various well-informed and key personnel to concerned the assessment of the SPFP by RADAR, and identifying the organisational and cultural factors, and barriers affecting the SPFP, how and why it affecting the formulation process through the review of documentation, and other material gathered as part of the overall case study requirements and linking to the literature review around the RADAR.

1.9.5 Stage five: Conclusion and Recommendations

An overall conclusion will be presented in relation to the study's aim, objectives, and contribution to knowledge. Hence, the originality of the research will be illustrated. Recommendations for future research will be highlighted. A more schematic approach of research the framework that is followed in this study is shown in the figure below

Figure 1-2 Structure of the Research Stages

CHAPTER TWO LITERATURE REVIEW

2.0 Introduction

In both the private and the public sector, Strategy has become an important and valuable tool to raise efficiency and effectiveness within a complex, dynamic and changing environment and to cope with competitive challenges. Strategic management leads to the formulation, implementation and control of actions to achieve the organisation's objectives (Friend, 2009). Johnson and Scholes, (2008) define strategy as the direction, purpose and scope of an organisation over the long term. It can be considered as a plan, pattern, position, perspective, and ploy (Mintzberg, 1990).

Most organisations are under pressure to cope with increasing rates of environmental change, turbulence, complexity and meeting customer needs (Poole, 1998). These needs raise questions about how strategies are best formulated to manage the future, by not only assessing the outcomes but also by assessing the quality of the SPFP (Acur and Englyst, 2006), which requires commitment from Top Management (TM) to develop a shared mission or vision and an understanding of critical success factors, excellent organisation, measurable objectives, key processes and monitoring (Dess *et al.*, 2007; Bin Rashid, 2006; Oakland, 2003; Daft, 2003).

Strategic Planning is relevant to the UAE to manage its physical and cultural wealth, and its complex challenges (Abdullah, 2007; Darwish, 1999). The quality of strategic planning is placed at the centre of the debate in this study. Thus, the main target of the literature review is to explore what has been found as appropriate quality assessment tool of SPFP in Dubai Government strategic plan and the Arab and Islamic world. Also, it reviews the organisational and cultural factors as barriers of the SPFP. The review will support the researcher in identifying an appropriate research methodology. In order to help the reader to understand the main issues involved the literature review has been divided into three main parts.

Part One: This is the part that examines the definitions of quality, the development of quality, TQM tools and techniques, and also critically reviews the literature on quality assessment levels and style, quality assessment and SPFP. These issues are shown in this chapter in an attempt to acquire a better understanding of the TQM philosophy and

quality assessment. In addition, this part reviews the quality and excellence awards such as the Deming prize, Malcolm Baldrige Quality National Award (MBQNA), and European Foundation for Quality Management (EFQM) award, Dubai Government Excellence Program (DGEP), Benchmarking among excellence models (MBNQA, EFQM, and DGEP) and strategy excellence criteria and the RADAR tool, ADLI tool and PDCA tool. It also investigates the business excellence model success and failure as well as other quality models.

Part Two: This part introduces the organisational and cultural factors affecting the SPFP from the quality perspective, the formulation approaches and tools, rational and continuous process, with critical success factors of SPFP, the impact of the Arabic and Islamic culture factors upon the SPFP and in particular Police culture and Barriers of SPFP. In addition, this part looks at Self-assessment and the barriers to SPFP related to the Police Force. The aim of the literature review is to create a research framework in order to propose a self-assessment excellence strategy model within a specific Arabic and Islamic cultural environment which of course will be a significant improvement to the current approach.

Part Three: This part summarises the key findings and conducts a critical analysis of the main issues. This objective of this part is to formulate a conceptual research framework by highlighting the areas that need to be improved leading to a better excellence award assessment model.

2.1 Total Quality Management

2.1.1 Introduction

Nowadays, global competition motivated many countries to go the extra mile by introducing strategic quality management, quality systems, quality assurance, and quality control to realise competitive advantage (Xie *et al.*, 1998 cited by Elhees, 2008). The quality strategies are the most miraculous competitive tools for economic development and business management (Pearce & Robinson, 2007; Hasan & Kerr, 2003; Belohalv, 1993).

Total quality management (TQM) and a strategic management proactive approach are two faces of one coin. It can deal with the environment competition on entirety, quality, and management (Besterfield *et al.*, 2003). It is also consisting of three factors, values,

techniques, and tools (Bergman & Klefsjo 1994). As quality assessment and the SPFP are the key elements of this study as part of the SP system (Acur & Englyst, 2006; Singh, 2004), SP and TQM have similarities such as they are dynamic, involve closed loop models, consider leadership issues, focus on process and results, improve the organisation effectiveness and efficiency process and contribute to the development of competitive advantage (Al-Dabal, 2001). Both of them are focus on stakeholder satisfaction, key performance results, employee involvement, and continuous improvement (Hindawi, 1998).

2.1.2 The Definition of Quality

The roots of quality go back to the early stages of human life but the efforts were not published until Taylor use inspection in 1919 to measure the work of people in the construction of buildings (Martin, 1993). The concern of quality increased in the early 1930s and more recently with the work of the quality gurus such Deming, Juran, Crosby, Feigenbaum and Ishikawa.

There is no universal definition of the quality such as Management in general and strategy theory in particular (Wit & Meyer, 2010; Martin, 1993). There is considerable debate about the nature of management, strategy, and quality in the Arab world. Some say it emerged from western countries (Pezeshkpur, 2001) or more specifically America (Bakhtari, 1995; Yasin & Stahl, 1990). Shabsough, (2007) and (Tayeb, 2003; Darwish, 1999) pointed out that it emerged from Holy Qur'an and Hadith. Certainly, in the Gulf countries has been influenced by western companies since the exploitation of the oil and gas reserves (Wilkins, 2001).

The quality gurus define quality as conformance to requirements (Crosby, 1979). Deming (1986) found, that quality should focus on the customer current needs and future expectation. In addition, Elhees, (2008, p.12) cited (Feigenbaum, 1991) founds that quality is the entirety combined of *"product or service characteristics of marketing, engineering, manufacture, and maintenance through which the product and service in use will meet the expectation of the customer"*. On the other hand, Chatterjee and Yilmaz (1993) and Garvin (1991) disagree with Crosby arguing that there is much more of concern to quality than conformance to design requirements.

As a result, there are arguments on quality definitions based on the customer's needs for products or services in the public and in the private sector. So, there is no universally traditional definition of quality. However, there is common agreement concerning the concept of quality and its significance to the customer and organisation.

2.1.3 Quality Journey

Sallis (2002) mentioned that quality has four stages of quality journey; Inspection, Quality Control, Quality Assurance and Total Quality Management .While the EFQM (2005) has added two more stages such as; business excellence, and sustainable excellence and integrated management system.

Davies, (2007) points to the linkage between SP processes and the excellence Model. The first two stages, start from the operational level toward the strategic level, which moves from inspection, monitoring, audit, assessment process and improving the capability. Quality Control is the second stage of operational level (Juran & Godfrey, 2000, p.420). The third stage means that Quality Assurance is the third stage of quality management development. It means that *"all the planned and systematic activities (are) implemented within a quality system and demonstrated as needed, to provide adequate confidence that an entity will fulfil requirements for quality"* (EFQM, 2005, p.13).

TQM as the fourth stage focuses on achieving the strategic objectives and operational goals with a level of quality that satisfies customers with less time and low cost (EFQM, 2005). Kanji *et al.* (1999) indicated that TQM approach was applied effectively in industries in the US in the 1980s. TQM can be defined as a set of techniques and procedures used to reduce or eliminate variation from a production process or service-delivery system in order to improve efficiency, reliability, and quality (Steingard and Fitzgibbons, 1993). TQM is able to facilitate the organisation's structure to create a quality culture, where every member of staff is able to work towards customer satisfaction (Sallis, 2002). James (1996) points out that TQM offers a means where fundamental management techniques, existing improvement efforts, and technical tools can be integrated under a well-organised approach focused on continuous improvement. Oakland (2003, p.34) states, *"TQM is an approach to improving the effectiveness and flexibility of a business as a whole"*.

Figure 2-1 The Quality Journey

Bergman and Klefsjo (1994) mentioned to five important keys of a TQM strategy which are:

- Focus on customer.
- Decisions should be built on facts.
- Focus on processes.
- Continuous improvement.
- All employees should commit to quality.

Dale and Bunney (1999) mentioned eight key elements of TQM, which are:

- Commitment and leadership of senior management;
- Planning and;
- organisation; Using quality management tools and techniques;
- Education and training;
- Involvement;
- Teamwork;
- Measurement and feedback;
- Working together.

Therefore, TQM introduces a philosophy that considers the integration of an organisation's vital entities in order to satisfy internal and external customers, exceeds their ex-

pectations and to achieve competitive advantage through a continuous improvement of its processes (Zeithaml *et al.*, 1990). It can be seen that different researchers and/or authors adopted different TQM definitions and frameworks based on their own findings and understanding of TQM and research objectives.

Generally, there is agreement amongst researchers and authors that TQM is a philosophy or approach to management focusing on customer focus, teamwork, continuous improvement, systematic process management, and supplier partnership. However, effective implementation of such a philosophy or approach involves a set of practices. The fifth and six stages of quality development, which forms the main part of the thesis explained in 2.3.3 , focuses on results orientation, looking at the following: customer focus, leadership, consistency of purpose and strategy, management by processes and facts, people development and involvement, partnership development, innovation and breakthrough thinking, cooperation and teamwork, continuous and permanent learning stakeholders (partners, employees, suppliers and society) and confidence, integrated performance management (EFQM, 2005).

2.1.4 Quality Assessment and Strategic Plan Formulation Process

Most strategy studies found that the strategic assessment provide evidence of the overall 'health' of the organisation (Maher,2009; Richardson & Evans, 2008; Dess *et al.*, 2007; Chernatony, 2006; Goold & Luchs, 2006; Longden, 1993). In fact, it develops criteria for assessing the overall strategy and functional strategy based on one or two generic approaches such as goal-centered, comparative, and normative and improvement approach (Platts *et al.*, 1996; Raghunathan &Raghunathan, 1994). It focuses on two questions. First, is the strategy being implemented as plan suggests? Second is the strategy working to achieve the required result? (Bound *et al.*, 1994). While (Acur & Englyst, 2006) integrated the above approach and suggested a general proactive approach to assess the quality of the SPFP and outcomes. Acur and Englyst (2006) cited in Mintzberg (1990) explain the quality assessing process as integration between the SF and ST (top-bottom). It starts with assessment of the strategic situation as part of Strategic Thinking, the learning and comparative approach, moving on to the goal – centred approach which is related to stable environment, then to improvement approach (Platts *et al.*, 1998). The following table shows the comparison between the four approaches:

Table 2-1 Four Quality Assessment Approaches

The assessment goal approach is an essential part of SP which is concerned with the current business objectives, direction and plans, while the comparative approach is part of ST and concerned with the dynamic and operation environment such as technological, cultural, political, social and commercial change. This study attempts to explain the relation between quality assessment and SPFP on these points with taking in consideration the normative and improvement approach.

2.1.4.1 Qualitative and Quantitative Assessment

Arnold (2008) and (Hayes & Wheelwright, 1984) divided two assessment types of measurement, qualitative and quantitative. Qualitative assessment is made on the foundation of data that are subjectively summarised and organised before any conclusions are drawn, while the quantitative method is based on data that is numerically summarised and organised before conclusions are drawn. There are two ways for presenting control as a direct and indirect assessment. The direct control includes personal interviews or face to face to direct operation to find the problems and challenges facing the formulation or implementation in different units, while the indirect control uses reports and other forms of written communication to assess the processes.

2.1.4.2 Quality Assessment Style

Karami, (2007) and (Tapino *et al.*, 2005; Bound *et al.*, 1994) mentioned that for efficiency and effectiveness quality assessment, there should balance and on-going adjustments between the formulation and implementation strategy process and balance between culture, rewards and boundaries. Mohamed (2005) cited (Thorsteinsson & Hage, 1991). The quality assessment process tool should go along with the SPFP based on

three different management styles that can be identified, as Mintzberg explained (Partington & Brown, 1997; Longden, 1993):

- **Top-bottom approach:** The traditional formal of quality assessment along with the SPFP is top-down (Volberda, 2006). This approach is concerned with building the organisation and applying the development systems (Al-Matboona, 2009). This means that the process of decision making and direction comes from the highest level to the lowest coming from the board of directors based on the individual objectives of the TM by assessing the formulating process of the organisation mission, vision and values (Dess *et al.*, 2007; Everett *et al.*, 1989). Resources are allocated down to the operational level (Maher, 2009; Singh, 2004).
- **Bottom-Top approach:** This approach is concerned with the control and SPFP, activities and procedures moving from the bottom of the organisation to the TM (Beer *et al.*, 1990 cited by Al-Matboona, 2009). There is commitment from the employees to initiate change and to participate actively in developing the vision and finding the best programs for developing the leadership skills, spreading the change culture in the organisation.
- **Interactive and Mix approach:** This approach combines the first and second approach and making a balance. It is commonly used in the largest organisations, and is preferred by the researcher. Mix approach is the best, therefore, this study is proposing to add the bottom up to already existing top-bottom in Dubai Police in order to make it more effective and enable to empower all employees. This has already been suggested to the Dubai Police Force and it has now been successfully implemented.

2.1.4.3 Strategy Quality Assessment Level

Assessment and control can be divided into two major categories: strategic control and management control (Merchant, 1998; Camillus, 1992), or strategic feedback and operational quality feedback control (Des *et al.*, 2007; Singh, 2004). Angelakis (2009) cited in (Merchant, 1998) argues that strategic control is focused on the external issues, TQM control is focused on process, while management control is focused on internal issues such as employee and organisation goals, or it involves measuring the actual performance against pre-set standards and taking corrective action when required (Dess *et*

al., 2007). Singh (2004, p.232) define the strategy control as "feedback , appraisal and reward congruence between decision and intended check on validity of strategic choice , creating input for new strategy and overcome with barriers such resistance ,communication, formalizing beliefs and setting boundaries on acceptable strategy behaviour and motivating discussion and debate about strategy uncertainty". The input of feedback process control developed to avoid the problems in quality control and provide the product and services to meet the customer needs, while the output consists of a system of process controls (Simons, 1994; Juran & Godfrey, 2000). Belohlav (1993) found that process feedback control can create competitive advantage such as superior efficiency by assessing inputs to produce output, quality of services, innovation to encourage employee to feel empowered to be creative and take risk and fast customer responsiveness. Sharif (2005) explains the quality assessment shown in Figure 2.2.

Figure 2-2 Strategic Control Process

The quality of strategy process feedback control is included in the following steps (Tapinos *et al.*, 2005; Singh, 2004; Bound *et al.*, 1994):

- Establishing standards and targets: Managers seeking to implement effective planning and control processes must have a useful model of assessment (Tapinos *et al.*, 2005; Gupta & Sharma, 2004). The strategic formulation must identify standards of performance and targets based on the past achievement and benchmarking which should achieve efficiency, quality, innovation and customer satisfaction (Jauch & Glueck, 1988). Control is not possible without benchmarks, because the quality of planning can affect the exercise of control (John & Camillus, 1988).
- Measure Organisational Performance: Current organisational performance should be assessed by the strategic audit which is an examination and assessment of particular areas of performance (Sioncke & Parmentier, 2007). The strategic audit may be quite formal in nature, based on organisational rules and procedures, or it

may be much more informal allowing managers wide direction in deciding what organisational measurements should be taken and when (Bourn, 2000; Jauch, & Glueck, 1988). The benchmarking for standard of performance and the information system is the key factor for assessing the performance such as accounting, reporting and communications system (Singh, 2004; Youssef & Zairi, 1995).

- Compare Organisational Performance to Goals: After measurements of the performance are taken they must be compared with the established benchmarks, these being the organisational goals and standards. The goals clearly are concerned with the organisational achievement and direction (Dess et al., 2007), while the standards are developed to reflect these goals. Hence, TM must develop standards in all performance areas touched on by established organisational goals (Certo & Peter, 1990).

- Take Necessary Corrective Action: This stage is the final step. In this step top managers should take any corrective action that is warranted, effectively engaging in change management to ensure that the organisation functions efficiently and effectively in the effort to attain its goals and perform to the established standards. These can be achieved by the checking of performance, checking of standards and reformulating the strategies, plans and objectives (Singh, 2004; Certo & Peter, 1990). All these aspects have been already considered in the Dubai Police approach

2.1.4.4 Traditional Quality Assessment Approaches

There are two approaches to assess the SPFP which are general and should contain also non-financial measures such as efficiency, loyalty, quality, innovation and responding to the customers and leading indicators of effective strategic management (Nagar & Rajan, 2002). The traditional approach as (Dess *et al.*, 2007, Bound *et al.*, 1994) mentioned that this approach is a single loop and instrumental in nature and involves correcting variance in known cause and effect relationships so that the desired outcome is achieved or based largely on feedback approach from the performance. Performance measurement is one of the strategic development elements such as strategic control to deliver quality of strategy (Najmi & Kehoe, 2001) and to reach the quality dimensions such as: time and financial aspects and satisfied customers (Dixon *et al.*, 1990). McNamara (2008) indicates that this is an on-going feedback loop from collecting information on performance and feeding the result of the TM for strategy the measurement of

performance, thus informing the strategy formulation for the TM (Karami, 2007; Tapinos *et al.*, 2005; Cole, 1993).

On the other hand some researchers argue that performance measurement is not linked to all strategy and cannot be used for strategic planning (Hudson *et al.*, 2001). One disadvantage of this is that it is only at the end of the time period that feedback is acted upon, and it is thus not able to pick up changes rapidly, perhaps only quarterly or monthly. So, TM is not necessarily involved in providing much sense of direction in the interim. Furthermore, lack of this measurement acts as a barrier for quality development (Tapinos *et al.*, 2005). On the other hand, the environment is stable with relatively simple goals and objectives. There are three steps of the traditional approach (Singh, 2004):

- Strategies are formulated and TM set goals.
- Strategies are implemented.
- Performance is measured against the desired goals.

Figure 2-3 The four types of strategy and operation control.

- **Premise control:** continuous and systematic questioning of the premises, assumptions and predictions upon which the formulation and implementation strategy. These take into account internal influences such as the style of management, the relationship between the government and its employees, the process of participation at different levels of the decision making process etc. This approach has never been in the focus of government in relation to the security and the Dubai Police approach. Thus, this study proposes the introduction of such influences in order to improve the quality of implementation and outcomes.

- **Special alert control:** on-going reassessment of the firm's strategy based on an unexpected event: a crisis team to handle the firm's initial response to unforeseen events that may have effect on its strategy. In the case of security and the Police this can have practical implications on the effectiveness in dealing with unexpected security or Police matters situations?
- **Implementation and tactical control:** assessment over time of incremental actions, to inform the overall strategy. This can involve a variety of different programmes and tactics, investments and interventions. Managers responsible for implementing controls may use approaches that monitor the phase of thrusts as critical factors. Another approach is to use stop/go assessments that are linked to time costs, research and development, success in order to refocus the firm's direction (Dess *et al.*, 2007). This to some extent can be introduced at a governmental organisation such as the security and the Police Force organisations.
- **Strategic surveillance and operation control:** designed to monitor internal and external environmental changes that might affect implementation of the Strategy. This should provide on-going broad-based observation in all daily operations, and may uncover information relevant to the firm's Strategy (Singh, 2004).

However, Figure 2.3 also shows that strategic surveillance not only affects the implementation of the strategy but also the formulation and outcomes. In this way, the visionary view of the leader of Dubai Police function as strategic surveillance is to make sure the strategies are implemented to create the desired benefit. In the traditional approach the strategy manager writes reports about the responsibility of lower or middle level management who pass them upwards to the TM level, taking into consideration the timescales required to correct any deviations identified. Moreover in the long term a time allowance should be incorporated to allow for any corrective action and the timely reporting of results (Jauch & Glueck, 1988; Yasin and Stahl, 1990). In contrast, in the contemporary approach the report should include the evaluation techniques and control employees to their managers would be motivated to evaluate strategy by intrinsic versus extrinsic reward and financial versus non-financial rewards and performance based membership based rewards (Bound *et al.*, p.24). Consequently, the TM looks at finding useful control reports from the strategy manager about the performance and the extent

of progress towards the vision and strategic direction of the organisation as this is considered to be one of the most important inputs in the process of developing the SP (Dess *et al.*, 2007).

The Balanced Scorecard (BSC) is a framework for formulation and implementation strategy, dealing with the financial, customer, internal and innovation and learning perspective (Kaplan, 2007). It is a tool for the strategic control and process control which determines the TM performance indicators that can be used to lead the policy and Strategy from business planning to improvement and continuous learning (Thomas, 2007). It translates the organisation's mission into strategy & from there to measurements of performance across the whole organisation (Campbell *et al.*, 2006; Hammer & Champy, 2001) such as the security organisation (Gerald, & Jackson, 2008). It demonstrates the strategy formulation; concerned with collecting data related to the goals of the organisation (Phillips, 2007), create budgets, and design information system for performance measurement (Kaplan & Norton, 2001). Witcher and Chau (2007) and (Defeo & Janssen, 2001, cited by Pun & White, 2005) argued that BSC is not a comprehensive model because it is not covered from a society perspective such excellence awards. While (Forstner, 2010) said it can integrate it with excellence award.

Dess *et al.* (2007) and Faulkner and Campbell, (2006) pointed out that quality control to assess the SPFP needs to build strong culture in order for the organisation to perform. This has led the researcher to investigate the impact of Organisational and cultural factor and barriers to the SPFP.

2.1.5 Business Excellence Award Models as a Contemporary Assessment Approach

Campbell and Rozsnyai (2002) and (Hoyle, 2001) define the concept of quality as excellence. The excellence as contemporary approach is one of the modern control approaches and improvements strategic processes that along with statistical tool and non-numeric subject evidence. The contemporary approach is a double loop and it occurs when the assumption of control within which instrumental action takes place are challenged (Bound *et al.*, 1994, p.24). It fits better with the competitive and complex environment, (Hill & Jones, 1998 cited in Singh, 2004) and with the Quality requirement (Karami, 2007; Sioncke & Parmentier, 2007). In this approach, the relationship between the formulation and implementation of strategy as well as control, are much more

closely related. There are two different levels related to the contemporary control approach (Dess *et al.*, 2007; Faulkner & Campbell, 2006):

- **Informational control:** concerned with the internal and external environment as the basis for strategy, whether the organisation is doing the right thing or not to find fit goals and strategy.
- **Behavioural control:** concerned with the formulation and implementation of strategy. Whether the organisation is doing the right things or doing the things right with require balancing between culture, reward and boundaries can be useful to implement behaviour control within the competitive environment and the implicit long term contract.

The contemporary control system has to fulfil a number of conditions in order to be effective:

- The approach should be more focused on all time environment change information so that the TM takes a serious action strategy.
- The information is important enough to require frequent and regular attention from the middle and lower managers.
- Collecting data and information from the control system should be discussed as face to face in the interview.
- The contemporary control system is a key method for continuous fundamental data.
- The successful organisations should focus on the governance mechanism that the outcomes should align the strategic control system and shareholders' interests (Mintzberg, 2008; Dess *et al.*, 2007; Loveridge, 2006) and whether the organisation's activities and performance are established and maintained to the quality required (Karami, 2007; Sioncke & Parmentier, 2007).

The benefits of the Contemporary Approach for good governance are:

- A committed and involved board of directors.
- Shareholders activism.
- Effective managerial rewards and incentives.(Mintzberg, 2008)

2.1.5.1 Self-Assessment Business Excellence Award

Some developed and developing countries have created their own quality model award system to encourage private or government sectors to develop the economy and performance in general. Examples include the Malcolm Baldrige National Quality Award (MBNQA)-USA, European Foundation for Quality Management (EFQM), and Deming Prize (Japan). Most of them usually focus on one specific product or service and are based on the concept that the most significant tools by the TQM field efforts within any organisation can be evaluated assessed and measured (Kay *et al.*, 2003; Ghobadian & Woo, 1996).

The main principle of the awards is that leadership drives strategy by driving all activities within the organisation towards achieving both the desired business results as well as customer, community and employee satisfaction (Hindawi, 1998; Nakhil, 1994). The role of the strategic leader is to set the direction of the organisation and to design it in such a way as to develop a culture committed to excellence within a learning and ethical environment (Des *et al.*, 2007; Faulkner & Campbell, 2006; XIE *et al.*, 1998; Bounds *et al.*, 1994).

Elhees (2008) cited in (Ghobadian & Woo, 1996) points that awards can have different aims, such as to:

- Enhance awareness of TQM culture for competitive advantage.
- Promote systematic self-assessment.
- Encourage distribution and sharing of information of successfully deployed quality strategies.
- Support understanding of the requirements for the achievement of quality excellence.
- Encourage industrials to have a continuous improvement process.

Blades, (1995) indicates that a given quality model should demonstrate three characteristics including simplicity; this means a model should be understandable, memorable and easy to use. Second, pictorially representative, while pictures are easily remembered since, "*a picture is worth a thousand words*" particularly for educational purposes. Finally, a model must be meaningful of the concepts for which it is being used. The primary elements of the three quality awards are summarised in table 2.2.

It is clearly indicated by this comparative table that the culture factor is absent from the quality award models. Furthermore, all three excellence models have a business flavour as they address their target audience as customers. These models focus on customers in a business sense and not on citizens or people. This creates a gap that needs to be further investigated in a future research undertaking.

Table 2-2 Primary Elements Of The Three Quality Awards (Deming Prize, EFQM, AND MBQNA)

Kangi, (2002) supports Kirke (1999) findings when he measured comparative weighting of excellence criteria's from country to country such as: the EFQM,MBNQA and Deming, He found that highest weight for the enablers such leadership ,policy and strategy , people and process in EFQM than MBNQA and Deming while the results in MBNQA is the highest except for the society results. This study combines the critical factors of famous excellence awards which emerge from Deming prize and includes nine criteria's that deal with the RADAR self-assessment tool and cover the quality approaches as it will be explained in awards that follow (Miguel, 2001; Juran & Godfrey, 2000; Deming, 1996). (Kangi, 2002) find positive correlation among the criteria for each quality award, he put the importance of each requirement with maximum R: 5 for the highest correlation and minimum R: 1 for the lower correlation, and timing the number with the weight of each importance in the second column.

Zairi (1999) points out that performance assessment is built in to organisational strategy through setting objectives and through a chain of Excellence standards. It is concerned performance assessment with providing value and satisfaction for the customer as a strategic choice and this is what underlies its mission, vision and policy (Naveh & Marcus, 2005; Satish, 2003; Yong & Wilkinson, 2002; Mehra *et al.*, 2001; Beecroft, 1999; Liang, 1997; Tummala & Tang, 1996; Bounds *et al.*, 1994).

2.1.5.2 Deming Prize

The Deming's Circle was introduced by Japanese scientists in 1951 (Deming, 1996). This approach includes 14 points within the improvement process starting with setting quality standards then planning methods through to out-going quality level improvement, then starting again in a circle of 'plan, produce, check and correction of process' (Juran & Godfrey, 2000).

Deming found that by far the most significant failure factor (85%) in organisations came from their focus on materials and processes rather than on employees and their

performance (Dobson, 2002). In particular, the impact on the private sector and public organisations was deep. Both directly and indirectly, but unquestionably positive, and ranging from small companies to corporate-wide implementation, being used, for instance, based on statistical quality and control methods and techniques to gain the competitiveness of the Japanese industries (Miguel, 2001; Vinzant & Vinzant, 1999; Ghobadian & Woo, 1996 cited by Elhees, 2008).

Ghobadian and Woo (1996) pointed out that the main purpose of Deming Prize is to spread the quality values. This can be achieved by recognising performance improvements flowing from the successful implementation of organisation-wide quality control. For instance, statistical quality control techniques are used to evaluate the performance of senior executives based on a checklist (Deming Prize, 1996). This checklist emphasises the importance of top management's active participation in quality management activities and understanding of the main requirements of quality improvement programs. It also offers senior executives with a list of what they need to do. It should be noted that under each element provided by Deming Prize, a number of detailed aspects related to such elements are given, in addition to the aspects offered by the checklist where the performance of senior executives can be assessed and evaluated effectively. For example; how well do they understand quality control, quality assurance, reliability, product liability, etc.? How well are targets and priority measures aligned with policies? (PDCA).

2.1.5.3 ADLI and Malcolm Baldrige National Quality Award

Since 1987, the MBNQA's have developed from just a measurement of American organisational quality to a guideline for companies and the public sector to raise standards, increase customer satisfaction, and improve the organisation's overall quality of performance in their quest for excellence (Hides *et al.*, 2004; Kay *et al.*, 2003; Dahlgard *et al.*, 1998). The challenges during these times were (Kirk, 1999; Tummala & Tang, 1996):

- Increasing claims by the customer for quantity.
- More strict demand for quality.
- Increasing competition in the market, pressing profit margins.
- Increasing wages and labour costs.
- More vigorous laws for environment control.

To make it fair and logical (due to the uniqueness of the internal and external factors for each organisation), the MBNQA has developed a comprehensive TQM model that is fully integrated into strategic planning and implementation (Easton, 1993; Garvin, 1991). It provides a self-assessment tool to refine the organisation annually, with main improvements implemented every two years (Elhees, 2008; Al-Haj, 2006; MBQNA, 2004; Vorkurka *et al.*, 2000), within the following framework:

- To support organisational performance practices, capabilities, and results.
- To produce communication and exchanging of best practices information among the organisations.
- To provide a tool for managing organisation performance, planning and opportunities for learning.

To assess the MBNQA seven criteria (see table 2.3), a tool called ADLI (Approach, Deployment, Learning, and Integration) was developed using these four factors for evaluation, with two evaluation dimension, namely, Process and Results (MBNQA, 2004), and linked to the scoring system. The process refers to the methods an organisation uses and improves to address the items requirements in categories 1-6. On the other hand, the results refer to the organisation's outputs and outcomes in achieving the requirements in category 7. The four factors used to evaluate results are:

- The current level of performance
- Rate (i.e. slope of trend data) and breadth (i.e. how widely deployed and shared) of your performance improvements
- The performance relative to appropriate comparisons and/or benchmark
- Linkage of your results measures (often through segmentation) to important stakeholders; program offering, and service; market; process; and action plan performance requirements identified in the organisational Profile and Process Items

In particular, Zairi (1999) argues that MBNQA examines the strategy criteria. In particular it examines:

- How the organisation determines long-term requirements, expectations, and preferences of target and/or potential customers and markets, to understand and anticipate needs and to develop state-citizens opportunities.

- How the organisation's strategy and action plans are deployed including key performance requirements and measures, and an outline of overall human resource plans.
- Estimates how the organisation's performance projects into the future relative to key benchmarks.

2.1.5.4 RADAR, European Foundation Quality Model Award, and Dubai Government Excellence Program

The EFQM award was set up in 1988 by members of 14 top European businesses to provide a self-assessment approach to assess the Excellence for European businesses. This self-assessment approach has the aim of using the TQM model to improve competitiveness. How the organisation sets strategic directions to better define and strengthen its competitive position. This describes how the strategy development process leads to an action plan for deploying and aligning key plan and performance requirements. It had nine criteria grouped into categories named "enablers" and "results". They focus on different aspects related to the processes and activities offered by organisation which will be discussed in the following section (Sun *et al.*, 2004; Dale *et al.*, 2000; Chelsom *et al.*, 1998). These aspects are divided into in two main categories:

- The framework: enablers such as leadership, strategy, people, partnerships, resources, processes, products and services.
- Results: such as customer results, people results, society results, and key results (EFQM, 2010).

2.1.5.5 The Dubai Government Excellence Program Criteria's

Dubai Government established it's own excellence program in 1997 based on the EFQM. The aim was to address global competitiveness successfully (Bin Rashid, 2006). Discussing the adoption of quality standards by Middle Eastern countries generally, Zairi (1996) noted that most of these countries were more concerned with International Standard Organisation (ISO) than quality or excellence standards. DGEP marks a departure from that approach and it borrows principles from models in developed countries, such the MBNQA, and the EFQM to deliver the desired economic, social, environmental and cultural outcomes through the use of the Excellence Standard (Scott *et al.*, 2004) to satisfy the customer needs (Gamble, 2008). It derived the main standards from the EFQM model as being compatible with all the modern changes in the admini-

stration and quality field at the international level, coping with the development of government work in Dubai and the UAE environment. According to Al-Awer, (2008) the DGEP is the newest and most comprehensive model in the world based on the Quality conference in the USA in 2008. The Dubai model like other international excellence models ensures that the levels of assessment are based on identifying the objectives behind assessment. Control is undertaken according to standards of performance management, human, technical, or financial at the organisational level, at the projects level and at employees level, depending on the element of knowledge, creativity and learning, (Sioncke and Ann Parmentier, 2007), so as to reach the highest degree of performance such all international Excellence awards (Zairi & Emark, 2005). The DGEP uses the same nine criteria as the EFQM and breaks them down into a number of core components, a set of criteria, processes and key performance results, and composed by different sub criteria to take into account Dubai's environment as shown in figure 2-4 (DGEP, 2007).

Figure 2-4 Dubai Excellence Model

Those components follow a loop starting from the enablers that lead to performance results and then the outcome is fed back to enablers in terms of learning and innovation. In particular the leadership is associated with the TM including the director, general manager, and group directors in the Government Authorities. It drives all criteria, policy and strategy, people management, resources and process leading to achieving cus-

customer satisfaction, employee satisfaction and impact on Dubai society. This will lead to excellence in business results and takes into consideration the relation between leader and employee, the ruler with the people, based on Dubai culture which emerges from the Arab Islamic culture. This is why it is argued by experts in the area that the policy and strategy should focus on how to achieve the organisation mission and vision through the adoption and implementation of strategic plans, programs and goals, regulations and procedures of clear and sophisticated assessment criteria including the following sub-major criteria (DGEP, 2007):

- **The first strategy assessment criterion:** The extent to which the policy and Strategy based on the needs and expectations of present and future for all concerned including the assessment criteria subsidiary. This involves first of all the gathering and analysing information to ensure adequate understanding and knowledge of the working environment and the circumstances surrounding the state service. Secondly, this criterion assesses the level of familiarity and sensitivity and responsiveness to the needs and expectations of all concerned. Finally, it attempts to understand the extent of future developments and their impact on the service and to all concerned.
- **The second strategy assessment criterion:** This deals with the adoption of the policy and Strategy on accurate information obtained from organisation performance measures, research and studies and the results of organisation learning, etc., (Faulkner & Campbell, 2006). The assessment criteria subsidiary:
 - Benefit from the results of the internal institutional performance indicators.
 - Benefit from the results of organisation self-assessment.
 - Look at and identify best practices and assurance of applicable utilisation.
 - Understand and use the results / impact of economic variables, social, technical, etc.
 - Make use of the information, complaints and suggestions from all concerned, and the results of the views of all concerned and their views on the organisation.

- **The Third strategy assessment criterion:** This looks at how to prepare, review and update policy and Strategy assessment criteria including the sub-criteria:
 - Preparation and development of policy and Strategy in line with the vision, mission and values of the organisation.
 - Policy and Strategy balance between the requirements and expectations of all concerned.
 - Include policy and Strategy options and scenarios and alternative plans to cope with changes and developments.
 - Specifically to include Strategic success critical factors.
 - The Strategy specifically for the current and future opportunities.
 - Policy and Strategy in line with the vision and future direction of the Government of Dubai.
 - Reflect the policy and Strategic concepts of excellence and best practices.
 - Include policy and Strategy specifically for those responsible for the formulation and review and update.
 - Regularly reviewed and updated policy and Strategy and to ensure their suitability and effectiveness.
- **The fourth strategy assessment criterion:** This explains the delivery and implementation of policy and Strategy through the framework of a series of major operations in the constituency, including the assessment criteria subsidiaries:
 - Identify and explain the general framework which includes a series of operations and procedures for the implementation of key policy and Strategy.
 - Explain the policy and Strategy for various levels in the constituency and functional definition for all concerned outside and assesses the extent of their knowledge and absorption of it.
 - The adoption of the policy and Strategic basis for planning activities and -
 - identify targets at all levels in the organisation.
 - Coordination and to identify and agree on priorities and delivery plans and objectives for all levels and follow-up on the achievements over the implications. What happened in Dubai was that after eight years of the model being

implemented no apparent results have been obtained in the private as well as in the public sector. This is attributed to the lack of communication between the strategic management department and the excellence award department. This led to a waste of significant resources in both departments. Lack of coordination and communication as well as cooperation could be attributed to the culture barriers which are investigated in chapter five.

- Preparation of an integrated mechanism of the reports and follow-up progress in the achievement.

It is clear that the stated objective of the policy is to take into account the internal and external environments, including *'the needs and expectations of all concerned'*. (Zeithaml *et al.*, 1990) The effectiveness of this will be examined later.

2.1.5.6 RADAR Tool

The RADAR self-assessment tool is a universal, modern control and improvement process tool that combines the qualitative and quantitative statistical approach to assess and refine single processes, process structures, various processes, approaches, and any results, at any maturity level. Its use leads to four main results as shown in Figure 2.5 (Forstner, 2010). It is *"a dynamic assessment framework and powerful management tool that provides a structured approach to questioning the performance of an organisation"* (EFQM, 2010, p.22). The qualitative approach considers the factors of leadership, strategy, people (motivation, recognition and reward), partnership and resources, and process (Juran & Godfrey, 2000). The quantitative approach is based on tools such as basic data collection, data analysis using the Pareto principle, fish bone diagrams, metrics and indicators of the quality performance amongst others (Clark, 2002), or key indicators and key perceptions (Forstner, 2010). This has emerged from the Deming principle (Plan, Do, Check and Act) that describes the process of performance transformation (strategy, structure, product design, machinery, procedure rules for conduct, material and human resources) (Bounds *et al.*, 1994). The process generates results and reaches the most critical factors such as leadership, human resources, financial resources and strategy making, the areas for critical improvements, providing a focus for continuous improvement, increased customer focus, increased top team efficiency and organisational awareness of the need for continuous improvement (Wit & Meyer, 2010).

The DGEP and EFQM models deal with RADAR (*Results, Approach, Deployment, Assessment and Review*). Elhees (2008) summarised the function of the RADAR self-assessment tool in the following points:

Results: This means understanding the degree of coverage, the existence of positive trends, the comparison of negative trends with best practices in external organisations to achieve the policies and strategies that have been implemented. The assessment of the results is based on the Relevance and Usability (scope and relevance, integrity and segmentation) and Performance (trend, targets, comparisons and causes) (EFQM, 2010).

Approaches: These determine the strategy results and the plan and development of an integrated set of sound approaches to deliver the required results at present and in the future. An integrated approach is developed to change the enablers into the results and to achieve a degree of integration so that the appropriate approach supports policy and strategy in a unique and innovative way (EFQM, 2010).

Deployment: This covers the approaches in a systematic and comprehensive way, and the extent to which the vision methods and processes have cascaded vertically and horizontally throughout the organisation; it should be implemented and systematic (EFQM, 2010).

Assessment and Review: This evaluates the effectiveness of the deployed approaches and the improvement cycles. It also provides learning opportunities and helps determine whether the benchmarks are appropriate and capable of meeting the requirements for identification and prioritisation of issues and factors, the implementation of which will lead to planning for improved performance. It is also concerned with assessment in relation to measurement, learning and creativity and improvement and innovation (EFQM, 2010).

The RADAR assessment quality tool assesses the excellence criteria award to give an overall score of 0-1000 points. In fact, its use means the strengths and weak areas of the SPFP (Strategic Plan Formulation Process) are assessed and identified in relation to the organisation's mission, assessment results, process and systematic factors, and R&D for the TM level and establishment of an improved management style (Wit & Meyer, 2010; Clark, 2002; Bounds *et al.*, 1994). It could include also, for instance, identifying priorities and allocating resources effectively and efficiently, so as to move towards the objectives and goals (Forstner, 2010; Porter & Tanner, 2004; Kangi, 2002).

Hides *et al.* (2004) report that EFQM and RADAR should interact with each other in order to be comprehensive. According to Clark (2002, p.214) using the "RADAR self-assessment excellence tool report without applying Excellence Award is a waste of time, cost and a mix-up without results ". This means that the self- assessment report is a different approach because it is "not concerned with appearances but with identifying performance gaps and the underlying weakness in the process and in systematic factors associated with organisation objectives and competitor performance". In other words they dig deep into weaknesses to identify their root causes and make improvement planning feasible. On the other hand, Forstner (2010) argues that the organisation can use criteria without referring to RADAR in order to identify the strengths and areas for improvement. Juran and Godfrey (2000, p.419) argue that "workers are in the a state of self-assessment when they have been provided with all the essentials for doing good work including (guidance about) what is the quality work, what is their actual performance, and changing the performance in the event that performance does not conform to

goals to meet customer needs, protecting human safety and protecting the environment". Moreover Forstner (2010) states that only RADAR offers detailed, highly structured, balanced and precise assessment for purposes such as the purpose of this research.

2.1.6 Critical Analysis of Self-assessment Business Excellence Awards

Based on the above analysis of the strengths and weaknesses of quality award requirements. Shows a comparison of the existing quality awards against the proposed quality award requirements. The strengths and weaknesses of the new requirements are critically discussed and contrasted in the following sections.

Table 2-4 Proposed Assessment Requirements

The critical factors of the three awards that relate to the SPFP are; leadership commitment, communication, teamwork, empowerment, training and education and measurement (Forstner, 2010). The researcher will investigate these factors under each criteria of the four policy and criteria's as mentioned before as key themes.

The three international award frameworks provide a universal way for assessing critical factors of TQM practices in organisations. They also offer the means for assessing and finding the strengths and weaknesses in the area of quality management practices. Another benefit of the discussed award frameworks the self-assessment of the organisation's performance associated with each one of the elements which compose the SPFP. Those elements include the organisation mission, assessment results, process and sys-

tematic factors plus R&D for the TM level and establishment of a management improvement style (Clark, 2002) and the common performance goal in the organisation. It could be concluded that each award has its own unique categories and emphasis. However, there are some common areas. For example, each award model has two parts. The first one is the TQM implementation i.e. the enablers and the second is the overall business results as the outcome of the TQM implementation.

Hackman and Wageman (1995) claims that it is safe to assume that MBQNA winners actually have implemented the full TQM package. Based on their statement, it can be assumed that the four award winners have fully implemented TQM. Forstner (2010) also supports this view stating that the EFQM also includes TQM aspects.

Furthermore, the three awards apply benchmarking assessment tools. Babish, (2006) and Ali and Camp, (1995) mentioned that in 1989 the establishment of a new quality tool in the TQM approach. This was called benchmarking: the aim being the continuous search for best practice. Quality Awards have differences in some of the benchmarks, or standards, based on objectives, but similarities to a great extent in the standards of leadership, policy and strategy, and human resources. EFQM (2010, p.28) explained it as "a systematic comparison of approaches with other relevant organisations that gains insights that will help the organisation to take action to improve its performance". Feurer and Chaharbaghi (1995) defined benchmarking as a tool to provide a better service and to fill great gaps in the organisation. Longbottom (2000.p.1) defined Benchmarking as *"the search for industry best practices that will lead to superior performance"*. There are four major stages in benchmarking: planning, analysis, implementation and review based on Deming's cycle (Plan, Do, Check and Act) (Clark, 2002). There are also many types of benchmarking: internal, external generic best practice which are established for the strategic planning process (Longbottom, 2000), and competitive benchmarking, world class benchmarking and customer benchmarking (Clark, 2002). Most important is the international and external benchmark to evaluate the internal process, key problems, and strategic issues in order to gain a competitive advantage in future concerns of customer satisfaction (Dess *et al.*, 2007; Clark, 2002, Bound *et al.*, 1994). It is a very important tool in decision-making, and performance assessment (Babish, 2006), for quality improvement (Clark, 2002), and for strategic planning (Federation Union Report, 1997).

Hakes (1996) suggest five questions that have to be answered for benchmarking in order to find the best model among the excellence awards (see Figure2-6).

Figure 2-6 Excellence Award Comparison Criteria

It is obvious that the impact of any strategy after the formulation, communication and deployment depends strongly on due consideration of the culture environment and organisational culture. Based on the comparative approach of the three quality awards that was followed in this study, it was found that only EFQM considers the impact on society. Therefore it can be said that only EFQM and Dubai takes cultural aspects into consideration. While the Cultural aspects are generally NOT included in the RADAR self assessment instrument. (Forstner, 2010), from this point the researcher will investigate the cultural factors that relate to RADAR with the organisational factors and the barriers, such: Leadership commitment. This is supported in EFQM and DGEP by criteria numbers such criteria as *“leaders set a clear direction and strategic focus link to strategy criteria as well as leaders understand the external environment, and defining and communicating ... values, ethics ... foster org. development through ... a culture of trust and openness ... develop a shared leadership culture and that leaders create a culture of.... promote a culture which ...”* (Forstner, 2010).

2.1.7 Business Excellence Model adoption Success and Failure

There is considerable debate about the success, benefit and failure of excellence awards. Bounds *et al.* (1994) said that the awards need leaders with clear vision and knowledge

as main critical factor for the successful of the excellence awards. Kanji *et al.* (1999) consider that, TQM as a process management tool was applied successfully in many firms in the US; these firms include IBM, Motorola and Texas Instrument. Each one of these firms achieved a quality award, which recognises the standard of their product and process quality.

Many studies have found award models useful but they have not achieved all their requirements and expectations; also they are costly in human resources (Porter and Tanner, 2004). EFQM (2010) indicated that 70% of UK organisations had applied its business excellence model, but it had not met their expectations. Harvey (1995) argues that the number of companies implementing or adopting TQM successfully was less than suggested. Harvey adds that thousands of companies are failing to implement TQM in addition to the companies that stopped running TQM programs because they do not see any positive results.

The most critical study (Clark, 2002) finds that TQM fails to deliver all results. (Clark, 2002) based this conclusion on questionnaires sent to 4,000 members of the former British Institute of Management. Of 880 respondents (22%), only 8% said that organisational drive for quality was very successful, and even then it did not significantly increase levels of career prospects; and it wasted time, cost and efforts. Bounds *et al.* (1994) mentioned that it requires high financial resources and that bureaucracy can creep the process, which in turn requires additional financial resources. Furthermore, Bounds *et al.* (1994) argues that organisations get too caught up in winning rather than achieving quality, the award does not guarantee the company's products are superior and the award does not address innovation, financial performance or long term planning. However, Oakland (2003) said that the lack of leadership commitment is the main reasons for failing to implement TQM, or related to various approach adopted with different environment such as strategies, tactics, tools, and methods (Kekale, 1999).

Vokurka *et al.* (2000), Hindawi, (1998) and Michael *et al.* (1997) state that there is no special road map for successful implementation of business excellence model such as Deming, EFQM and MBNQA because they have complex factors, not comprehensive, and they do not integrate well with strategic planning process to find efficient and effective ways to combine them towards the organisation's goals and objectives.

Thus it can be seen that that the number of cases of success in achieving excellence awards in Dubai will outweigh the number of failures if the following conditions prevail:

- 1 Aligned with the UAE vision 2021 and government's strategy in general and Dubai Strategy in Particular,
- 2 Key indicators (KI),
- 3 Key perception(KP),
- 4 Correlation between KI and KP leads to excellence (Forstner, 2010),
- 5 Focusing on the concept of "UAE citizen needs",
- 6 Suitable environment that addresses aspects of Dubai culture.
- 7 Last but not least, an important factor is the personal leadership of Dubai of Sheikh Mohammed Bin Rashid and his management style. Such transformational leadership will facilitate the success of using TQM in the process of DGEP.

2.1.8 Hoshin Kanri Model and Continuous Improvement Models

Hoshin Kanri Model is an excellent tool for policy deployment. Hoshin is a Japanese word that means policy, plan and aim while Kanri means administrative, management and control. It has emerged from the Deming's cycle (PDCA) (Beecroft, 1999). In addition, it is an approach for formulating, implementing and assessing the quality plans by focusing on processes for good results (Beecroft, 1999,p.4) supports the view that *"effective strategic quality planning involves the people assigned the responsibility of executing the quality plans in the planning process. Successful strategic planning aligns all departments of an organization, enabling them to function as a complete system in addressing the key objectives"*. This suggests that the main problem with the Dubai quality framework may be a lack of interdepartmental alignment. Chelsom *et al.* (1998) explained the model which is concerned with the role of leadership communication to formulate vision, goals, both for mid-term and long-term. It also plans for the organisation which focuses on new products and new markets by getting benefit of the PDCA cycle to find continuous improvement as Figure 2-7 shows.

Figure 2-7 Hoshin Kanri Model

The starting point is the organization vision, which will probably include new services and identify new areas that need to be improved, which are translated into goals, and both long-term and mid-term plans. Within these plans there is scope to include technology transfer and new services development, making it more comprehensive than the EFQM model. Chelsom *et al.*(1998) added that there is a feedback within the organisation, using Deming plan-do-check-act cycle, ensuring that there is updating of the *Hoshin*, or plan, for process and quality improvement, and covering everything in the EFQM model in a more dynamic and holistic way. Moreover, Beecroft (1999) stated that:

"With Hoshin kanri the process of how the objectives are to be achieved is defined. Even when the planned results are not achieved, the implementation effort is acceptable. Plans can then be modified or adjusted during the project if it becomes obvious that the goal will not be met".

Kenyon, (1997) summarised the Hoshin Kanri model approach on the following points:

- Breakthrough objective focus.
- Development of plans that adequately support the objective.
- Review of progress of these plans.
- Changes to plans as required.
- Continuous improvement of key business processes.
- A vehicle for organizational learning.

The findings suggest that it is a top down model where senior management set the goals and then middle management determine specific projects that they pass them to the implementation teams. Improvements to this model are carried out through PDCA cycles where the evaluation process takes place. However, Zeithaml *et al.* (1990) identified four factors that influence customers' expectations; personal needs; past experience; and external communications. He provides a continuous measurement and improvement of service quality model and recommends a five series questions to provide a good service by filling the gaps as shown in Figure 2-8. It shows that the process starts with understanding the gap five, and looking to find effectively evidence of gaps 1 and 4 then taking reaction as required.

Figure 2-8 Continuous Measurements And Improvement Of Service Quality Model

measurement and evaluation, and processes, which are also found in relation to quality awards.

2.1.9 Self-Assessment of Strategic Plan Formulation Process in Police Force

2.1.9.1 Introduction

Safety demands are very important for individuals, for families, and for all of society. This comes high in Maslow's scale of human needs (Maslow, 1943 cited in Wit & Meyer, 2010 and Abdulla, 2009). In the past, security work focused on the guards and was directed towards eliminating potential threats (Ahmed, 2006). The Police have been commonly criticised as a source of resistance to change and improvement. In this they were perhaps influenced by military Forces, and traditionally have been constrained by an emphasis on Strategy, regulation, rules and procedures, and respecting upper ranks. There has been little scope for the lower ranks to have any real influence over their Police environment (O'Connell and Straub, 2007; Wyllie, 1997). It did not pay any attention for managerial functions such as planning, organising, staffing, leading, motivating and controlling: all required in order to deliver a quality security service (Ahmed, 2006). However these days, Roberg *et al.* (2002, p.14) sees the management of the Police Force as "*Police organisational practices, including individual, group, organisational and environmental processes, undertaken for the purpose of producing knowledge that can be used continuously to improve employee satisfaction and organisational performance*". Avery, (1981) explained the Police roles as protection of life and property, crime prevention and the preservation of peace. In other words it is focusing on functions in the following points (Boni & Wilson, 1994; Griffiths & Verdun-Jones, 1994):

- Crime Control: patrolling the streets, responding to and investigating crimes;
- Order Maintenance: preventing and controlling behaviour that upsets the public peace or Crime prevention involves the disruption of mechanisms which cause crime (Pease, 1997).
- Service Provision: providing 24-hour security service for the community.

2.1.9.2 The Strategic Plan Formulation Process In The Police Force

These days, public sector organisations such the Police Force tends to model themselves on private sector organisations. Five elements are needed for public sector organisations: (1) vision, (2) values, (3) purpose of the organisation, (4) strategy, and (5) standards, (Shabsough, 2007) and that good management must include ongoing and sensitive assessment and goal-setting.

In the public sector direct competition is uncommon but the need for monitoring and target setting is just as crucial in the public as in the private sector. Targets not only provide the feedback that instructs strategic appraisal, but they also play a significant role in motivating those within the organisation. This applies even more when linked with notions of Excellence and the payment of bonuses (Mayya *et al.*, 2007).

Both aim for efficiency and effectiveness (Marquez, 2007). Private sector organisations undoubtedly exist to create profit which involves the development of a nation's economy, and public sector enterprises exist to support the development of the economy. So both public and private sector organisations have the same mission of providing a service to a market, whether this is individual consumers or a community at large (Wilkinson & Monkhouse, 1994).

Both take into account developments in technology, economy and concern in customer services and satisfaction (Faulkner & Campbell, 2006; Bryson, 1995).

Public services include the Police, military, public roads, public transport, primary education and healthcare (Al-Haj, 2006; Easley, 2002; Cope *et al.*, 1997) and like the private sector, all such organisations are "*facing incredible pressures to adjust to the new, evolving demands of their constituencies*" (Schraeder *et al.*, 2005, p.1) and looking to find the best value for the services (Mintzberg, 2008; Rowly, 1998; Kleiner, 1994).

Wilkinson and Monkhouse (1994) point out that the public sector is faced with increasing demands for services without a corresponding increase in the revenue base. The usual outcome is that where governments do provide additional services or attempt to maintain existing ones, they either charge more or provide less and with increasing challenges, the need for quality service within public sector enterprises requires strategic and creative decision making and new ways of thinking about strategic formulation

(William & Theiest, 2009; Dess *et al.*, 2007; Mehra *et al.*, 2001; Badal, 2005; Al-Sheikh, 2001; Anthony, 1999; Dalgleish & Lewis, 1992; Camillus, 1988).

Sharif (2005, p.46) states that “*the government can play an essential role in encouraging or discouraging strategic quality planning in its organisations by establishing regulations, import and export restrictions, adoption of different quality standards and stability of government itself and the degree of international economic involvement*”.

The private sector, on the other hand, has always been driven by the profit motive and works to increase productivity and to produce more with less. Current theories also appear to assume that the operating environment is predominantly competitive and, implicitly, that the profit motive will remain as the driving force behind the planning requirement, given that in public sector organisations the primary financial driver is not profit, but to maximise output within a given budget (Ahmed, 2006).

In the private sector, conversely, strategic development usually starts with the formulation of the mission statement and the most important component of this is the stakeholders' interest.

Strategic direction in the public sector is not something which has a number of alternatives from which to choose, since direct competition is uncommon and this severely limits the differences between Police and Other Public Sector Entities, an opportunity to select similar targets for performance (Verweire & Berghe, 2004). There is also the need for monitoring and target setting and this is just as crucial in the public as in the private sector. The reason is that targets not only provide the feedback that instructs strategic appraisal, but they do also play a significant role in motivating those within the organisation and this applies even more when linked with payment bonuses (Mayya *et al.*, 2007).

On the other hand, some researchers found that the Police sector is facing more challenges than other public organisation. This requires from the Police leaders and top managers to have knowledge of strategic management and be able to encourage the officers to use the strategy approach to deal with the challenges. In addition, the changes in local and international development and growth of the economy (Williams & Theiest, 2009; Murray & Ontario, 2007; Easley, 2002; O'Connell & Straub, 2007; Cope *et al.*, 1997) Furthermore, the strategy manager should be involved with the Police or-

ganisation's plan and policy, and work as a team with other managers to formulate the mission, select goals and objectives, and implement the strategies effectively, and any combination of these two will result in two variables, security success or failure (Ahmed, 2006). For example, in South African countries it has been suggested how to promote fundamental Police reforms to establish new Police Forces that link to the rule of law, protect human rights, and serve the people on an equal footing (Gordon, 2001; Jackson, 2001).

Hoque *et al.* (2004) illustrates the differences between public organisations and the Police Force in Table 2-5.

Table 2-5 The Differences between Police and Other Public Sector Entities

Shabsough, (2007), Ahmed, (2006) and Easley, (2002) ensured that the Police leaders need to develop the skills for strategic thinking. Mintzberg (2008) and Shabsough (2007) suggest the need for quality of planning in the Police and security sectors as being self-evident in because planning is necessary to develop an overall strategy.

Stone, (2002) agree with Cameron and Whetten, (2001) and Dalgleish and Lewis (1992) cited in Hann and Mortimer, (1993) that there are two significant ways of SPFP in Police Force based on (a) decision-making at the local level - top-down and bottom-up processes, enhancing individual and team development in operational policing in collecting, analysing and sharing relevant information, and (b) applying international best practice and benchmarking to secure a competitive advantage ,these already applied in Dubai Police , Figure 2-9 shows the SPFP :

Figure 2-9 The Long Range Planning Process

2.1.9.3 Self- Assessment Of Strategic Plan Formulation Process In Police Force

Security and Police functions concern control and assessment in and around organizations: control of risk, loss, damage, criminal activities, threats, health and safety and so on (Ahmed, 2006). Montana's Security system provides a good control model for security environment as it is shown in figure.

Based on a proactive approach such as a quality assessment process this aligns well with the SPFP as was discussed at the beginning of this chapter. This is confirmed by Bruggeman, (2007) who found that the Police Forces can achieve the excellence in their performance if they focus on the following principles:

Police managers must imprint the Police department mission and values on the minds of employees with a view to enabling those within the organisation who are empowered to do so, to respond to the unpredictable environment (Daft, 2003).

Police organisations are striving for new strategies and it represents a continuous learning process, to deal with the competitive environment (Rathmell, 2009; Shabsough, 2007; Feurer & Chaharbaghi. 1995) in order to improve Police effectiveness.

Today's Police strategies need to have congruence, a certain '*fit*' with the structures and processes of modern society.

Invite all Policemen and women to strive for excellence as a vision, and to build a successful partnership between the Police and the community. In other words, to build a democratic society which will operate effectively the Police needs, with the trust and support of the citizens, to participate in a global and integrated security strategy. (Skogan & Hartnett 1997; Grindley, 1996).

Bruggeman (2007, p.3) suggested incorporating four excellence fundamental features:-

- "*Government policy: 'societal security'*";

- *The specific Police model involving 'community policing' or the 'community oriented Police function';*
- *The specific Police and essential working method 'information-driven and technical Police function';*
- *The general 'optimal management' basic principle (as a combination of management models or – theories made especially applicable to the Police organisation" and the excellent Police function is integration of external, internal; national/federal, local; administrative and judicial (operational) Police tasks among the working processes."*

This study highlighted in previous sections the importance of benchmarking and best practices in business excellence award in general and Police Force in particular based on the SPFP in the above diagram to evaluate the best practice method for the quality assessment of SPFP in Police Forces and then to come up with new suggestions for best practice (Zairi, 2005).

2.1.10 Conclusion Of Part One

This part of the chapter examined the concept of quality and the various models of the excellence awards that have implemented around the world focusing more on the one adopted by the Dubai Government . The bottom line is that the topic of quality implementation, control and assurance has been the subject of many researchers. However, the enemy of an excellence award model will always be an improved excellence award model. Therefore, the first requirement towards improvement is to identify an effective and valid assessment process or model. The second requirement is to adapt the excellence award model to local economic, social and environmental needs. The latter seems to have been overlooked by researchers and provides the opportunity to further investigation.

It transpires that the Dubai Government has introduced an excellence model, implemented by the security and the Police Force, out of the box. The implications of such a model and the ways that it can be assessed have not been taken into consideration. Furthermore, cultural factors and the relationship that a government has with its people are somehow different than the relationships developed in the market place. The excellence award of Yorkshire Police Force for instance is using the notion of citizen. The Dubai

Gouvernement 's approach has been to view people living in Dubai as its customers without considering the cultural factors that come into play. The next sections examine the cultural aspects and the role that could play when formulating and planning an excellence award strategy.

The findings of the above literature review point to the fact that TQM as well as excellence award models are very useful but overall they have underperformed. The causes of failing to deliver are mostly attributed to the requirement of significant financial resources and that bureaucracy makes it even worse. Another reason of failure emerging from the literature review is that organisations are focusing more on winning rather than achieving quality. Finally, lack of leadership commitment is also considered as a failing factor for TQM.

In relation to excellence models the literature point to the fact that the successful implementation of business excellence models is not guaranteed because they include complex factors such stakeholders and citizen needs. These are difficult to understand which makes their integration into strategic planning a complicated matter. Such an example is the Police Force which is the focus of this study. The failings or underperformance of TQM and excellence awards in general and specifically in the area of security and policing raises serious concerns and this offers an additional opportunity for further investigating ways of ensuring higher rates of successful implementation of TQM and excellence award models.

Thus, in the next sections this study looks at how TQM and excellence award models are integrated into the strategic planning formulation process and the specific issues surrounding their integration into strategic planning and how the goals of such an organisation could be achieved.

2.2 The Implications of Organizational Culture on Strategic Plan Formulation Process

2.2.1 Introduction

There is general agreement among scholars about the meaning of strategy as being concerned with decision-making, aligning a business/operation with its environment (Shabsough, 2007; Robert, 1998; Hax and Majluf, 1996; Mintzberg, 1990). Plan means to integrate the notion of a pathway moving from one point to another, pattern means con-

sideration of whether the action is deliberative or emergent, position explores the placing of the firm to gain strategic competitive advantage in the future by providing the same service based on the organisational capabilities or products and markets (Bani Hamdan & Idris, 2007; Marcus, 2005; Longden, 1993; Dent, 1990). Perspective focuses on the real environment, and ploy refers to specific actions, originally with military connotations (Nickols, 2006; Scott *et al.*, 2004). Armstrong *et al.* (2006) and (Andrew, 1998) identified four strategy approaches: evolutionary, processual, systematic and the classical approach.

Al-Dhaher (2009) and (Parnell, 2009; Wehrich & Koontz, 2005) see Strategic Management as a social process comprising planning, control, coordination and motivation. For Blurter (2007), it is a process of achieving organisational goals through planning, organising, leading, and controlling the human, physical, financial, and information resources of the organisation in an effective and efficient manner.

Mintzberg *et al.* (2009) suggested that the strategy schools could be further divided into ten schools:

- The Design School sees strategy formation as a process of conception.
- The Planning School: strategy formation as a formal process and comprehensiveness which consider the situation as a whole, set the appropriate objectives, and allocate sufficient resources to achieve them.
- The Positioning School: strategy formation as an analytical process;
- The Entrepreneurial School: strategy formation as a visionary process;
- The Cognitive School: strategy formation as a mental process;
- The Learning School: strategy formation as an emergent process;
- The Power School: strategy formation as a process of negotiation;
- The Cultural School: strategy formation as a collective process;
- The Environmental School: strategy formation as a reactive process to cope with developments and change of circumstances, as in reality, and the strategy should be capable of continuous updating for the corporate, business and functional strategies (Abu Baker & Al-Naeem, 2008; Andrews, 1998).
- The Configuration School: strategy formation as a process of transformation.

The first three constitute a classical approach while the latter are more descriptive in nature. This study borrows something from all of these, seeing them as useful ways of looking at the same problem: creating an effective system which is imaginative, formalised yet flexible, considered, self-reflective, has vision and thoughtfulness, changes and evolves, communicates well internally and externally, functions collectively, and is willing and able constantly to adapt to an ever-changing environment.

2.2.2 Organizational Culture

There is considerable debate (Carnall, 2003; Burnes, 2004) in that organisational culture has a big influence on the whole organisational system. A similar view is expressed by Schneider (2000), who indicates that culture is the most powerful and influential factor in the organisation. It has been also argued (Mohamed, 2005) that Culture plays an important role at national, organisation and industrial level. It has been also found (Vincent & Vincent 1999; Deming, 1986) that culture has an influence on the organisation's management system. In particular it influences people's thinking, customers, suppliers, continuous improvements, performance measurement, transforming the culture and employee involvement. Before giving details of how organisational culture affects strategic plan formulation process, it is important to define it.

There are a number of different definitions for culture. Dess *et al.* (2007) defined culture as a system of shared value that shape an organisation including people, organisation structures and control system. Oakland (2003, p.22) defined culture as "*the beliefs that pervade the organisation about how business should be conducted and how employees should be treated and should behave*". Al- Rayes cited in (Findlow, 2006) state that culture is the reality of life. In his view it is associated concepts such as meaning and identity, beliefs knowledge and values, as well as laws and customs. Maull *et al.* (2001) define culture as art and morals, and add habits and capabilities to this list. Hofstede cited in (Wit & Meyer, 2010) argue that one of the most famous cross cultural researchers, defined culture as a set or a group and these are distinguished from each other by how their minds are programmed. This is because culture has a large effect on people's behaviour, integrating them into groups and controlling how they act "*The way we do things around here*" (Wit & Meyer, 2010, p. 168). It means having a '*common language*' and frames of reference and values to work together.

Schein (1985, p.32) also defined organisation culture as “*the pattern of basic assumptions that a given group has invented, discovered or developed in learning to cope with its problems of external adaptation and internal integration which have worked well enough to be considered valid, and therefore to be taught to new members as the correct way to perceive, think, and feel in relation to those problems*”.

According to these definitions, organisational culture contains elements. Johnson and Scholes (2008) identified four aspects of organisation culture: values, beliefs, behaviour, and power. Al-Matboona (2009) too implied a ‘*mindset*’, analysing organisational culture into seven main elements such as paradigm, routines, rituals, stories, symbols as well as power structure, organisation structure and control systems.

Whipp also cited (Ven & Poole, 1987) and (Tayeb, 2003) summarise the organisation’s cultural factors influence at both the micro-level: workplace behaviour, human resource management, and also at the national macro-level, in terms of employment laws, anti-pollution legislation, industrial structure economic and foreign trade policies that affects at all SPFP stages and leading to continuous improvements (Wit & Meyer, 2010; Daft & Mercies, 2009; Dess *et al.*, 2007; Faulkner & Campbell, 2006; Singh, 2004; Besterfield *et al.*, 2003).

According to Schein (1985) there are three levels of culture as shown in Figure 2-11 and those are taken into consideration in this study in terms of artifacts, values and assumptions for building the assessment model.

Figure 2-11 Cultural levels

Consequently, from the above diagram, it has seen that the organisational culture has a great influence on management system in general and strategy in particular. More specifically, Schneider (2000, p.25) points out that *“every organisation has its own culture, character, nature, identity, and history of success which reinforces and strengthens the organization's way of doing things”*. Maddock (2002) indicates that there are many elements of public sector culture which can impede strategy process.

Furthermore, (Cunningham & Kempling, 2009) added that public sector organisations usually have an extremely deep-rooted behavioural culture, as the majority of the employees have long service.

2.2.3 The Impact of Arab and Islamic Cultural Values on the Strategic Planning Formulation Process

2.2.3.1 Introduction

Al-Ali (2008) suggested that national culture has an effect on the management practices such as SP, so that management success in different cultural circumstances may require different approaches for competitive advantage, such as organisational design and organisation learning. See also (Faulkner & Campbell, 2006; Gonzalez & Guillen, 2002; Hoecklin, 1995). Elferis (2005, p.46) suggested that 'national culture and the resulting influences on society shape not only the attitudes of organisational executives, but also their managements at all levels, and the employees on the shop floor'. Ali et al. (2008) cited (Agourram & Ingham, 2007) commented that the different studies in European and American countries were indicative that the national culture from one country to another has a 'different impact in management theories and organisation culture" based on the TM commitments and 'employee participation levels". Culture factors have always been considered important factors during the SPFP in the government, security and Dubai Police.

One of the main reasons why organisations fail to achieve their strategic goals is linked to their own internal cultural values (Hooper & Potter, 2000).

Dobson (2002) has conducted a study comparing countries such as Japan and the U.S.A with Arab countries such as Egypt and Syria, as well as Gulf countries such as UAE, Kuwait, Qatar and Oman. These latter two groups share similar cultural features such as religion, society, language, habits, education, and laws; these have a high impact on management practices such as HR policy, commitment, communication, job satisfaction, and motivation (Abdulla, 2009; Bambacas & Patrickson, 2008; Aycan *et al.*, 2007; Ali & Al-kazemi, 2007; Leat & Elkot, 2007; Darwish, 2000). However it must also be acknowledged recognised that each country has its own culture, priorities, ethics and concerns which means each requires their own special management approach even if there are similarities in some points (Ali *et al.*, 2008; Humphreys, 1996, cited by Mohamed, 2005).

Hofstede (1984) proposed five cultural dimensions and gave scores for 10 countries such as USA, Germany, Japan, France, Netherlands, Hong Kong, Indonesia, West Africa, Russia and China. Then he developed this study among Arab countries (Al-Khalifa

& Spinwall, 2000) to investigate the 10 priority and important cultural values among the managers in UK, Japan and Arab countries as the Table shows.

Table 2-6 The International Culture Values

Humphreys (1996) made also a comparison between Egyptian and British culture, it was important to take into account value and behavioural differences between cultures, in order that programmes of recognition and reward are appropriate programmes.

Table 2-7 The Value And Behaviours Differences Cultures

Hofstede (1991) cited in (Mohamed, 2005) clusters cultures according to high or low: power-distance, uncertainty avoidance, individualism-collectivism, gender roles and long term orientation. He found that Arab countries have the highest level in collectivist orientation which means they prefer a group decision rather than individual ones, and there is a big role for leaderships to support the culture. McDermott and O'Dell (2001)

classify aspects of culture under two dimensions: visible aspects, such as the organisation's mission, espoused values, structure, stories and spaces, and invisible aspects, which are the behaviours of the workers.

Several studies conducted in the Arab countries prove and deal with Hofstede's findings results at national and organisational levels. On this issue, Kabasakal and Bodur (2002) said that most Arab countries are the same in social culture, trying to be strongly group oriented, hierarchical, masculine and has low vision on future orientation. Another study in Gulf countries has found that the Arabian Peninsula (the GCC) is subjugated by traditional sheikhdoms (Budhwar & Mellahi, 2007). They indicate that human resource management in Oman the neighbourhood of the UAE, for example, is strongly influenced by Islamic values, tribe and family such as the UAE (UAE interacte, 2012).

As will be made clear in the next point, some researchers (e.g. Mellahi, 2003) point out that high levels of power distance in the Arab countries are influenced by Muslim values such as the need to respect the sheikh or authority in general which is based on the tribalism or Bedouin way of life, and the people are affected by strong uncertainty avoidance meaning that people do not have much scope for suggesting new ideas. As he wrote this can be seen in "*lower tolerance for new ideas, lower degrees of initiative for bringing about change, fatalism, unquestioning acceptance of conventional wisdom and obedience to justified authority*" (Mellahi, 2003, p.98).

As a result, from planning perspective, there is considerable debate about the impact of culture factors in the SPFP. Singh (2004) and Easley (2002) divided the cultural factors to strong and weak culture. Mosadegh, (2006) considers that culture has a low impact on SP and suppliers, performance results and material resources, and a high impact on others such as process management, customers, leadership and management and has low impact on material resources. Raja *et al.* (2008) points to the high impact of community culture in strategic planning process because it demonstrates a large difference in results, which has an impact on decentralization, organisation structure formulation, budgeting effectively, evaluating colleagues, and issues of control and reward.

Mead (2005) stated that one of main obstacle in planning process and the assessment of the process in the Middle East is aggravated by the dearth of the awareness of the importance of the time, as it is unlimited and flexible; based on each situation, or not taken

seriously, furthermore the Arab societies culture does not like the assessment process in and in general is seen considered as criticism.

Twati and Gammack, cited (Cameron & Quinn,1999) mentioned that 'more than 75 per cent of studies found that the main reasons for the failure of organisation change such as re-engineering, TQM, SP, and technology was due to ignoring organisational culture and leadership. Al-Khalifa and Spinwall, (2000 cited by Al-Haj, 2006; Bakhtari, 1995; Yasin & Stahl, 1990) said that organisational values are an essential part of organisational culture such as SP and quality management, management, creative and innovation management, marketing, competitiveness, knowledge management...etc, and the values are not easy to prepare or to change quickly (Williams & Thiest ,2009;Al-Najar, 2003). Several studies in Europe, Asia and the Arab countries found that international, national and organisation culture have impacts on the SP and quality system (Ali *et al.*, 2008; Elhees, 2008; Johnson & Scholes, 2008). Since, UAE culture has very strong impact on all aspects of strategy, and practice with the UAE government, security and Dubai Police to take culture factors seriously can provide a role model for similar countries.

Consequently, Successful assessment of SPFP in Dubai needs changing values of the organisation even if it is not an easy task since values are deeply grounded in the organisational culture (Lagrosen, 2003), furthermore, this success needs great leadership as an important role in applying the accountability and transparency in Dubai by spreading the assessment formulation and implementation process result and the role of the leadership of Dubai of personality of Sheikh Mohammed Bin Rashid and his way of management style and infancies of knowledge management will facilitate the success of using strategy culture in the process of DGEP. (Al-Maktoum, 2011).

As this study concern on the UAE and Dubai culture in more detail including the Arab, Islam tribe's cultures and the culture diversity, the researcher will illustrate the UAE and Dubai culture later in chapter four.

In the research the main organisational cultural factors which emerged from the literature review relating to the SPFP are divided into two categories: first, Arabic and Islamic religious values, and second, barriers from a quality perspective to the SPFP such as lack of those elements such as leadership commitment, customer satisfaction, train-

ing and education, and empowerment, etc. which are associated with self-assessment excellence. These issues are seen as barriers and are based on negative aspects of culture and are taken from the quality perspective.

However, this study should highlight the priorities of the existing excellence award model. The current model approaches its audience target as customers. This raises a debatable question. Who are the customers? According to the government the notion of customer includes all people living in UAE while the Dubai Government promotes citizenship as a priority and strategy for 2021.

2.2.3.2 Islam Religion as a Cultural Difference Related To The Strategic Field

A number of researchers have pointed out that religion is part of cultural resources e.g. Humphreys (1996). Al-Haj (2006) mentioned that different cultural characteristics such as religions, attitudes, ethnicities, and opinions needed to be accepted to sustain continuous improvement and achieve corporate goals. Ahmed (1992) pointed out that Islam is found in large areas of the world with large populations, and the western world as it stands, cannot exist much longer if it ignores the Islamic world. Dubai is an Arabic and Islamic city and also a cosmopolitan one composed of people belonging to different religious faiths. This is reflected in the Police Force as the Dubai Police recruits from different nationality, religion, and language but most of them Muslim. Nevertheless, (Mohamed, 2005) cited in (Ruthven, 1992 and Hofstede, 1991), claimed that religious affiliation is less significant than some maintain, and minimised the Islam impact. In the same lines Ruthven (1992, p.29) says of Islamic culture that: *'what was true of modernism has ceased to be the case in the postmodern era which, significantly, coincides with the emergence of the Pacific nations as the world's leading economic powers. The revolution in communications, which has thrown so much of traditional Islamic society into disarray, has less to do with cultural imperialism than with the synergy created by the simultaneous interactions of cultures all over the world'*. This study takes the view with Humphreys and Al-Haj that Islam is a key resource of culture because it is all life aspects and in general it pays attention to plans for life in particular such as: freedom, democracy, political participation, and justice...etc, based on the Holy Quran and Hadith (the words of the Prophet Mohammed). Such religious and cultural directions should encourage rulers rather than make the rulers build confidence, trust, integrity and justice between themselves and the people by increasing consultation and conversation

in the interests of the nation at the political, economic and social levels (Al-Quran, Al-shura, 1989, verse 38; Al-Hadith, Prophet Muhammad's Speech, Bin Majah). While respecting individual rights, the interests of society must be taken into consideration more than individual rights (Al-Omran, verse 189; UAE Interact, 2010; Khan, 1985 cited by Elhees, 2008). Dubai Police experience over many years confirms the strong impact of Islamic religion and UAE culture on the SPFP because the Islamic values support the implementation by aligning people.

The management discipline has identified further relevant Islamic values which have their roots in the Qur'an and the teachings of Mohammed and his successors. Ali (1988) argues that in Islam work is obligatory and self-reliance is seen as a source of success. He further proposes that although one's loyalty revolves around self and family, within the workplace loyalty to one's superior is necessary for the organisation to survive. Sherif (1975), for his part, identifies nobility, patience, self-discipline, good appearance, abstinence, resolve, sincerity, truthfulness, servitude and trust as important Islamic values.

Similarly, Endot (1995, p. 436) identifies eleven basic values of Islam that lead to a "*respectable nation*": trustworthiness, responsibility, sincerity, discipline, dedication, diligence, cleanliness, co-operation, good conduct, gratefulness and moderation

The basic principle of the SP approach was already around at the time of the founding of the first Islamic state in Madinah by the Prophet Mohammed, who was known as the Strategic Planner by the Muslim community and by some non-Muslim authors (Al-Halawani, 2008). Furthermore the roots of strategy are in the military and scientific fields (Shabsough, 2007). In the following verse from the Holy Quran God explains the importance of planning in the military field: *"Against them make ready your strength to the utmost of your power, including steeds of war, to strike terror into (the hearts of) the enemies, of Allah and your enemies, and others besides, whom you may not know, but whom Allah does know. Whatever you shall spend in the Cause of Allah, shall be repaid unto you, and you shall not be treated unjustly"* (Holy Quran, 1989, Al-anfal, Verse 60). However, some researcher such as Furnham (2005) and Mead (2005) have argued that the planning process is affected by religion or by a society's philosophy. For instance, in some Muslim societies, a long-term plan perspective is seen as unsuitable and wrong because only *God (Allah)* can predict and foresee the future so planning

is considered to always be anathema to the concept of '*Insh Allah*' a word which means '*Allah wills*'.

On the other hand, Rees and Althakhri (2008) have said that this kind of beliefs is the result of some Muslims' misinterpretation or lack of awareness of the true meaning of the Quran and the Hadith, and wrong religious teachings. The basic concept of '*Insh Allah*' means that the future is in God's hands, and does not conflict with planning for the future because Islam encourages Muslim people to be productive and confirms that hard work and good performances will be rewarded and please God, and planning will achieve better results.

Voicing a view similar to the one above, Mohammed (2005) underlined two essential aspects of high value performance: quality and qualification. He mentioned that Prophet Mohammed speaking from a perspective which emphasised the importance of quality and excellence taught that employees should work in as perfect a way as possible and should be responsible for what they do even if they are in high positions in society (Ali & Al-Kazemi, 2007; Hashim, 2010).

According to this point of view Muslims must endeavour to work effectively by developing the strongest and the highest level of skills in human and material resources possible, and by identifying and handing the goals, priorities, and requirements necessary to achieve the objectives of the state (Awad, 2010; Interact UAE, 2010; Abdulla, 2009; Shabsough, 2007; Al-Haj, 2006; Drawish, 2000).

Ali (2005) pointed out that performance assessment in Islam is based on a normative approach. He explained that the Holy Quran considers that employees have a moral duty to monitor their performance and should cooperate together at work. Moreover it implies a consultation approach to conquering problems. In addition, strategy control in Islam is derived from self-control, internal control from management and external control from government. To support the aim of the research this study assumes that there is a relationship between Islamic values and ethics and other religions such as the Protestant work ethics and focus on intention rather than results. This is based on the Prophet Mohammed's words: "*actions are recorded according to intention, and man will be rewarded or punished accordingly*".

Weber (1958) cited in Yousef (2001) states that there is a relationship between success in achieving business goals and religious beliefs and goals. Yousef (2001) mentioned that both the Islamic and Protestant work ethic values such things as hard work, commitment, creativity, and the avoidance of unethical methods of cooperation and competitiveness in the workplace. Rokhman (2010, p.21) pointed that *"empirical testing indicates that Islamic work ethic has positive effects on both job satisfaction and organizational commitment; whereas there is no significant evidence of the effect of Islamic work ethic on turnover intention and implication"*.

Although the Prophet Mohammed told Muslims to work with peoples of different religions, colours and nationalities across the world, these days the Islamic and Arab world fails to be a role model which demonstrates the implementation of Islamic rules and regulation because most Muslims societies have been influenced by capitalism, socialism and secularism (see Al-Sheikh, 2003), and as a result, there are obviously differences in the economic, business, and social contexts among Islamic countries (Rees & Althakhri, 2008).

Aycan *et al.* (2007) surveyed a group of 712 employees working in six large organisations in Oman in order to investigate the impact of cultural aspects on employee preferences for human resource policies and practices. The general findings based on the tribal system show a high preference for mastery, harmony, thinking and doing, and a low orientation for hierarchy, collectivism, and subjugation. Another study conducted by the GLOBE project investigated cultural values in 62 countries, including the Gulf countries, and shows Arab countries as having a high tendency towards future and performance orientations and being low in power distance (Aycan *et al.*, 2007). Consequently, the Arab / Islamic ethics culture affects the SPFP as it influences the nature of the relationship of an organisation with its environment and the relationships that exist among people within an organisation. This is because the Islamic culture is not bureaucratic and cannot be separated from either cultural or social factors which influence the management and organisation system, and misunderstandings because of these Islamic cultural values may affect the SPFP. The meaning of SPFP is fully explained in the following sections

2.2.4 Strategic Plan Formulation Process

Good SPFP leads to good outcomes and good internal performance (Acur & Englyst, 2006; Kaplan & Norton, 2001). Dobson, (2002) points to what Mintzberg noticed that the process of formulation cannot be formalised clearly even if the actual strategy implemented is very different from what was initially intended and planned. Process is "*a set of activities that interact with one another because the output from one activity becomes the input for another activity. Processes add value by transforming inputs into outputs, using resources*" (EFQM, 2010, p.29).

Karami, (2007), Pearce and Robinson, (2007) Quinn, (2007); Kemp and Dunbar, 2003 cited in Maher, 2009); Crowley and Domb (1997); Goodstein *et al.*, (1993) and Camillus, (1988) recommended a different number of steps for the SPFP. Furthermore, the SPFP will be successful if it builds the values of Quality into the corporate vision and culture, (Lagrosen, 2003). An in depth analysis of the stages that deal with the organisational critical factors as mentioned in such resources involved is beyond the scope of this study. Therefore, a summary of the stages involved in formulating the SPFP is presented below.

2.2.4.1 Stage One: Formulating The Vision, Mission, Value And Goals

There is no standard method for formulating the Mission, and a top-down decision by the board of directors is common. However, the SPFP needs good managers to make good decisions and need time and effort to be spent in the SPFP (Segars & Grover 1999; Leader & Sethi, 1996; Sabherwal & King, 1995; Everett *et al.*, 1989). Importantly, it also needs, as mentioned before, awareness of institutional belief systems. However, this study adopts the view that TM should share the vision with the employees and stakeholders for best results (EFQM, 2010; Dess *et al.*, 2007; Singh, 2004), as well as issues such as strategy, values and standards (Wilkinson & Monkhouse, 1994).

The mission statement must be specific, brief, and clear enough to lead to action, and focus around customer needs (Lim *et al.*, 2005; Singh, 2004). It should be written in such a way as to inspire loyalty, commitment, and, as mentioned above, communicated and shared with everyone in the organisation (Dess *et al.*, 2007; Campbell *et al.*, 2006). The vision should be as an aspiration expressed as strategic intent and should lead to knowledge of what a firm would ultimately like to become. The spelling out of vision

and major goals gives direction to the organisation mission statement and helps guide the formulation of strategy (Maher, 2009; Singh, 2004). Consequently, strategy formulation "*should be viewed as an entrepreneurial process in which the strategy is associated with the vision of the leader*"(Koch, 1999, p.1).

Intrinsic to the vision is the notion of strategic goal-setting. This is looked at in detail later in the process, but it should include notions of alternative strategies, and feedback mechanisms (Dess *et al.*, 2007; Karami, 2007; Cohew & Cyert, 2007). Specific goal-setting is outlined as part of the SPFP, and benchmarks and awards are discussed at length later.

Last but not least, the goals are a very important part in the strategy formulation and the future state of the organisation (Dess *et al.*, 2007). It explains the desired situation and refers to the targets; the goals are short term or a benchmark for the longer term objectives of the organisation (Singh, 2004).

The goals can be qualitative, while objectives mainly will be quantitative to realise the mission and vision, providing the standard for assessing the organisation and attracting people to work in the organisation (Jauch & Glueck, 1988, cited by Singh, 2004). The natures of the objectives are multiple, time- framed, giving priorities and measurability, and objectives should be challenging.

2.2.4.2 Stage Two: Strategic Analysis

This critical phase requires awareness of all the factors which need to be taken into account if the business or institution is to succeed. Faulkner and Campbell (2006), citing Mintzberg (1990) pointed out that managers tend to work by reacting rather than planning, according to their experience and expectation. However, leaders do rely on both internal and external environmental analysis (Johnson and Scholes, 2008). Giancarl (2005) observed, significantly, the strong relationship between quality management and environmental analysis management.

As the Dubai Government requests regulation some government departments are using SWOT and others are using RADAR to identifying the areas of strength and areas which need improvement (See Forstner, 2010). It can be seen from the literature review and from the examination of Dubai Police practices that RADAR is much more successful than other tools and therefore this research recommends using RADAR and

PESTEL tools which can provide a clear understanding of the internal and external environment in formulating strategy. The security and Police Forces in Dubai resort to using RADAR because of its cost efficiency and ease of use. It is therefore suggested that the use of PESTEL analysis could further enhance RADAR as a tool to better understand the internal and external environments. This tool could well gather information on social and cultural environmental influences as a means to achieve the strategic goals of the security and Police Forces.

Depperu and Gnan (2006) found that there are several relationships between SPFP and other aspects of strategy, such as:

- Between strategic needs such as resources and SPFP characteristics.
- Between the pressure of the competitive environment and strategic needs (Rumelt, 1982).
- Between strategic tools such as SWOT and SPFP characteristics.

2.2.4.3 Environmental Analysis

Environmental analysis is the foundation for all successful strategies (Mintzberg & Quinn, 1991). Many organisations fail because they do not align their processes with environmental changes (Bani Hamdan & Idris, 2007; Dess *et al.*, 2007; Sioncke & Parmentier, 2007), and (Acur & Englyst, 2006). The internal environment includes institutional processes, resources and attitudes; the external environment consists of factors that are beyond the control of the firm, but which impact on the strategy choices (Pearce & Robinson, 2007). It incorporates national, macro and industry environments, an understanding of which helps the organisation to gain the competitive advantage. Porter's Competitive model of this includes customers' needs and desires, suppliers, competitors, distributors, unions, governments and financiers, the population, demographic and inflation (Mintzberg, 2008; Singh, 2004; Fahey, 1998; Robson, 1994; Porter, 1985).

Dess *et al.* (2007) and Shabsough (2007) pointed to four crucial environmental awareness processes; scanning, monitoring, forecasting and competitive intelligence.

2.2.4.4 Strategy Quality Analysis Tools

Maher (2009) and Dess *et al.* (2007) ; Porter, (1985) ,suggest several quality techniques to analyse the environment and continuous improvement process by conducting surveys concerning the information in a processed form collected from various resources such

as verbal information, written sources, external and internal resources, control chart, Value Chain Analysis, Flow chart, Fishbone chart, Ishikawa Diagram forecasting, Delphi method, scenario planning, brain storming technique, benchmarking, Pareto diagram, formal studies and spying and surveillance even if it is secondary information, logistics, operations, outbound logistics and service and support processes, because it is important for the strategy formulation (Singh, 2004). Sallis (2002) argues that the organisation should provide the employees a good training about the quality tools to develop and enhance efficient decision-making culture in the institution. One tool that allows achieving this aim is the Strengths, Weaknesses, Opportunities, and Threats (SWOT) analysis tool.

SWOT is a well-known and simple diagnosis tool which assists the organisation to formulate the SP and to gain competitive advantage on the market place (Dess *et al.*, 2007). Maher (2009) and Shabsough (2007) propose that it is the combination of the internal and external environment analysis (Political, Economical, Social, Technological, Environmental, and Legislation (PESTEL) which gives the overview for the TM of the organisation to identify strategies that align, fit or match the organisation resources and capabilities of the environment requirement (Depperu & Gnan, 2006; Singh, 2004; Longden, 1993). Many scholars have discussed the value of the SWOT analysis such as Richardson and Evans, (2008), who suggest that SWOT should be more comprehensive than a simple assessment concerned with changes in the business environment that will affect the business.

Pearce and Robinson, (2007) and (Mullins, 2006) identified S.W.O.T tool analysis as the following:

- **Strengths:** these can be states as the positive assets of the company in terms of competitive strength: personnel and their skills and knowledge, and a wide range of resources.
- **Weakness:** could be in leadership, in market placing, financial problems, inadequate training and skills, poor IT and communications and so on.
- **Opportunities:** could be new openings in the market, improved technology, changes in the environment and so on.

- **Threats:** could come from changing political or economical situations, local or global: from competitors, from staff losses or, as Dobson (2000) adds, social or cultural issues such as languages, values, and attitudes.

Agreeing with Arnold, (2008); Dess *et al.* (2007); Lim *et al.* (2005); Certo and Peter, (1990); Verweire and Berghe, (2004) this study summarised the benefits of this tool to find a balance between the internal and external environments in establishing:

- The purpose of the organisation, direction, goal and objectives.
- The environmental factors affecting the organisation at the time of the analysis.
- The operational and support processes required for achieving the organisational objectives in the future.
- Assessment and control mechanisms taking into account the organisational behaviour.
- The quality of analysis depends on the quality of the collected data (Temtime, 2003).
- In the next chapter analytical techniques will be assessed in more detail.

2.2.4.5 Stage Three: Strategic Formulation Approaches and Processes

The SPFP is a formalised procedure that embodies future thinking, decision-making, and attempts to control the future (Wehrich & Koontz, 2005; Mintzberg, 1990). Some argue that strategic formulation and the process involved comprises strategic thinking, SP and implementation (Deephouse, 1999; Heracleous, 1998; Segars & Grover, 1998). Others suggest that Strategic Thinking and Strategic Planning must go hand in hand, and are more than the sum of their parts. Both are necessary (Acur & Englyst, 2006; Heracleous, 1998).

2.2.4.5.1 Formulation Approaches

There are different approaches to strategy formulation. The first is the rational planning approach based on the organisation's strategy choices, plans and decisions to cope with and adjust to the environment as might be necessary to achieve its goals (Andrews *et al.*, 2009; Harrington *et al.*, 2004; Grant, 2003). The advantage of the rational planning approach to strategy formulation is that it allows for the formalisation and differentiation of strategic tasks, and simultaneously encourages long-term thinking and commitment (Sioncke & Parmentier, 2007).

The second approach is based on the organisation's continual response to change through adaptation, similar to the way that living organisms respond to their environments (Kenny, 2006).

From these two approaches it can be seen that the first defines strategy SPFP as something which is engaged in prior to actual action, while the second refers to strategy behaviour exhibited in practice and that combines formulation and action (Arnold, 2008; Barnett, 2003).

2.2.4.5.2 Formulation of Strategic Plan for Different Levels

Different frameworks exist which can be used for formulation approaches at different levels (Mintzberg *et al.*, 2009, Des *et al.*, 2007; Hill, 1993).

- **Corporate level:** TM and board of directors provide vision, mission, deal with financial performance, legal structure, social responsibility, allocation of resources, set human resources policies, set the information planning, control system and create rewards (Singh,2004). This can involve different strategies for stability, expansion, retrenchment strategy or a combination of these.
- **Business level:** this level is concerned with market competition, and decides what products and services should be developed to meet customer needs and to achieve the objectives and gain competitive advantage by three basic ways: cost, differentiation and focus (Porter, 1985).Strategies should be formulated and implemented to meet the needs of the specific product market. This level uses S.W.O.T analysis to provide a logical framework for strategic planning (Wit & Meyer, 2010).
- **Functional level:** is concerned with the specific operational tactics and strategies, including production and production placement, internal processes and operations, accounting procedures research and development, IT, and personnel issues.
- **Global level:** this level is looking to a competitive advantage and maximise organisation performance (Dess *et al.*, 2007). One of the researcher's key philosophies is that strategic formulation should deal with everything that has an impact on the organisation, including mission, goals, culture and value, as seen through the eyes of all employees (Elhees, 2008; Porter, 2008; Daft, 2003; Besterfield *et al.*, 2003).

2.2.5 Barriers To Strategic Plan Formulation Process From the Quality Perspective

Besterfield *et al.* (2003) points out that TQM is a strategic management approach while TQM is a degree of excellence. Business excellence models provide the key factors of quality implementation, and many factors are similar to the critical successful factors of SPFP which means that affect evaluation of input for SPFP (Wit & Meyer, 2010; Daft & Mercies, 2009; Dess *et al.*, 2007; Faulkner & Campbell, 2006; Singh, 2004; Besterfield *et al.*, 2003).

Corbett and Rastrick (2000, p.17) said that *“to implement quality programs effectively, the organisational culture should be moulded to the quality method or vice versa. It is important that this occurs at the initial implementation of the quality program, because the culture’s initial experiences of the quality program will affect their future responses to quality initiatives. That is, organisational culture impacts on quality from the conception of quality within the organisation”*. There is no doubt that barriers to the quality of SPFP are different from one culture to another. The (Oxford Dictionary, 2001) defines a barrier as *“a problem”*; rule or situation that prevents somebody from doing something or that makes something impossible. As Arabic and Islamic culture factors are the one of the objectives of this study they are also often a barrier to SPFP (Dess *et al.*, 2007; Singh, 2004).

Najmi and Kehoe (2000) refer to two cultural barriers: failure to develop appropriate organisational structure and complexity in cultural change. Regan and Ghobadian, (2002) explain them as: internal barriers such as poor communication, lack of employee capability, lack of employee awareness and positive culture, poor co-ordination between the organisation’s units, which can be seen to hamper effective implementation, and: external barriers which may cause a variety of unexpected external problems. While (Al-Haj, 2006) added four barriers of culture to ISO implementation in the UAE such as: Social barriers, external barriers, Governmental barriers and organisational barriers. These barriers based on the aim of this study are drawn from quality and strategy as described as the following points:-

2.2.5.1 Lack Of Leadership Commitment And The Organisation Direction

The most important cultural factor is the TM and employees' commitment, communication and motivation...etc, (Ahmed, 2006). Leaders need a clear understanding of customers and stakeholders needs to adopt a framework for the organisation's future direction and commitment to: task Force, psychological factors, social factors, contextual factors and organisation direction (Dess *et al.*, 2007; Buchanan and Huczynski, 2004). Strategy studies ensure that culture barriers affects the decision making process and gives organisational staff a steady set of basic assumptions and preferences by applying approaches that reflect the democracy in the organisation such as the top-bottom and bottom-up approach (Mintzberg *et al.*, 2009; Singh, 2004; Schneider & Barsoux, 2003; Claver *et al.*, 2003; Beer *et al.*, 1990). However (Kanji, 2002; Gordon, 2002 cited by Elhees, 2008) found that individual involvement was not replicated and communicated from top managers down to the lower levels.

The connection between TM commitment in the organisation and the assessing SPFP is one of the important factors for the survival and continuous success of the organisation strategy, and TM must work toward the purpose and the direction of the organisation (Singh, 2004). Studies conducted in European organisations such as the UK and in Arab organisations found that lack of TM commitment is the main barrier to implementing quality programs (Sampaio *et al.*, 2009; Samson *et al.*, 2009; Elhees, 2008; Al-Haj, 2006; Bhuiyan and Alam ,2005; Mohamed, 2005). Sallis (2002) stated that 80 per cent of quality initiatives fail in the first two years due to lack of senior management backing and commitment. Omnex (2007) summarised the leadership commitment on:

- Formulating a clear vision of the organisation's future.
- Formulating challenging goals and objectives.
- Being ethical role models, creating shared values, and good spirit and at all the organisation level.
- Building trust and confidence.
- Providing employees with the necessary training and resources, as well as the independent to act responsibly and be to be prepared to be accountable for their actions.

- Inspiring, motivating and encouraging, rewarding and recognising employee's contributions.
- Finally the participation of different levels of chief executives, board of directors, shareholders, financial controllers and MM managers (Singh, 2004).

2.2.5.2 Lack Of Clear Mission, Vision And Goals

The SPFP of any organisation should have the mission, vision, policies, goals and critical success factors to give the employee and stakeholders a clear picture of their future (EFQM, 2010; DGEP, 2007; Dess *et al.*, 2007; Balzarova *et al.*, 2002). Jauch and Glueck (1988) cited by (Singh, 2004) points to four barriers affecting the vision and mission such as the Forces in the environment, lack of awareness of past development, resources and the internal power relationship and value system of the top executives. Dawson (1996) notes a lack of clear formulation goals, no implementation strategy, unrealistic team expectations, inadequate management support and limited training.

Tayyara *et al.*, (2000) and (Al-Haj, 2006; Mohamed, 2005; Sharif, 2005; Balzarova *et al.*, 2002) state that lack of vision and mission in an organisation is a common barrier to implementing the quality program in the UAE, Libya, Syria and the UK. Glover and Siu (2000) mention that employees in China are not working towards the long term plan of the organisation and they do not think and observe that their future would be linked with the future of the organisation.

2.2.5.3 Bureaucratic Cultures And Resistance To Change

Globally, there are bureaucracies in information exchange in Security sector based on poor communication (Loveridge, 2006). Buchanan and Huczynski (2004) and (Allison, 1969 cited by Wit & Meyer, 2010) mentioned that one of the cultural barriers to strategy is the bureaucracy which causes many problems for the organisations such as: decision making is too slow and not comprehensive, furthermore, in the public sector (Gosling & Mintzberg, 2003; Claver *et al.*, 2000). Some academic researcher such as (Rusaw, 2007) and Schraeder *et al.*, 2005) have stated that public sector organisations are conquered by bureaucratic culture when the management style and fashion is authoritarian, communication is top-bottom, individuals search for stability, the decision-making process is centralised and there is a resistance to innovation ,change, and con-

tinuous improvements. Similar view stated by (Werkman, 2009), he said that big organisations are dominated by mechanistic structures and bureaucratic control.

Santos and Escanciano (2002) found the bureaucratisation process connected with the implementation of types may make the organisation place emphasis on producing related documentation rather than assuring the functioning of the system and quality implementation. The existence of bureaucracy in public sector organisations made business activities very difficult, since the bureaucracy slowed down the level of performance and put many obstacles in the way of improvement (Gosling & Mintzberg, 2003). Even TM did not have the authority to act freely, because of state control and the difficulties of bureaucratic procedures. Many studies conducted in Europe, Arab and Middle East countries found that bureaucracy imposes cultural barriers (Samson *et al.*, 2009; Elhees, 2008; Curry & Kadasah; 2002; Glover & Siu, 2000; Dickenson *et al.*, 2000).

Al-Haj (2006) examines a cultural barrier in the UAE called (wasta) as social relations resulting from the multinational population can affect the normal working process. Cambridge Police conducted a study about citizens needs to reduce the cost and bureaucracy (Gosling & Mintzberg, 2003). However, the UAE has adopted a diversification and market “*laissez faire strategy*” putting the emphasis on the private sector. To serve the efficiency of the market economy the UAE has achieved to minimise bureaucracy. It is assumed in this study that the same applies to security and the Police Force (Balasubramanian, 2010). Resistance to change is human reaction and a strategy barrier to effective SP (Singh, 2004; Sanderson, 1992). Balzarova *et al.*, (2002), added that SPFP shared vision with the stakeholders reduces resistance to the change initiative.

Generally, Leaders and TM must deal with and treat any resistance and find the reasons for the resistance based on their knowledge s and experience (Raymond, 2002; Balzarova *et al.*, 2002). Balzarova *et al.*, (2002), added that formulating process shared vision with the stakeholders reduces resistance to the change initiative

2.2.5.4 Lack Of Awareness Of Strategic Plan Formulation Process

The meaning of approach management is “*the application of a system of processes within an organisation, together with the identification and interactions of these processes and their management*” (Tsim *et al.*, 2003, p.247). Or it means that part of the

success of the organisation depends on managing the business process effectively and awareness of process mapping (Balzarova *et al.*, 2002).

Dess *et al.* (2007) mentioned that the process not only covers the input to output but it meets requirements by managing the process by being clearly and objectively based on the customers' and stakeholders' needs, and that the processes must be designed through an agreement meeting (Hoyle, 2001). Omnex (2007) summarised the process approach in the following points:

- The activities crucial to achieving and monitoring a desired result are done systematically and in an effective and efficient way.
- Analysing and evaluating the capability of key activities.
- Recognising the interfaces of the main activities between the functions of the organisation such as resources, methods, and materials in a transparent and easily understandable manner among the entire team and employees.
- Assessing the risks and the effect of actions on suppliers and customers, and anyone else involved (Ingles, 1991).
- Providing an opportunity to make more simple technical and administrative routines, with the planning and implementation of integrated processes and client service teams.
- Standardising activities by documentation and the training of all employees; providing priority to processes that generate products and services and continually improving the system through assessment and control.

The researcher has found some useful studies which ensured that the lack of personnel awareness in some organisations in different culture countries is the barrier to the success of implementing the quality program such as Yemen, Syria, UK, UAE, China and Spain respectively (Park *et al.*, 2007; Al-Haj, 2006; Mohamed, 2005; Al-Zamany *et al.*, 2002; Balzarova *et al.*, 2002; Tayyara *et al.*, 2000).

2.2.5.5 Failure To Address Customer Needs, Expectations And Satisfaction

Based on the Porter competitive strategy model factors, managers should ensure that there is a balanced approach between satisfying customers and stakeholders, such as owners, employees, suppliers, financiers, local communities and society by developing a control system by monitoring behaviour and training (EFQM, 2010; Dess *et al.*, 2007; DGEP, 2007; Omnex, 2007; Stone house & Snowdon, 2007; Singh, 2004). Fuentes *et*

al. (2000) find a lack of commitment to satisfy the customers' needs in a firm's goals, lack of vision and knowledge of customer needs and expectations, and that lack of co-operation from customers is one of the most important barriers. Elhees (2008) point out that one of the success indicators of organisations is their ability to align their corporate strategies to their customers' requirements, such as Police work (Spence, eam.iqpc.co.uk).

2.2.5.6 Lack Of Communication

Goetsch & Davis (2003, p.307) explained the communication process as "the transfer of a message (information, idea, emotion, intent and feeling) that is both received and understood". Balzarova *et al.* (2002) find that effective communication involves maintaining enthusiasm, employees' full involvement, understanding roles and responsibilities in processes and enhancing personnel capabilities. Kelly (2000, p.92) mentioned that communication is "the process by which information is exchanged and understood by two or more people, usually with the intent to motivate or influence behaviour". Communication means solving problems, purchasing supplies, training and education, dealing with customers and deciding strategy (Dess *et al.*, 2007; Buchanan & Huczynski, 2004).

Elhees (2008) cited in (Besterfield *et al.*, 2003 and Feigenbaum, 1991) mentioned that managers spent most of their time communicating in one way or another. Barton and Martin (1991) categorise communication as either verbal or non-verbal. Verbal communication uses words, either spoken or written. Non-verbal is a communication tool which is not coded in words. The Strategy manager uses the management communication techniques for successful strategic management (Dess *et al.*, 2007; Reason & Hobbs, 2003). Language is one of the communication tools used to gain awareness of the approach, and the customers' needs and requirements (Al-Haj, 2006). The UAE organisations, Swedish organisations, Yemeni organisations, Libyan and Indonesian organisations suffer from the barrier of lack of communication based on the insufficient trust between the employees and the TM and the language (Al-Haj, 2006; Sharif, 2005; Al-Zamany *et al.*, 2002; Amar & Zain, 2002).

2.2.5.7 Lack of Employees' Empowerment And Involvement

The managers did not engage employees in decision making and could not identify and implement solutions in their own areas without management knowledge or permission.

Sharif (2005, p.213) argues that “*management should adopt a teamwork approach to involve workForce members in improvement process activities and solving problems*”.

Empowerment is specific techniques for improving motivation and high performance for strategy (Buchanan & Huczynski, 2004). Ashire and O’Shaughnessy, (1998) demonstrated that empowering employees with their own awareness of responsibility means self-control. Omnex (2007) explained the involvement of people by the following points:

- Employees understanding the importance of their role and contribution to the organisation.
- Employees recognising limits to their performance.
- Employees taking responsibility for problems and being willing to try to solve them.
- Employees evaluating their performance aligned with their individual goals and objectives.
- Employees dynamically seeking to find the opportunities to learn and gain new skills.
- Employees feeling free to share knowledge and experience.
- Employees discussing problems and issues with open mind.
- Increasing team confidence and identification of natural talents, and leaders to have greater participation of team members in decisions related to services (democratic approach).
- Changing the organisational culture and reducing stress among employees as they clearly know what the organisation expects from them: Training everyone involved directly or indirectly with client services.

2.2.5.8 Lack Of a Motivation System

There is big relationship between control and motivation system which is divided into tangible and intangible techniques (Dess *et al.*, 2007). Tangible means to show the level of recognition for the work contribution made, about behaviour that is valued by the TM and about the organisation’s attitude to individual performance and achieve-

ment. Intangible techniques lead the TM in the organisation to use a person's emotions and feelings to motivate them. Intangible motivation has a great effect on an employee's hopes and fears, self esteem, pride and respect (Buchanan & Huczynski, 2004). Shabsough, (2007) and (Al-Haj, 2006; Fuentes *et al.*, 2000) pointed out that motivating staff is a key skill for all managers, and perhaps for strategy managers in particular. The human resources recognition program is considered an effective motivator for organisation staff, because the nature of this work needs appreciation and recognition (Cameron & Green, 2009).

There are different motivational tools for employees, such as performance pay, share options, job replacement, profit-share flexible job descriptions, family-friendly policies, non-pay benefits and benefits covering spouse or family members (Sung and Ashton, 2005). Several studies found a positive relationship between managers' motives and the quality of performance (Sampaio *et al.*, 2009).

2.2.5.9 Lack Of Continuous Improvement

The strategy control is a system aiming at continuous improvement of the performance of the organisation and putting them on track by always creating information for the SPFP (Singh, 2004; Mintzberg, 1990) pointed out that strategy formulation and implementation relate to a continuous process rather than indicating two separate processes which may be followed independently. EFQM (2010) and (DGEP, 2007) ensured that continuous improvement is essential part of the quality and excellence process. Omnex (2007) also mentioned several important points such as:

- Giving employees training in the approach and tools for continuous improvement.
- Building of continuous improvement in products and processes, designing and changing systems as required and setting objectives appropriate to everyone in the organisation.
- Formulating goals to lead and measures to trail continuous improvement.
- Recognising improvements and increasing the credibility of the service and of the information professionals towards supporting the organisation and users.
- Creating criteria for the development of collections (physical and digital and creating a culture of continuous improvement.

- Creating a policy for the information service.
- Implementing internal and external audits to assess the performance of all processes;
- Applying better control tools of costs and expenses.
- Taking care of planning and prioritising tasks and activities, based on improving the quality of data and information supplied, due to better communication processes.
- Collecting resources, with understanding of needs for optimising the use of available resources.
- Enhancing cooperation among parties and reducing costs by reworking of waste and reducing responsibilities and bureaucratic routines that do not add value to the system.

2.2.5.10 Lack of Education And Training Programs

Training and education plays a big role in preparing the organisation and the employees from different levels to cope with the environment changes (Dess *et al.*, 2007; Buchanan & Huczynski, 2004; Singh, 2004). The organisation should have a clear relationship between training investment and the achievement of strategic objectives. The training strategy assessment scale in any organisation is measured by availability of training resources, number of training and retraining times of every employee, employees' satisfaction of training and the level of employee's participation in the same training session (Murray & Ontario, 2007; Elferis, 2005). One of common cultural barriers affecting the quality management system is the qualifications and the skills of some directors and managers which do not deal with the demand of positions in Europe. Arabic countries such as Libya, Qatar and the UAE and Chinese organisations respectively (Al-Haj, 2006; Bhuiyan & Alam, 2005; Sharif, 2005; Sun *et al.*, 2004; Awan & Bhatti, 2003; Prasad & Tata, 2003; Balzarova *et al.*, 2002; Al-Khalifa & Aspin wall, 2000; Dickenson *et al.*, 2000; Glover & Siu, 2000; Tayyara *et al.*, 2000; Ashire *et al.*, 1986). Shabsough (2007) cited (Amaratunga *et al.*, 2002) and (Scholey, 2005) lack of efficiency and effectiveness. Thus, the SP requires special planning skills to prepare a qualified plan and control system, design the strategy model, collect the data, coordi-

nate the work, formulate the policy and the objectives, prepare the annual budget and prepare the strategy maps and charts.

2.2.5.11 *Lack Of Government Resources Support (Human Resources, Finance And Technology)*

With the economy growing around the world, the political barriers associated with the leaders refer to conflicts emerging from power relationships among the people, and challenges are also increasing, associated with skills and talent (Dess *et al.*, 2007). Leaders and managers have to play an efficient role in building the current and future brand and reputation of the organisation by using its resources and measuring how units of input such as materials and human resources are used to produce a unit of output (Dess *et al.*, 2007; Singh, 2004).

Financial support can be one of the strategy barriers to successful formulation and implementation of the strategic plan, and also in applying the quality system (Morris *et al.*, 2000). Some Arab governments support the government departments by providing financial support and the legal framework which is necessary, such as strategic and quality studies to help the organisations to develop the strategy and quality work in Arab countries such as Jordan, The Kingdom of Saudi Arabia and the UAE by adopting the Quality Award (Lissaur & Rickless, 2008; DGEP, 2007), while in Yemeni organisations there is still suffering due to the lack of financial support (Al-Zamany *et al.* 2002). Curry and Kadasah (2002) point out that government must provide an appropriate infrastructure for industry in developing countries.

2.2.5.12 *Lack Of Time*

Time is one of the barriers factor to convince the TM in the organisation to implement the management system, personal time constraints bring to mind that there is not enough time to make decisions (Friend, 2009; Dess *et al.*, 2007). Balzarova *et al.* (2002) cited in (Bamber *et al.*, 1999) argue that additional time is required in cases where the organisations and employees undertake new responsibilities and tasks .Dess *et al.* (2007) mentioned that the successful of governance as strategy control needs time. Al-Zamany *et al.* (2002) and (MacDonald ,1992) mentioned that the public sector organisational procedures are very slow, long bureaucratic, and centralised in terms of efficient decision making.

Dory and Schier (2002) cited in (Cole, 1999) and Berggren *et al.* (2001) argue that the organisation needs time to implement quality methods, processes and initiatives.

Wit and Meyer, (2010) and (Friend, 2009) point out that SP perspective ensured that strategies should be deliberately planned and executed which means managers must devote time and effort to consciously formulate an explicit plan and make use of all available information and weight all of the strategic alternatives. This requires that the process that allows this should be swift, efficient and controlled, and that managers should be able to identify actions (from which they can select) that are efficient and effective within the context of the strategy.

2.2.5.13 Lack Of Consultation

The strategic management has an important role as advisor in formulating, implementing the strategic plan and control when the organisation has a lack of experienced staff in the strategy field (Singh, 2004). There are arguments about the benefits of the role of consultants based on the cost, time and experience (Stevenson & Barnes, 2001). Buchanan and Huczynski (2004) mentioned that the consultants can help to tolerate ambiguity, influence skills, confront difficult issues, build self-confidence, create learning opportunities, support and nurture others, bring a sense of humour and have a mission about working as a consultant. Some organisations engage consultants to formulate the mission (Dess *et al.*, 2007; Singh, 2004). Augustyn and Pheby (2000) reports that in China some of the organisations are concerned with the commercial benefits based on the trade competition market between certifying bodies, and for this reason it is important to implement the strategy and quality programs by taking guidance from consultants.

2.2.5.14 Lack Of Documentation And Information

Dess *et al.* (2007) mentioned the importance of Database strategy in the strategic management process. The information provides techniques for environment analysis by information gathering, forecasting, brain storming, scenario planning and benchmarking (Singh, 2004). The SPFP control requires the compilation and analysis of information to facilitate better decision-making (Friend, 2009). Wealleans (2000) stress the importance of keeping records and managing the documentation effectively, but only if it contributes to keeping the organisation running smoothly, rather than slowing it down, and en-

sure that standards remain high. Lee and Miller (1999) stated that lack of control of the documentation is a barrier in implementing a Quality Management.

According to Al-Haj (2006), an information system is efficient when information is shared and exchanged between the different organisation levels to make the work environment more attractive and help them to achieve the vision of the organisations. In fact, the information analysis assists management to take good decisions in managing quality (Ranghunathan *et al.*, 1997).

2.2.6 Barriers to Strategic Plan Formulation Process in the Police Force

Ahmed (2006) and (Crank, 2004) argue that Police work has its own culture and influence on different populations. It also has its own approach in dealing with rapid environmental changes in modern society, global threats and future challenges, such as the strategic management method, quality of performance, focusing on the unique mission and changes in workplace philosophy. In addition, Williams and Thiest, (2009) and (Easley, 2002) stated also that organisational culture plays a major role in the Police organisations by shaping the way managers behave and make decisions and choices, including controls, and rewards. Police organisations in Europe facing barriers such as "*poor training, lack of appropriate planning methods, inadequate communication, lack of information, and resistance to change, are limiting the ability of Police to develop and implement an effective plan*" (Easley, 2002; Hann and Mortimmer, 1993, p.1). Furthermore, Dickenson *et al.* (2000) also found that bureaucracy is an important barrier for the Police Force in Russia.

The Police manager needs to be aware of possible tensions between staff with different value systems, and different attitudes to change (Rathmell, 2009; Bruggeman, 2007; O'Connell and Straub, 2007; Scott *et al.*, 2004; Brunetto and Farr-Wharton, 2003; Feltes, 2002). The Police manager should also use a motivating technique to motivate his staff in setting plans and executing them, in order to gain the commitment of their employees. This is primarily a question of leadership or style of management (Cole: 1997 cited by Ahmed, 2006). Communication also is a management skill supposed to be adopted by all managers and Police manager in particular (Barton & Martin, 1991).

The Police manager uses two major communication technique roles. The first one is the control and second information to disseminate the security policy, procedures and practices through the organization as a whole. The Police manager cannot be in all places

but risk and threat to security can. However, risks and threats to an organization are many and varied and not all of them can be the responsibility of the Police manager. Communication acts to control member behaviours to make decisions by transmitting the data to identify and evaluate the alternative choices (Ahmed, 2006).

Several studies conducted in the USA and the UK investigated the impact of organisational and cultural factors that affect the Police work in applying a proactive strategic plan such as: leadership commitment, communication, creativity, innovation and employee satisfaction...etc, (Newburn, 2003, 2007; Brunetto & Farr-Wharton, 2003; Easley, 2002; Chaharbaghi & Wargin, 1995; Feltes, 2002; Feurer & Chaharbaghi, 1995).

Norman (1996) conducted a survey in the UK to investigate the population culture and awareness of the importance of strategic plan in government departments; he found that competitors and customers feel that the formal strategic plan for Police and fire departments is more important than other government departments, as Figure shows, giving the percentage for each sector:

Figure 2-12 The Important Of Strategic Plan In The UK Government Departments

Her Majesty's Inspectorate of Constabulary (HMIC) always conducted self-assessments and found high level of critical successful factors such as leadership commitment, citizen satisfaction, training, and democracy in delivering a quality service to deal with crime in the multinational population in multiracial areas such as Manchester and Warwick (HMIC, 2008).

Allaire and Firsirotu, (1990, p.161) also found that : Australian, American, Japanese and western Police Forces mentioned strong elements of critical successful factors, de-

veloped in the Police Forces based on the experience of strategic management elements including:

1. *"a clearly articulated and widely communicated corporate vision for the organisation;*
2. *a wide appreciation of a small set of core values;*
3. *executives and line managers at all levels who actively engage in effective information sharing ("networking") practices, adaptive and flexible incentive schemes inked to key strategic indicators;*
4. *Strategic thinking and implementation skills at all levels".*

2.2.7 Conclusion of Part Two

According to the above discussion, it seems that culture is an important assessment parameter for assessing the SPFP in order for the Arab and Islamic security and Police Forces to gain continuous improvements and reach excellence. Over 15 decades the Holy Quran and the Hadith which is the speech of the Holy Prophet Muhammad, God's blessings and peace be upon him, ensured that leadership commitment and communication between the ruler and people are the best way to satisfy the people and achieved the people demands such as most modern scientific management which confirms that Islamic religion as culture has a wide science for all times.

The analysis of the reviewed information points to the fact that religion, international influences, Arab, and Police culture are related to fundamental and critical factors as barriers such as leadership commitment, customer satisfaction, communication to deliver the high standard services and competitive advantage. Taking into consideration the relationship between the modern scientific management and the Islamic and Arabic sciences, which extends to over 15 decades emerge from the Holy Quran and the Hadith which is the speech of the Holy Prophet Muhammad, God's blessings and peace be upon him, which confirms that Islamic religion as culture has a wide science for all times.

2.3 Summary of the Key Themes and Critical Analysis

The literature review looked at the quality framework associated with the SPFP in the public sector. It was found that culture plays an important role in the Arab and Islamic environment which in turn should be incorporated into the SPFP in general and business award models (Deming, MBNQA, EFQM and DGEP) in particular taking into

consideration the organisational and cultural factors of the Arab and Islamic world and the barriers to the SPFP and the RADAR quality assessment tool.

This section is a critical analysis that is derived from the literature based on quality frameworks that relate to the SPFP. This means that in this part the researcher is going to illustrate the key themes of quality principles in general and excellence self-assessment in particularly focusing on Police work and the positive and negative cultural aspects of the Dubai environment.

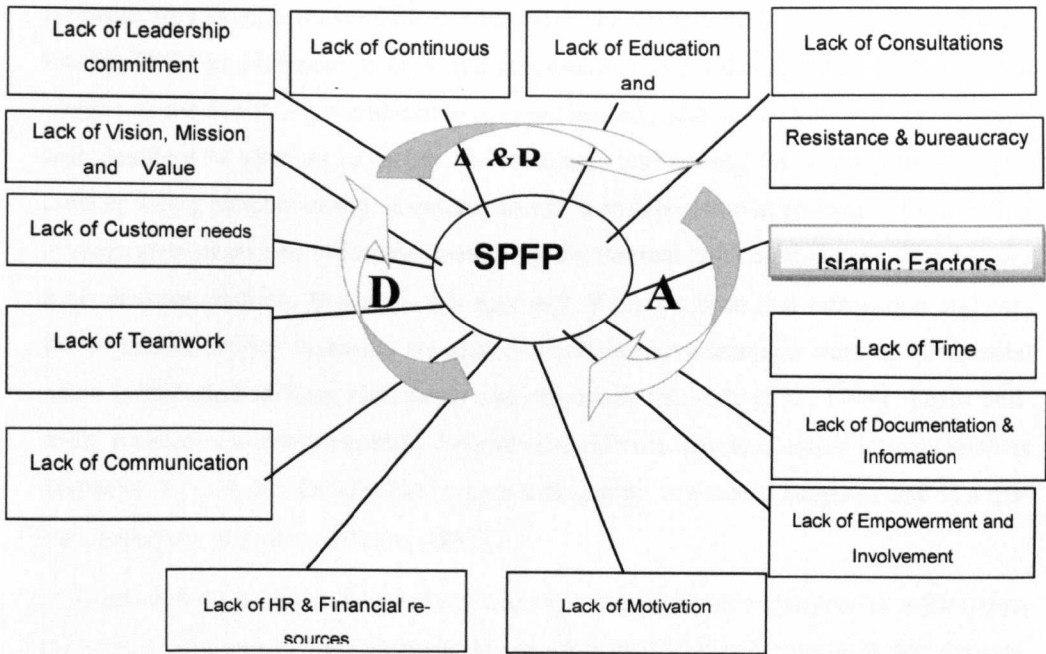
First of all, the quality framework that is used to assess the SPFP is a comprehensive quality approach that involves a goal-centred, comparative, normative and improvement approach that uses a mixed method of assessment (top-bottom, bottom-top) that characterises the RADAR tool (Approach, Deployment, Assessment and Review and Result). It was found in the literature review that the RADAR tool and EFQM and Dubai Business Excellence only focus on stakeholder needs which include cultural aspects to support the SPFP. In addition, a formulation approach is deployed which has the ability to manage changes in the environment including aspects of culture if needed. Furthermore, Assessment and Review includes measurement and learning which leads to creative outcomes and leads to the implement of improvements in the SPFP. The scope of SPFP results is consistent with strategy development, and the relationships between different results include cultural aspects. Thus, this literature review identified the impact of the Arab and Islamic cultural factors in each phase of RADAR. Islamic factors such as leadership, communication and needs of society are also important.

Second, barriers have been identified and their impact on excellence award programs has been assessed. These barriers include managers' negative attitudes, bureaucracy, resistance, poor commitment levels, lack of customer satisfaction, lack of teamwork, lack of HR and financial resources, lack of education and training, lack of motivation, lack of time, lack of documentation and information, lack of consultation, lack of continuous improvement, lack of communication, and lack of empowerment and involvement. The findings of the literature review suggest that those factors should be discussed and analysed earlier to synthesise ways of understanding the phenomenon.

The analysis of the literature review leads to the selection of an appropriate methodology for the research as will be clear in chapter three. The case study research strategy was chosen to achieve the aim and objectives of the research. Therefore, this study at-

tempts to make a comparison between the different factors influencing the Dubai Government, security Forces and the Police. As a result of reviewing quality and excellence awards factors in Dubai a research conceptual framework has emerged and is presented in chapter six (Sekaran, 2003; Hussey & Hussey, 1997). There is a debate about the importance of the conceptual model. Saunders et al. (2009) state that in order to direct, collect and analyse data the phenomenological approach such as is used in this research is most suitable, while Hussey and Hussey (1997) say it is less important to collect data. Easterby-Smith *et al.* (2008) deal with the issue and mention the importance of building the questions in a structured way.

Figure 2-13 Key Themes Of The Critical Analysis Collected From Literature Review



Using the above key themes for a phenomenological approach, this study is going to design and justify the use of semi-structured interview questions as the main instrument for collecting data. According to Saunders *et al.* (2009), Ghauri *et al.* (2005), Sekeran (2003) and Eisenhardt (1989) this is necessary in order to build a theory based on a case study.

The study assumes that there is no standard definition for quality and strategy. The literature review suggests that this is due to differences in religious beliefs, in social rela-

tionships, and in the culture of each region, country and organisation (Mintzberg, 1990). However, a definition of quality and strategy is the first step in all management systems such as TQM, knowledge management, risk management and so on (Aliago, 2000). Strategy in this study is defined as the decision to choose the right direction that aligns the internal and external environments at the right time, in order to gain a competitive advantage in the future. The reason for using this definition is that the strategic decision should be right, comprehensive and flexible, in order to deal with all challenges, for example the international financial crisis and international security problems in the Arab world, to ensure justice, security and safety for its people.

The concept of the RADAR self-assessment tool with the concept of the excellence factor came after several years of SP and has been chosen as a strategic control tool for assessing SPFP involvement in all social communities (Logothetis, 2002). It ensures the outputs of the SPFP in government in general; security and Police Force are providing a high standard of services to satisfy the customers and aiming for continuous improvement by using benchmarking. A central notion is collaboration at all stages: formulating mission statements and objectives, analysing the internal and external environment, and team decision-making. Based on this approach, it can be seen that motivation and corporate culture are key factors to success, and collaborative strategic working is essential when formulating mission statements and objectives (Bounds et al., 1994). These concepts are clearly currently seen in the global excellence standard award models such as MBNQA, EFQM and DGEP. This means that quality is a world language and is a formal management system (Munro, 1992).

Hofstede (1991) suggests that nations and their prevalent attitudes can be regarded as the source of a considerable amount of common mental programming of the citizens, when there are strong Forces for integration within a nation, such as a dominant language, common mass media, a national education system and a national political system. Perhaps though, one of the major sources of differences in this case is the predominant religion.

However, all excellence models reviewed in this chapter fail considerably in their implementation and do not tackle or even consider corruption within their criteria or in the assessment of its implementation. This issue was also raised during the discussions held with the Yorkshire Police. The models for example do not make provisions for resource

allocation to deal with corruption. This is an issue that needs to be addressed by research and a model should be created that incorporates the corruption criterion.

Three main issues arise from the literature review in respect to the adoption of excellence programs in the Dubai security and Police Forces as the result of the wider perspective that characterises such programs. First, they do not consider cultural criteria when examining multi-ethnic diverse societies such as the UAE. Second, looking at citizens in terms of the concept of “customer” undermines somehow the aims and objectives of excellence models when they are implemented by states, governments or local authorities. The view of this study is that the notion of a citizen or resident is different from the notion of customer in terms of expected quality. Third, the excellence quality programs fail completely to include corruption as a criterion in improving quality in the public sector and when this even arises at the decision making level. Corruption at a higher level in the public sector can compromise the quality of an excellence program.

CHAPTER THREE RESEARCH METHODOLOGY

3.0 Introduction

In this chapter, the researcher analyses the literature on research methodology, philosophy, approaches, strategies, and methods of data collection. He discusses the ethics and protocols surrounding interviewing as a methodology, and takes into consideration the validity and reliability of each approach in order to achieve the aims and objectives of the research.

3.1 Definition of Research Methodology

Adam and Healy (2000) define research methodology as the specific approach used by the researcher to realise his research objectives. Hussey and Hussey (1997) consider that the primary purpose of research methodology is to achieve the aims and objectives of the study through the collection and analysis of data relating to a particular problem or issue, also known as the research problem. Similar to Hussey and Hussey, Zickmund (2000) describes it as the route taken to collect and analyse information.

Sekaran (2003, p.3) referring to research as the *'somewhat intimidating term for some'* describes it as *'simply the process of finding solutions to a problem after a thorough study and analysis of the situational factors'*. Welman and Kruger (2001) define research methodology as the application of various systematic methods and techniques to create scientifically obtained knowledge. The researcher agrees with Zickmund's view, and it can be said that there is consensus among scholars that research needs to be conducted systematically and that information must be collected and analysed by means of procedures which have a theoretical basis (Zickmund, 2000).

3.2 Purpose of the Research

Saunders *et al.* (2009) and Collis and Hussey (2008) classify the purpose of research projects as falling into the following main categories:

- Exploratory research is valuable research which explores new areas and has no antecedents; it is finding what is happening to seek new sights.
- Descriptive research investigates in order to describe; it includes analytical explanatory research which combines descriptive and predictive research, and aims to arrive at an overview of the research subject. It does this by starting from a hypothesis, investigating and describing what it finds, then analysing the findings against the predicted outcomes.

This research is exploratory as it deals with the questions 'what', 'how' and 'why', relating firstly to the notion of the RADAR self-assessment tool to assess the SPFP using policy and strategy criteria. Secondly it considers a number of the organisational and cultural factors and barriers. Thirdly it examines the Arab and Islamic factors which affect the assessment of the SPFP within the government in general and in the Police and security sectors in Dubai in particular.

3.3 Research Philosophy

Saunders *et al.* (2009) relate 'research philosophy' to the understanding of both the nature and the progress of knowledge in order to choose the research method. Easterby-Smith *et al.* (2008) examine the protracted discussion within social sciences as to the most suitable philosophical basis of research methods, and the complexity of the process of matching design to the nature of the research. Al-Haj (2006, p.77) finds that the research philosophy helps the researcher in a number of ways:

- *"To determine whether or not the research design is appropriate to the questions being asked;*
- *to create designs beyond the past experience (Easterby-Smith et al., 2008), and,*
- *to provide grounding in research methods located within an accepted epistemological paradigm".*

The researcher in this section considers two key philosophies: phenomenology and positivism.

3.4 Positivist Approaches

Collis and Hussey (2008) said it is vital for positivists that the facts and causes of social phenomena be identified. Within the positivist philosophy, the subjective state of the individual is not important.

The positivistic paradigms are quantitative, objectivist, “*scientific*”, experimentalist and traditionalist to test hypothetical deductive generalisations. Gill and Johnson (2002) state that positivism requires a highly structured methodology. It deals with that which is observable and non-interpretative (empirical).

3.5 Phenomenological Approaches

Phenomenological paradigms are qualitative, subjective, humanistic and interpretative. Easterby-Smith *et al.* (2008, p.28) describes phenomenology as a philosophy which “*focuses on the way that people make sense of the world, especially through sharing their experiences with others via the medium of language*”. It is a naturalistic approach to inductively and holistically understand human experience in the context of specific settings and focusing on the meaning rather than the measurement of social phenomena.

Within the phenomenological philosophy, one of a group of approaches which uses interpretative methods is Social Constructive, the theory of which is that people construct their own worlds and give meaning to their own realities (Saunders *et al.*, 2009).

The four main methods used by qualitative researchers are observation; analysing text and documents; interviews, and recording and transcribing.

3.6 Comparing the Two Approaches

A positivist approach is quantitative: it requires the researcher to deal in observable and countable “*facts*” and relationships; the phenomenological philosophy is qualitative; it allows for interpretation and a variety of viewpoints (Bryman, 2004). Easterby-Smith *et al.* (2008) summarise the main differences between these two philosophical points of views as Table 3.1 shows:

Table 3-1 The Methodology Approaches,

Easterby-Smith *et al.*(2008) outline in Table 3.2 below the strengths and weaknesses of each philosophy:

Table 3.1 The Strengths And Weaknesses Of Research Philosophy

There is thus little common ground between the two philosophies. It is necessary then to look more closely at the qualitative and quantitative research approaches, which are concerned with the data collection methods, as shown in Table 3.3. Based on the above points and the interpretivism/social constructionism has been chosen as the research philosophy to explain the phenomena and understanding of individuals' perception rather than statistical analysis. Guba and Lincoln (1994) cited in Denzin & Lincoln (2000) argue that 'the concept "*qualitative*" is concerned with meaning and processes rather than measurement, "*it refers to all non-numeric data or that which has not been quantified and can be a product of all research strategy*" (Saunders *et al.*, 2009, p.480). Amaratunga *et al.* (2002) point out that qualitative research provides a rich source of material explaining and describing processes within a specific context. Strauss and Corbin (1998) suggest that the strength of a qualitative approach lies mainly in its ability to

ascertain deeper underlying meanings and explanations of phenomena. It is often described as an idiographic approach which requires that one must obtain first hand knowledge of the subject under investigation. Qualitative research is typically used to answer questions about the complex nature of phenomena, often with the purpose of describing and understanding those phenomena from the participants' point of view (Yin, 2009).

These are to be the characteristics of this research and therefore it is important to understand the implications for methodology. Hussey and Hussey (1997) outline in 3.3 some distinguishing features of Qualitative and Quantitative research methods:

Table 3.3 The Features Of Qualitative And Quantitative Research

These qualitative features help to define the nature of the current study, and what is the acceptable knowledge in a particular field of study (Saunders *et al.*, 2009). Collis and Hussey (2008) consider the underlying assumptions of each qualitative and quantitative paradigm:

Table 3.4 Underlying Assumption Of Qualitative And Quantitative I Paradigm

3.7 Justification for Choosing Phenomenology as the Research Philosophy

In spite of the fact that management is predominantly based on deductive theory testing and positivistic research methodology it fails to give deep insights into SP and TQM in practice (Leonard *et al.*, 2001). Bounds *et al.* (1994) point out that TQM, strategic planning, group dynamics, training and development, corporate culture, employee involvement and new leadership theory all fit into the phenomenology paradigm. On the basis of the critical analysis discussed earlier, the researcher has chosen a qualitative paradigm and is looking in particular at the type of questions which the research aims to answer (Jankowicz, 2000). Furthermore the researcher will examine real life events and the way people behave and react and think in order to explain why and how the RADAR excellence assessment tool deals subjectively with excellence enablers such Pol-

icy and Strategy, People and Process (EFQM, 2010) and will investigate how the barriers and the critical success factors affect the assessment of formulation process on the government, security and Police Force levels (Dickenson *et al.*, 2000).

The research design provides a model for assessing the SPF process analysing the problems and solutions within the emirate of Dubai, referring as it does to the subjective aspects of human activity.

In conclusion, the researcher's choice of philosophical position is supported by researchers such as Saunders *et al.* (2009), Collis and Hussey (2008), Easterby-Smith *et al.* (2008), Amaratunga *et al.* (2002) and Hussey and Hussey (1997) whose opinions the researcher values and agrees with.

3.8 Research Approach

The research aims, objectives and the questions of the study, are considered critical factors in the selection of the research approach. So, Oppenheim (2000) argues that selecting the best approach is a matter of appropriateness. The two main strategies of research approaches are deductive and inductive. The inductive approach is a theory-building process which attempts to arrive at generalisations on the phenomenon being investigated on the basis of observations of particular examples. In the deductive approach, a theory or generalisation is used to test a theory by seeing whether the theory can be applied to particular examples (Hyde, 2000). It provides answers to the 'what' and 'why', and 'how' questions and gives an in-depth understanding of the research problem. Creswell (2003) and Patton (2002) stated that one of the key differences between these approaches lies in how existing literature and theory are used to lead the research. In this research, there is no underlying or guiding generalisation: the researcher wishes to approach the field with an open mind. The table below shows the major differences between the two methods, justifying this choice.

The phenomenological philosophy, qualitative paradigm and inductive reasoning approaches have been chosen as the most appropriate in this study for the reasons given above. It allows the researcher to go in depth and to gain insights, to allow finding perhaps unexpected results and for assisting in making inferences and in drawing useful conclusions.

3.9 Research Design and Strategy

Saunders *et al.* (2009) stated that research strategy is a road map or plan to answer research questions in order to achieve the research objectives. Yin (2009) determines five different types of research design, summarised in Table 3.6.

Experiment is a method of research emerging from natural sciences. The objective of an experiment is to study causal relationships between two or more variables. The simplest form of such an experiment is to determine whether there is an association between two variables. Experiments are mainly used in exploratory and explanatory research to an-

swer 'how' and 'why' questions and focuses on contemporary events (Saunders *et al.*, 2009).

The survey is another research method associated with the deductive approach. It is very popular amongst business and management researchers attempting to answer 'who', 'what', 'where', 'how much' and 'how many' questions. It is mostly used for exploratory and descriptive research. This method is also popular because it allows the researcher to collect a large amount of data from a manageable population size. This method tends to collect and analyse quantitative data. However, the data collected by the survey research method is not likely to be as wide-ranging as those collected by other research strategies (Saunders *et al.*, 2009).

The archival research method also attempts to answer 'who', 'what', 'where', 'how much' and 'how many' questions and focuses on changes over time and they are exploratory or descriptive. It is a research strategy that uses records and documents as the main source of data. Those records and documents can be recent as well as historical. History research can be part of the archival research based on past records and documents (Saunders *et al.*, 2009).

Finally, a case study, according to Yin (2009), is an empirical inquiry that examines a contemporary phenomenon within its real-life context. It is a research strategy best suited for answering 'why' as well as 'how' and 'what' questions. They are enquiries about a contemporary set of events over which the researcher has little or no control (Yin, 2009, Saunders *et al.*, 2009). In particular, the 'how' question is extremely relevant for a case study because the nature of this question deals with operational links needed to be traced over time, rather than mere frequencies or incidence (Yin, 2009). Therefore, the case study strategy is frequently employed in explanatory and exploratory research (Saunders *et al.*, 2009) as is the case in this study.

Table 3.6 Research Strategy and questions

Furthermore, the case study strategy was chosen for this study because it is concerned with the interaction of factors and events. Yin (2009, p.17) defined the case study as strategy for doing research which involves, first, “*an empirical inquiry that investigates a contemporary phenomenon within its real-life context, especially when the boundaries between phenomenon and context are not clearly evident; second, defined also as research strategy comprising an all-encompassing method, covering the logic of design, data collection techniques, and specific approaches to data analysis*“. The great advantage is that it enables comprehensive and informative data to be generated (Jankowicz, 2000). The essence of a case study is that it seeks to clarify a decision or set of decisions: why they were taken, how they were implemented and with what result (Yin, 2009).

In addition, the researcher has chosen the case study because the current research investigates the assessment by addressing ‘*how*’ and ‘*why*’ questions, and focuses on contemporary events in Dubai Government , answering the ‘*what*’ question to obtain rich descriptions and gain a deep understanding of the context which can provide powerful insights (Saunders *et al.*, 2009; Amarantuge, 2002). This keeps up correspondences with the aim and objective of this research, which is to investigate the self-assessment tool to assess the SPFP in Dubai Government .

3.10 Number of Case Studies

Having decided on a case study approach, the choice is then the examination of a single case or multiple cases designs (Yin, 2009).

Yin (2009) and Lee (1992) observe that multiple case studies are more common and are generally used to replicate findings or to support theoretical generalisations; furthermore they can help in clarifying the real meaning of a phenomenon. Leavy (1994) argues that multiple case study research provides external validity and guards against observer bias.

Voss *et al.* (2002) point out that while a single case study can offer greater depth, it has limitations as to the "*generality*" of any conclusions drawn. It could also lead to bias, such as misjudging the representativeness of a single event and exaggerating easily available data. Yin (2009) on the other hand argues that the single case can be used to decide whether a theoretical proposition is correct or whether some alternative set of explanations may be more relevant. It is also appropriate to use this strategy in a unique or extreme case.

Last but not least Collis & Hussey (2008) state that the use of different methods also enables the researcher to overcome the possibility of bias associated with a single method. Consequently the researcher decided that the suitable research design for this research would be a multiple set of case studies.

3.11 Justification for Using the Case Study Strategy

The key objective of this research is going in-depth through assessing SPF process to understand the assessment process in government, and security in Dubai. As the researcher is a member of the HQDP Force and a member of the DGSP Formulation Team (2007 – 2015) he has complete access to all information on the Police Force and the Executive Council of Dubai Government. Interviews and document reviews are the main source of data with the researcher drawing on existing statistics, records, reports and historical documents.

As Yin (2009) argues, the case study examines a contemporary phenomenon within its real-life context. Saunders *et al.* (2009) claim that a case study is valuable if the re-

researcher wishes to gain a rich understanding of the context. This is clearly an appropriate way of exploring the case study theory.

The advantage of case study research, as Jankowicz (2000) agrees, is that it enables comprehensive and informative data to be generated.

3.12 Criteria for and Stages of the Case Study Approach

In this research the researcher utilised a multi-case study methodology which is used in the Government of Dubai and its strategic plan formulation process; and the security and Dubai Police in their training procedures. The following four stages as outlined by Jankowicz provide an appropriate framework for the research:

- Establishing the current situation.
- Collecting information on the background to the current situation.
- Collecting more exact data in the current situation.
- Recommending appropriate courses of action and if possible assessing the outcomes when these have been put into effect (Jankowicz, 2000).

Case studies or multiple cases are selected and analysed on various levels in case study methodology (Yin, 2009; Eisenhardt, 1991). In this research, three levels of planning are involved: governmental, sectoral and Police departmental, chosen to conduct two case studies to gain the required information, as will be made clear in Chapters 4 and 5.

Yin (2009) argues that a case study is ideal if the research deals with 'how' and 'why' questions. Based on using RADAR to assess the SPFP stage, the rationale for choosing this is to find comprehensive views from different perspectives. The researcher decided that a multiple case study model would be most useful in gaining a deeper understanding of Dubai Government's decision making process, in particular regard to the security sector and Police.

The rationale of this particular sector is that it plays an important role in supporting Dubai economic vision, and also because the HQDP Force was the first of thirty-four government departments to adopt a strategic plan in 1995. Since then, it has flourished. It achieved the highest scores and results in the Dubai Government Excellence Program in 2007 and 2009.

As stated earlier, the Emirate of Dubai was the first city in the Arab world to adopt a strategic plan and put it into effect. It now has one of the world's fastest growing economies (Rahman, 2007; Anon, 2007a). This is a good reason for making it the primary focus of the case studies. The researcher is a citizen of the UAE, and is employed in the HQDP Force. He is a member of the DGSP Formulation Team, hence his choice of the HQDP Force as the primary target of his research. In this context, the external international case studies were selected based on the Excellence Award benchmarking correlation and results in Chapter 2.

The first comparator case study concerns the South Yorkshire Police Force, which is implementing the EFQM Excellence Model, won the Excellence Award in 2003 and has Memorandum of Understanding (MOU) with Dubai Police. The second comparator case study is of the Police Inspectorate, the HMIC, which is responsible for assessing Police performance in the UK. It has responsibility for applying the main criteria in EFQM and building special criteria for the Police Force.

In order to gather the required richness and depth of information the researcher will make use of qualitative techniques such as interviews with 10-15 members of Dubai's Government Strategic Plan Formulation Team, the members of the HQDP Force who are responsible for SPF and the members of the international Police Forces.

Ghuri *et al.* (1995) list acceptable sources as conversation and in-depth interviews, as well as historical review, group discussions, case studies, and documentation such as memos, reports, newspaper articles and proposals which may all be used to gather and analyse data and to identify and validate it.

In order to satisfy the requirements for research validity and reliability, the researcher will also use documentation review as a means of fulfilling the requirements for research validity and reliability.

3.13 Instruments Of The Research: Data Gathering

Yin (2009) points out those data collection methods depending on the implementation of research philosophy, research approach, research strategy, and the aim and objectives of the research. Easterby-Smith *et al.* (2008) and Hussey & Hussey, (1997) found that the most useful tools for gathering data are reviewing archival records and documents, direct observation, participant observation and diaries, interviews and questionnaires as well as focus groups. Yin (2009) concludes that using multiple sources for evidence can

help in clarifying the real meaning of the phenomena being studied. This research will satisfy the requirements for research validity by drawing on multiple sources of evidence to obtain data, and using different strategies for obtaining this data. This is encouraged by authors such as Collis and Hussey (2008), Golafshani (2003) Guba and Lincoln (1994) and Silverman (1993) who suggest that researchers use more than one tool for gathering data, and multiple methods in order to overcome the possibility of bias associated with any single method, to improve the accuracy of results, and for the validation of such conclusions.

Yin (2009) recommends six major sources of evidence to be used in the case study approach as the following table shows, and compared in terms of their strengths and weaknesses. The six types of evidence sources can be seen in Table 3.7 below:

Table 3.7 The Strengths And Weaknesses Of The Data Collection Instrument

Generally, the researcher notes that informally formulated and open-ended questions allow the researcher to collect data in greater depth as the respondents have more latitude in their answers in this type of interview technique, allowing them to contribute to the discussion even more fully. Documents and direct observation, a 'how' and 'why' are the main sources of data within the case studies as is clear in the following points:

3.13.1 Interviews

Myers (2009, p.121) describes the interview as "*one of the important data gathering techniques for qualitative researchers in business and management*". Bell (1993) finds that the key advantage of the interview is flexibility, being able to follow up on ideas, the possibility of searching for further information and exploring motives and feeling in a way which the questionnaire never can. Yin (2009) argues that interviews can be the most vital sources of information in case studies. They are a valuable technique for obtaining data, particularly in the case of a qualitative case study approach. There are many different types of interview, but Amaratunga *et al.* (2002, p.4) described the qualitative research interview as "*an interview, whose purpose is to gather descriptions of the life-world of the interviewee with respect to interpretation of the meaning of the described phenomena*".

There are three types of interview: structured, semi-structured and unstructured (Saunders *et al.*, 2009). An interview is a structured conversation, with a degree of formality and control, between an interviewer and one or more interviewees. The aim is to provide reliable, relevant, insightful and useful information. Oppenheim (2000) pointed out that the use of interviews has its pros and cons; structured interviews are more formal, and standardised questionnaires can be used in quantitative research (Saunders *et al.*, 2009; Easterby-Smith *et al.*, 2008). However Sekaran (2003) and Jankowicz (2000) see semi-structured interviews within the framework of research using the case study method as a powerful data collection technique. Semi-structured interviews include a list of questions based on key themes, and the actual questions used may change from interview to interview, based on the interview conversation. Lastly, unstructured interviews are informal, non-directive or conversational; with them there is no prepared list of questions. Semi-structured interviews were used to collect data to gain the advan-

tages of both the structured and the unstructured approaches; furthermore, it allowed the researcher to improvise during the interviews (Myers, 2009).

3.13.2 Focus Groups

Stewart *et al.* (2007) state that focus groups are inherently social phenomena and it is very important to understand the dynamics and the social environment in which the group interviewing takes place. The difference between focus groups and face-to-face individual semi-structure interviews is that here data collection emerges during the process of interviewing facilitated by the group setting.

Focus groups have been used in pilot work for many different types of studies including surveys and in depth interview studies as well as being used as a tool for enhancing the understanding of the research findings (Kitzinger & Barbour, 1998). However, the use of focus groups is mostly within a market research paradigm and is less often a way of formulating strategy and policy (Kitzinger & Barbour, 1998). Most of the time the participants in the focus group tend to be a representation of a specific social group segmented according to class, age and gender. In this study a focus group would have been composed of representatives of the different authority levels in the Dubai and South Yorkshire Police Force. An apparent segmentation would have been between top, middle and lower security and Police management (Kitzinger & Barbour, 1998). The major disadvantage of using a focus group with the RADAR tool is the difficulty of bringing the TM and MM levels together at one time and one place which would have provided the resources required to achieve such an objective within this study's research framework.

Focus groups and surveys would fail to gather the necessary data and therefore semi-structured interviews were used together with the RADAR self-assessment tool to assess the SPFP (Forstner, 2010). Most of the excellence and RADAR frameworks put a heavy emphasis on the semi-structured interviews and collecting data (EFQM, 2010, Forstner, 2010). The researcher took on board these considerations when deciding to use interviews, in particular, semi-structured interviews, as a crucial part of his methodology. The researcher carried out a S.W.O.T. analysis for each tool when using RADAR to make sure that the semi-structured interview is the main method which should be used for collecting data, as the next point shows.

3.13.3 Individual Versus Focus Group Interviewing and Surveys

Table 3.8 compares and contrasts three data gathering approaches. The analysis of the strengths and weaknesses reveals an issue that it is very real in the Police Force. Lower and middle level management could feel less comfortable in expressing their true views and feelings about the relevant issues in the presence of senior managers within a group setting. In addition a group consensus might be very challenging to achieve in both the Dubai and the South Yorkshire Police Force. Finally, putting together a representative focus group would have been a very time- and resource-consuming undertaking. The alternative is the survey. However, the main disadvantage of surveys is their artificiality and superficiality. The feelings, views, and attitudes of individuals or groups are not captured.

Table 3.8 Individual Versus Focus Group Interviewing And Survey

3.13.4 Justification for Choosing Semi-Structured Interviews

Based on the SWOT analysis of the data collecting approach, the researcher found that the semi-structured interview was the best method for this research and for implementing the RADAR tool. This was supported by Ghauri *et al.* (2005, p. 86) who noted that “*qualitative methods use relatively more qualitative techniques, such as conversation and in-depth semi-structured interviews*”. Sekaran (2003) and Oppenheim (2000) suggested that in-depth interviews can help researchers to understand the implications of people’s activities and that this allows them to clarify the purpose of the research and to explain any doubt or avoid any misunderstanding. Yates (2004) considers that interviews are a good way of exploring participants’ subjective meanings. Saunders *et al.* (2009) also argue that in-depth, semi-structured interviews are useful in qualitative research in the sense that they can ask not only about ‘*what*’ and ‘*how*’, but they also can explore the ‘*whys*’. Being semi-structured rather than fully structured, the interviewees have the opportunity to explore the thoughts and feelings of participants around the question. It would be easier to obtain the documents for semi-structured interviews, while in the case of questionnaires this might be more difficult. In addition, the fact that only 17 of the respondents are dealing with SPFP and DGEP and RADAR in the three strategic levels means that a very small sample is represented; it is difficult to apply the questionnaire method to such a small number as the data that would be collected through the questionnaire is not subject to the normal distribution curve which requires a minimum of 30 people. For further triangulation of such observations, the researcher has also endeavoured to record the opinions and feelings of people in less powerful roles. For instance the researcher had some discussions with junior and lower ranks to find out more about the strategy culture and how they participate in the SPFP. The findings were that the majority know that 40 % of Police employees must participate in the formulation process based on the CHQDP order (Brunetto *et al.*, 2003).

The present research focuses on words rather than numbers, on interactions and behaviour, on culture change and on people's experiences and attitudes, which means that semi-structured interviews seem to be more appropriate for this research, with the option of different questions being used in each interview on the self-assessment of the SPFP (Saunders *et al.*, 2009).

As the researcher is employed in the HQDP Force as a Director of the SP Department and a member in the government Strategic Plan Formulation Team, he has the opportunity to carry out semi-structured interviews with the relevant people in Dubai, such as members of TM and MM. TM figures include the CHQDP Force, the Head of the Strategic Executive Team in the HQDP Force and the SSPFT, the General Coordinator of the DGEP, Head of Strategy and Policy Department in the Government and members of MM including Police officers from the SP team of the HQDP Force, and the strategic sector coordinators in the Executive Council of Dubai Government .

It would be difficult to avoid any social desirability bias when interviewing MM and junior officers from the security Forces and HQDP because such interviewees might be reluctant to give the researcher full and frank answers, given his status as a senior Police officer interviewing subordinates. Therefore, it may be that respondents have provided socially acceptable responses, rather than the truth (Bryman & Bell, 2003; Gill & Johnson, 2002). However, it has been argued (Saunders *et al.*, 2009) that the impact of this can be counteracted by good interview techniques.

Therefore, the researcher used several techniques in order to reduce the bias. **First**, an interview guide was developed designed to minimise bias. It was prepared to ensure that the same key areas of enquiry were pursued with each participant interviewed, thus helping to achieve consistency during all interviews (Bogdan & Taylor, 1998). **Second**, the interview sample was selected from different positions that relate to strategy and quality rather than those having low ranks only in order to view phenomena from all relevant perspectives. **Third**, in order to reduce the possibility of interviewee bias (Saunders *et al.*, 2009) interviewees were given a brief explanation of the purpose of this study, its importance, clarification of how the information would be used and an assurance of the confidentiality of the information. These assurances allowed interviewees to be relaxed and open during conversations and willing to give information; furthermore, the researcher as a senior manager in HQDP benefitted from his own knowl-

edge and experience of both Islamic and Police culture in order to elicit truthful answers from the middle and junior level interviewees (Brunetto et al., 2003). He attempted to encourage people to offer their help in this study in order to improve the current situation in Dubai as well as to achieve RADAR in assessing the SPFP in the services provided to all people living in the wider area of the UAE, and stressed that participation would contribute to the development of Dubai by focusing on the citizens' current needs and future expectations of the SPFP and the implementation of the excellence framework. **Fourth**, considerable attention was also given to several issues during the interviews in order to increase the reliability of the findings: questions were asked exactly according to the interview guide in order to be consistent at all times; the interviewer did his best to be neutral during interviews in order not to generate any lead that might cause bias; leading and probing questions were avoided; and sensitive questions such as those related to the organisational culture were left until the end of the interviews, which gave sufficient time for the interviewer to win the confidence of interviewees (Saunders *et al.*, 2009; Easterby-Smith *et al.*, 2008). **Fifth**, the researcher used different ways of asking the same question based on the interview guide. For instance, the question could be based on Islamic values which teach that it is important to be truthful, or could be asked from the Police perspective so that the interviewees would be encouraged to show respect and be truthful to senior and higher ranks such as the researcher himself. **Sixth**, the researcher had the questions examined by two assessors who were from the middle and junior levels to control the bias and identify truthful answers and give the interviewees more confidence, as is supported by Gill and Johnson's work (2002). Thus the researcher was able to encourage interviewees to consider and change their answers in the light of these suggestions. In the UK, the researcher was given access to the MM level in HMIC, and the South Yorkshire Police Force.

Finally, all participants were given the opportunity to withdraw from the study without giving any reasons or suffering any consequences (Saunders *et al.*, 2009)

3.13.5 The Interview Protocol Structure

3.13.5.1 Developing the Interview Question

The researcher designed the interview guide that contained topics related to two main key themes of this study: RADAR self assessment to assess the SPFP, and the organisa-

tional and cultural factors that affect the SPFP; this is supported by Gray, (2004). It helps the researcher to track each interview and achieve consistency during all interviews (Bogdan & Taylor, 1998).

Silverman (2006, p.286), said “*it is important that each respondent understands the questions in the same way and that answers can be coded without the possibility of uncertainty*”. He also said that interview schedules should be pre-tested in order to achieve reliability, while Gray (2004) strengthened the validity of interviews by constructing an interview guide that includes questions drawn from the literature and the pilot study.

The literature review was the main source of design for the interview questions guide. The researcher used ‘*how*’, ‘*what*’ and ‘*where*’ at the beginning of his questions and then ‘*how*’ and ‘*why*’ questions as the interview progressed (Collis & Hussey, 2008).

The researcher generated and developed the interview questions guide in the light of related topics such as assessments, and organisational and cultural factors that affect the assessment of SPFP found in the literature review. Saunders *et al.* (2009) explain the research process as the Figure 3.1 shows. To enhance validity issues, the researcher’s supervisor, who has strategy expertise, reviewed the interview questions. His comments were taken into consideration. Furthermore, to support the validity issues, feedback from the interviews pilot study resulted in some of the questions being modified and changed as is made clear in the next point.

3.13.5.2 Ensuring Interview Protocol

According to the standard interview protocol, the researcher devised questions at different levels, e.g. TM, MM, and on different aspects of practices to find different views about the research. These were reviewed with his supervisor and two experts in the strategy and quality field.

In order to carry out the interviews effectively and also to ensure that the interviewees in Dubai shared fully both the content and the research objectives of the interviews, the explanations and questions were translated into Arabic. As Fontana and Frey (1994, p.371) state, "*use of language is very crucial for creating the participatory of meanings in which both interviewer and respondent understand the contextual nature of the interview*". Then the researcher translated these back into English (appendix no.4). There is no standard way to select the best numbers of the interviewees in order to generalise the findings or achieve external validity. The main question concerning researchers in the field of qualitative research is the need to "*interview as many subjects as necessary to find out what you need to know*" (Kvale, 1996,p.101). The key point, according to Bry-

man and Bell (2003), is that the size of the sample is not important in qualitative research, because it aims to generate an in-depth analysis.

3.14 Documentation

As Yin (2009) stated previously, documents are a useful source of data which are relevant to the topic of the case study. Mason (2000) explains that documentation is a research method that qualitative researchers consider significant and useful in the circumstance of their research strategy. The documents and records related to SPFP include the minutes of meetings related to strategic plan analysis reports, strategy documents and records, strategy and policy criteria and objectives, records of meetings of the strategic plan team structure and samples of training files.

Denscombe (2003) states that good documentary research should use four criteria to evaluate documents : Authenticity, Credibility, Representativeness, and Meaning. The researcher can check by scanning the documents for: First: criteria, by checking the documents, Second: documents not leading to any bias and errors. (Saunders *et al.*, 2009), Third: finding if he has the necessary authority to access all documents to avoid bias (Yin, 2009). Fourth: the documents should show that they were used with the interviews and observations to reduce the bias (Yin, 2009).

Yin (2009) mentioned the use of archival records which may be relevant in some case studies. These include organisational and personal records, maps and charts, lists of names and other relevant items and survey data. The researcher observed records showing the history of the HQDP and the TQM Department, their establishment and structure in 1956 and 1998 respectively and the strategic awareness survey results from 2007 until 2010.

As far as the different sources in assessing the SPFP document are concerned, the researcher is familiar with all of these and has good access and permission to check all documents related to the assessment of SPFP which are not made available to the public. During the assessment of SPFP based on RADAR self-assessment the researcher examined documentary records such as the SP guide in the Government and HQDP, showing some evidence of empowerment and authority granted to HQDP staff. He found the majority of reports in different levels were correspondence among employees and transcriptions of TM and some MM meetings which were written in Arabic. All such documents are reviewed in detail in the findings results in Chapter 5 and in each of

the case studies to reduce the bias. Based on the RADAR assessment process and ethical consideration the researcher did not copy or take any documents to avoid any negative impact on the respondents. (Saunders *et al.*, 2009).

3.15 Direct Observation

Sekaran (2003, p.254) defines the observation as “*provide rich data and insights into the nature of the phenomena observed*”, Gill and Johnson (2002) mention the suitability of the participant in direct observation: personal flexibility, organisational access and ethical considerations in the following factors:

- The purpose of the study
- The appropriateness of the research questions and objectives.
- The time of the study.

The researcher used formal direct observation at some Dubai Police Stations and observed the strategy, self-assessment awareness, and high communication among the Police Station staff. He also used less formal direct observation methods such as observing employees' behaviour in dealing with customers.

The researchers participate in the self-assessment annually scheduled with a self-assessment team to visit some Police departments. The researcher observed the strategy formulation process based on the Commander's decision making (top-down and down-top) to improve the effectiveness and the excellence of the formulation process, Further, the researcher visited the strategy ,Customer Service Department in the Total Quality Department and saw the SPFP include studying customer needs, satisfaction and complaints during the SWOT environment analysis. In addition, the researcher observed how the connection was made between the Dubai Police with stakeholders (suppliers, Partners, customers, employees and society). Finally, the researcher also observed some strategy, RADAR, posters, e-newsletters and banners.

3.16 Conducting the Pilot Study; Gathering and Analysing Data

Gill and Johnson (2002) suggest that a pilot study provides feedback to the researcher for more accurate questions which could be used in real case studies. For preparing the interview protocol the researcher translated the interview questions into Arabic to ensure that the interviewees could understand and share with the researcher the aim and objectives of the study, then the researcher translated back into English, outlined above.

Yin (2009, p.79) defines that *"the pilot case study helps investigators to refine their data collection plans with respect to both the content of the data and the procedures to be followed"*. Saunders *et al.* (2009, p.606) consider a pilot study as *"a small-scale study to test a questionnaire, interview checklist or direct observation schedule, to minimise the likelihood of respondents having problems in answering the questions and of data recording problems as well as to allow some assessment of the questions' validity and the reliability of the data that will be collected"*. In the case of this study, the researcher considered that pilot research would enable him to formulate the questions guide more precisely, focused on the study problem.

Gill and Johnson, (2002) agrees with Oppenheim (2000) that the purpose of a pilot study is not merely to collect findings but is more to test questions and procedures. The aim of the pilot study was to check the interviewees' understanding of the research subject and to check the interview questions. It also allowed an assessment of the reliability of the information and enhanced the validity of the questions which were asked in the interviews.

Four pilot studies were conducted between the 6th and 17th September 2009 with the aim of developing as valid and reliable instruments as possible. In light of this and the replies received, the researcher modified the interview questions before conducting the real case studies interviews.

3.17 Conducting The Full Case Studies

According to the purpose of the research, the researcher conducted the interviews between September and March 2010 with HMIC and South Yorkshire Police Force in the UK. In order to achieve credibility and overcome bias, the researcher took the following steps:

- He used two certified Quality Assessors from the HQDP and EFQM to assure and develop trust between the researcher and the interviewees (Easterby-Smith *et al.*, 2008).
- The researcher explained the research aim in such a way as to ensure that the interviewees felt relaxed and comfortable in giving their answers. It is important to mention that the support for and cooperation with this study was considerable. This support included the issue of permission from the high level in the EC

in Dubai Government , and the Commander of Dubai Police. Obtaining this support was important to make participants aware of the study and to overcome any potential impediments posed by management routines and bureaucracy.

- The researcher took notes during each interview and obtained copies of documentary evidence as agreed to by the interviewees.
- At the end of each interview a full transcription was made to provide a written record, as supported by Yin (2009). A tape recorder was not used because most of the interviewees did not like having their interviews recorded based on the culture in the Arab world. This had also been found in other studies such as Al-Haj (2006) and Sharif, (2005).
- The researcher took into account the fact that some interviewees answered only some of the questions such as the factors which affect the SPFP from an Arab and Islamic perspective, while others answered them all.
- The confidentiality of their personal data was guaranteed in advance, as proposed by Ghauri *et al.* (1995).
- The amount of repetition in the answers obtained during the interviews served to consolidate particular views and opinions.

The time of each interview varied between one and two hours. It should also be mentioned that the interviewees showed open-mindedness, friendliness and considerable interest in the research. Consequently, the procedures gave the researcher confidence in the precision of the interview process and endorsed reliability and validity of his study. Consequently the researcher, after gainin the trust of the interviewees, asked them to give explanations about the key themes of the study: RADAR self-assessment of the SPFP and the organisational and cultural factors from excellence perspective. The *questions are what is the role of RADAR self-assessment tool in assessing the Strategic Plan Formulation Process (SPFP) of the Dubai Governement sectors, focusing on security and Dubai Police according to the strategy excellence criteria? How and why? Does the SPFP include the current needs and future expectations of all stakeholders? And what specifically are the needs and expectations of the society relating to UAE culture? Does the SPFP include accurate information obtained from organisational per-*

formance measures, research and studies and the results of organisation learning? How does the government, security and Dubai Police prepare, review and update the SPFP? And what specifically are the aspects of UAE culture to be considered? How does the government communicate the strategy to increase the awareness of all people, and deploy the strategy through targets, as a result of the SPFP? How are the specific culture aspects considered in communication and deployment? How does the government align people in terms of cultural differences, language, tradition and religion for SPFP? What are the Arabic and Islamic critical cultural and organisational success factors and barriers influencing the quality of SPFP? Why and how? How are the barriers affecting the quality of SPFP in Dubai Police, and why?

As seen the above questions are open to give the interviewees the fullest opportunity to answer as they wish to reduce the interviewer bias.

3.18 Validity And Reliability Of The Data

Many authors discuss the notions of validity and reliability such as Yin (2009); Collis and Hussey (2008) and Hair *et al.* (2007). Golafshani, (2003, p. 604) suggests that, “*reliability and validity are conceptualised as trustworthiness, rigor and quality in the qualitative paradigm*”. Cavana *et al.* (2001) explain validity in terms of understanding whether or not the research measures the right concept, while reliability is to do with stability and consistency in measurements. Hammersley (1992, p. 67) defines reliability as referring to ‘*the degree of consistency with which instances are assigned to the same category by different observers or by the same observer on different occasions*’. Kleven (1995, p.13) argues that reliability ‘*questions whether repeated investigations of the same phenomenon will give the same result*’. Similarly, Yin (2009) suggests that reliability refers to the ability to repeat the findings but only if the same investigative methods are used.

This latter is more significant perhaps in quantitative studies, but has relevance to this qualitative study also. Guba and Lincoln (1989) (as positivists) adopt the terms ‘*credibility*’ and ‘*transferability*’ as being more ‘*objective*’ rather than the constructivists’ concepts of ‘*internal*’ and ‘*external*’ validity.. Transferability, or external validity as it is assumed to be, is maximised in multiple case studies rather than in single case study designs (Yin, 2009; Collis & Hussey, 2008; Amaratunga *et al.*, 2002). The researcher as previously mentioned has also documented his fieldwork and analysis procedures in

such a way as to enable others to examine and confirm the validity of these procedures as well as the conclusions reached (internal, external and construct validity).

To examine the internal validity in this research, the researcher used analytical procedures for qualitative data similar to those used in the analysis of empirical data. Draft transcripts of interviews were validated by respondents to confirm that they exactly represented what they had said (Yin, 2009, Amaratunga *et al.*, 2002).

External validity is valuable with multiple case study rather than single case study designs (Yin, 2009; Collis & Hussey, 2008; Amaratunga *et al.*, 2002). This research uses two case studies to achieve the external validity. It is related to the context within which the findings can be generalised. It is important to choose the cases carefully, explaining why each case has been chosen. This will affect the degree to which research findings can be applied to the real world beyond the controlled setting of the study.

The notion of '*Construct validity*' similarly concerns the issue of whether empirical data in multiple situations leads to the same conclusions and is improved by pursuing multiple sources of evidence (Yin, 2009; Voss *et al.*, 2002). Collis and Hussey (2008) in discussing construct validity mentioned that there are some phenomena which are not directly observable, such as motivation, satisfaction and ambition and can merely be inferred by what can be observed. This must therefore be taken into account and made explicit knowledge.

Brink (1991) refers to '*stability*' – where the interviewee gives consistent responses to the same question over time; '*consistency*' of responses within the same interview; and '*equivalence*' – either where the interview asks the same question in different ways and has the same response, or where behaviour observed matches the response or attitude.

Case study protocol included a research design/process, a set of semi-structure interview questions, the pilot study, consistency of means of conducting the study and consistent data analysis techniques were applied. In addition, the researcher is keeping all relevant information of the case studies' to enable possible further research.

Possible improvements might take into account Flick's (2007) assertion that reliability can be enhanced by interview training for the interviewers and by checking the interview guides or questions in test interviews after the first interview. In addition, Guba and Lincoln (1989) propose a number of strategies, such as checking and cross-

checking data; playing “*devil’s advocate*” to challenge results; and looking for contradictions between data from different sources. He also suggests that reliability is increased by close observation of formal case study protocol, and/or through sampling large numbers of people. Finally, Yin (2009) recommends four case study tactics as the table below shows:-

Table 3.9 Case Study Tactics

3.19 Gathering And Analysing Data

There is no consistent method or standard approach for analysing the qualitative data, (Saunders *et al.*, 2009; Bryman, 2004, Creswell, 2003). The researcher enhanced the information from each interview with that from documentation and observation resources. Yin (2009) suggests that data must be treated fairly and honestly, conclusions must be convincing and not exclude other interpretations.

However, because case studies tend to produce huge amount of data, the researcher should attempt to focus on the most relevant aspects of the case under investigation. In an approach for conducting a genuine analysis, Yin (2009) suggests five specific data analysis techniques:

1. The concept of *pattern matching* is to compare an empirically based pattern with a predicted one. This is done by systematically searching for patterns (a) between categories or (b) dimensions or (c) data sources.
2. *Explanation building* is mainly relevant to explanatory case studies. In an iterative process, the explanation is built and then used to analyse the data. The insights are again used to revise the explanation.
3. *In time-series analysis*, several points in time are investigated in order to detect changes in patterns over time. The data can then be used to identify a significant trend. It is often easier to look at one variable at a time.
4. *Logic models* try to detect cause-effect-cause-effect patterns. The dependent variable (event) of a prior stage then becomes the independent variable (cause event) for the next stage. The difference to time-series is that they do not rely on a linear sequence and the multiple cause-effect stages. Logic models can be very complex as they include several stages and variables; but they can produce strong evidence about complicated interrelationships.
5. *Cross-case synthesis* matches the different methods and data in order to compare the cases. The more cases that are included the more robust are the results. However, the results may get less surprising. An especially eminent challenge in cross-case synthesis is therefore to develop a strong and plausible theory that is supported by the data (Thies & Volland, 2010, p.2).

The researcher kept in mind the aims and objectives of the research at all stages, and found a different process suggested by Creswell (2003) involving six steps for qualitative data analysis as in the following explanation:

1. The first step is preparing the data by the researcher for analysis by typing the field notes that were obtained from the interview questions.
2. The second step is taking a general sense of the information, so the researcher familiarised himself with the responses to the interviews by reading the notes a number of times.
3. The third step is using coding to reduce the size of the data link related data drawn from different transcriptions, create key themes from data and move towards

interpretation (Miles & Huberman, 1994). Myers (2009, p.167) said it is “*assigning a label to a chunk of textual data and classifying that chunk into a certain category*”. The researcher has attempted in this study to show that the data analysis relies on all the related evidence and that major competing explanations are excluded. The focus in this study is on the most significant issues and the existing theoretical sound knowledge is taken into great consideration. Yin (2009), Collis and Hussey, (2008); Flick (2007) and Hair *et al.* (2007), suggested Ground Theory as a coding method for qualitative data analysis. This led the researcher to use Ground Theory and explanation building techniques in the data analysis stage through the following processes. The researcher labelled and coded the data and saved it in the computer in order to be able to link data according to topics. These data were related to the nature of interviewee, the date, time, context, and the circumstances of the data collection, and the possible implications for the research. Information and notes were then collated and incorporated into the written records of the study. The coding process is divided into four points:

- 3.1 The transcriptions are read very carefully in order to atom down some ideas,
 - 3.2 The main categories are the main key themes of the study that are mentioned in chapter 2: RADAR self assessment of the SPFP, organisational and cultural factors affecting the SPFP,
 - 3.3 Substantive statements are given different colours using Microsoft Word,
 - 3.4 All statements are allocated to appropriate categories (Saunders *et al.*, 2009; Creswell, 2003; Denscombe, 2003).
4. The fourth step is using the coding process to generate a description of situations as well as categories for analysis to identify small themes, according to Creswell (2003). Qualitative researchers should look at the analysis for patterns, themes, regularities, contrasts, paradoxes and irregularities to generate and create sub-categories or sub-themes (Saunders *et al.*, 2009; Miles & Huberman, 1994; Denscombe, 2003). The sub-themes are identified similarities and differentiations between responses are observed and supported by quotations.
5. The fifth step is data representation as discussion of themes to make it easy for reading and exploring as a key part of the analytical process (Creswell, 2003; Miles & Huberman, 1994). The major findings were represented by tables. Interconnection between sub-themes is also identified (Creswell, 2003; Denscombe, 2003).

6. The sixth step is interpretation of the data in order to identify the lessons learned based on the researcher's own culture, history and experience. Or, the meaning of the data can be derived from a comparison of the results with existing information from the literature (Creswell, 2003).

Consequently, the researcher notes that the findings results confirm or disagree with past information (Creswell, 2003), to build a comprehensive view by providing conceptual framework as a unique model that has not been mentioned in the literature.

The researcher was able to select themes factors grounded within the research fields, and which exist systematically within the data. Key themes emerged from the literature review in Chapter 2, but some arose specifically from the case studies in Dubai. The result is a unique conceptual model that as far as the researcher knows has not been mentioned in any literature to date.

The researcher as a senior manager in HQDP and as a Muslim encouraged the interviewers to answer the interview questions.

In conclusion, the researcher was able to use techniques from both cultures especially to enhance the reliability of the data. These included a set of questions concerning the protocol within the semi-structured interviews protocol: the pilot case study, the carrying out of real full case studies, and data analysis techniques. He feels that in accordance with the criteria set by Yin (2009) and others quoted above, research validity and reliability were achieved.

3.20 Limitations Of The Research Approach

Yin (2009) mentioned that all researches are limited by the constraints placed upon the researcher. The main limitation of the research is that there is little literature on assessing SPFP via the RADAR self-assessment tool based on policy and strategy excellence criteria in the east or in the Arab and Islam world. In particular, the use of the semi structured interview tool led the researcher to base his recommendations on a multiple case study. This led to an enormous amount of data, and perhaps precluded a more in-depth study. Yin (2009) points out that every research is limited by the constraints placed upon the researcher; accordingly this research is no exception. Despite research

efforts, it was not possible to control all the influences that were likely to affect the quality of the research. Therefore, the limitations of this research are given below:

- The study is limited to the public sector in Dubai and the UK (analytical generalisation as was debated by Yin (2009)).
- There was a lack of literature on the self-assessment tool assessing the SPFP aspects within the Dubai context. This issue was considered a limitation of the research.

3.21 Chapter Summary

The researcher has chosen and justified the qualitative approach and specific data collection methods used to achieve the aim and objectives of this study relating to the key themes of using the RADAR self-assessment tool to assess the SPFP and the organisational and cultural factors that affect the SPFP from the quality and excellence perspective in the government sector in Dubai.

The case studies in Dubai and the UK were selected by the researcher, the semi-structured interview method being used as the main method of gathering primary data. The studies involved the TM and MM levels in the governmental security sector, and focused on the HQDP Force, HMIC and the South Yorkshire Police Force, and the Dubai Police Force, the largest government department employees in Dubai with around 20,000 employees, due to its history of successfully implementing strategy and quality since 1995 and 1998 respectively as will be explained in chapter 4. The researcher used Creswell's (2003) process to collect and analyse the data as stated above. The researcher uses three methods: interview, documents and observations as is clear from the table below:

Table 3.10 Research Questions and Methods

Research Questions	Research methods	Response	Analysis Methods
1. What is the role of the RADAR self-assessment tool in assessing the Strategic Plan Formulation Process (SPFP) of the Dubai Government sectors, focusing in security and the Dubai Police according to the strategy excellence criteria? How and why? 1.1 Does the SPFP include the current needs and future expectations of all stakeholders? And what specifically are the needs and expectations of society relating to the UAE culture?	Semi-structured interviews	17 EG, Security sector, HQDP, HMIC, and South Yorkshire Police TM and MM	Creswell (2003) data analysis approach
Does the SPFP include accurate information obtained from organisational performance measures, research and studies and the results of organisation learning? How do the government, security Forces and Dubai Police prepare, review and update the SPFP? And what specifically are aspects of the UAE culture to be considered? How does the government communicate the strategy to increase the awareness of all people, and deploy the strategy through targets, as a result of the SPFP? How are the specific cultural aspects considered in communication and deployment?	Documents	10 documents	Six steps
2. How does the government align people in terms of cultural differences, language, tradition and religion for the SPFP? 3. What are the Arab and Islamic critical cultural and organisational success factors and barriers influencing the quality of the SPFP? Why and how? 4. How are the barriers affecting the quality of SPFP in the Dubai Police Force, and why?	Observations	Strategy, Police station, customer service departments	Six steps (Creswell, 2003)

Source: Researcher's methods work

CHAPTER FOUR: UAE AND DUBAI FACING THE CHALLENGES

4.0 Introduction

In this chapter, the researcher aims to describe the cultural context within which Dubai strategic plan has historically taken place, and to outline the nature of the collaboration between Dubai and the UK in terms of planning and assessment, based on assumptions of similarity.

In 1971, seven Emirates located in the north of the Arabian Gulf and the Gulf of Oman to the east became one union or one federal country under the name of the United Arab Emirates (UAE). The seven emirates are: Abu Dhabi, Dubai, Sharjah, Ajman, Umm Al Qaiwain, Fujairah, and Ras Al Khaimah. The UAE is the third most important producer of oil in the Gulf after the Kingdom of Saudi Arabia (KSA) and Iran. It is situated along the south-eastern tip of the Arabian Peninsula between 22, 26.30 north latitude and between 51, 56.30 east of Greenwich and covers an area of about 83,600sq km (32,400 sq. miles). The coastline is approximately 1,318 Km, roughly the size of Portugal. It is bordered in the northwest by Qatar, west by the KSA, and in the south by the Sultanate of Oman and the KSA, as shown in appendix no 12. (UAE Interacts, 2010; Al-Haj, 2006; Ojaili, 2000).

4.1 UAE And Dubai Culture

Islamic and Arab heritage had influenced the UAE and Dubai culture before the UAE became one union. The memorisation of Holy Quran Centres contributed to the UAE culture until the government established many schools, universities, private schools, research centres and libraries to create community awareness (UAE Interact, 2010). The UAE formal language is Arabic and the religion is Islam but there are several languages and religions based on nationalities such as Bengali, Danish, French ,Dutch, English, German, Greek, Hindi, Japanese, Italian, Goanese, etc (Obaid, 2009).

The existence of the Arab tribes in the UAE region also contributed to the culture of the community: the desert, oases, mountains and coast affected the traditional and hospitable

lifestyles while Islam provided the umbrella to hold the people together (UAE interact, 2010; Jamal, 2001; UAE, 2000).

Abdulla, (2009), cited (Suliman, 2006, p.64) summarised the value orientation of the UAE as follows. There is a tendency towards individualism along with a group orientation, and high respect for authority. There is a very high concern for status, and a strong awareness of both class and kinship stratification.

Table 4-1 Value Orientation of the UAE

Suleiman (2006, p.64) pointed to six layers of culture that affect work values and ethics in the UAE. "These are: (1) regional: the strongest factor which influences work values and includes religion, language and history, (2) national: this is shaped by the regional layer, which in turn influences human resources, policies and practices, (3) generation, (4) social class (5) gender and (6) organisational culture".

The UAE Government faces wide challenges and has decided to adopt a comprehensive and developing strategic plan (2008-2015) to face these challenges by focusing on a clear future direction in an effort to meet the economic diversification to achieve the vision to be one of the best countries in the world by 2021 and to ensure that the UAE and Dubai are international trade centres, as well as to enhance the role of federal government in developing the seven emirates, based on the UAE citizens, as a high priority (UAE Government, 2007; Salloum, 2002; Porter, 2001)

The ongoing strategic plan has the following priorities (UAE, 2007):

- Knowledge, Economy and Trade
- Justice, Security and Safety
- Environment and Infrastructure
- Social Development
- UAE Union as a priority

In 2010 the UAE federal government initiated an award called Sheikh Khalifa Quality Award to develop government departments' performance.

This study examines in depth the features of Dubai as a case study in terms of the following:

- Challenges faced by UAE and Dubai (Emiratisation and Population)
- Dubai economy at a glance.
- The history of Dubai's strategic planning (1958-2015).
- The Headquarters of Dubai Police (HQDP) history and strategy (1956-2015).
- HQDP strategic plan as a specific case study.

4.2 Challenges Facing United Arab Emirates And Dubai

Dubai is the second most important state after the capital Abu Dhabi and before Sharjah. It extends along approximately 72 kilometres of the UAE' Gulf coastline. It has 5 percent of the country's mainland total area, 83,000 sq km, as it clear in the appendix no.12 (UAE Interact, 2010).

Dubai has become one of the most economically dynamic cities in the UAE since the discovery of oil and the boom in world economy. It is a highly cosmopolitan city; a huge number of different nationalities moved to the UAE in general and Dubai in particular since 1970 because it offered a variety of job opportunities for many expatriates (Al-Haj, 2006; Musalam, 2001). The government sponsors many of the economic activities and is actively engaged in seeking alternative forms of income in order to reduce its dependence on oil. This strategy has affected 50 per cent of the GDP producing annual growth of 5.8

percent over the past decade rising to 7.8 per cent in 2004 (Al-Haj, 2006; Khirbash, 2005).

In spite of these achievements, the United Nation in its reports such as the Human Development reports (UN, 2003) and (UN, 2007) pointed out that most Arab countries and developing countries remain at a low level of development: reporting dearth and weakness not only in knowledge, education, technology, research and development and creativity (R&D) initiatives, but also in freedom, democracy, political participation, and justice. All these are measured in terms of human rights: health, Security, clean water, quality education, food and so on.

4.2.1 Emiratisation And Population Im-Balance (Culture Diversity)

Since 1971 the UAE government has started investing more in training and development of their own citizens and manpower by adopting training and education programs: they believe that it is UAE citizens who should lead and develop the country in general and development economies in particular (Al-Ali, 2008; Al-Haj, 2006; Suliman, 2006). Furthermore the government has adopted a strategic plan to develop UAE citizens' knowledge and skills as a high priority in order to achieve the vision of 2021 based on quality of education and training. It is intended that this will maximise local employment and reduce dependence on expatriate labour, and develop the country to be one of the best countries in the world (UAE, 2007). However, the lack of a local workforce in the UAE has led the country to depend heavily on multinational foreign workers. Al-Ali (2008) argues that the pace of growth has not helped UAE nationals to be employed in their own country due to the majority of the nationalities and the culture diversity. Some writers stated that culture diversity has positive impact in the organisation to remain competitive (Gilbert *et al.*, 1999). While, Milliken and Martins (1996), stated that culture diversity has negative impacts on individual, team culture and the outcomes in certain cases and leading to less commitment, coordination costs, long communication time. In this light, the researcher is going to investigate the impact of this cultural diversity in the Strategic Formulation Teams and studying the UAE citizen needs based on the policy and strategy excellence criteria by using RADAR self-assessment tool to assess the SPFP.

In the early 1990s, the UAE's Council of Ministers adopted a new programme called 'Emiratisation' to encourage UAE citizens to work and play a significant role in sectors,

public and private (Abdulla, 2009; Al-Ali, 2008; Suliman, 2006; Shouly, 1995). Emiratisation seeks to overcome structural obstacles to Emirati employment in organisations, and to address social issues arising from citizens' entry into the labour market (Al-Ali, 2008).

Authors suggest that UAE Emiratisation can play a helpful role in developing the economy and can lead the country through the global economy, and that the government must consider the development of management in all fields to gain the confidence of the population and the world, and this will not succeed without motivation and reward (Abdulla, 2009; Christopher *et al.*, 2007; Shabsough, 2007; Suliman, 2006). The Emirate of Dubai analysed the workForce in terms of skills, economic understanding and talent needed within emiratisation and all the countries as a projection from 2005 to 2015 as in the figure below:

Figure 4-1 Dubai Employee Skills Levels

The UAE population increased from 557,887 in 1975 to 4,444,011 in the latest census in 2005, with the largest numbers living in the capital Abu Dhabi, then Dubai with 21% citizens and 79% other nationalities, (Ajman, 2010).

The population of Dubai increased from 1,321,500 in 2005 to 1,905,476 in 2010. The table below demonstrates a huge gender imbalance.

Table 4-2 UAE Population, DSC, (2010)

Gender	Population	%
Male	1,485,046	77,93
Female	420,430	22,17
Total	1,905,476	100

The number of daily active individuals in Dubai was estimated at 1,890,586, which includes residents, workers, tourists and sailors. The highest number of individuals, 298,371 or 19.50% of the total population is in the age group (30-34), then the (25-29) age group, (35-39) and so on.

The Dubai Statistic Centre (DSC) summarised the demographic indicators form (2005-2009):

Table 4-3 The Demographic indicators

Demographic indicators	2005	2006	2007	2008	2009
Population (Thousand)	1.321.5	1,421.8	1,529.8	1.645.973	1.770.978
Male (Thousand)	989.3	1.073.5	1,164.6	1,263,130	1.369.740
Female (Thousand)	332.2	348.3	365.2	382.843	401.239
Population Density(person/km)	321,2	333.2	371.9	400.1	400.1
Annual population growth rate between 2000-2008 censuses%	7.3	7.3	7.3	7.3	7.3
Natural increase rate (%)	1.3	1.1	1.3	1.5	1.6
% of population under 15 years	12.1	12	11.9	11.8	11.7
% of population age 15-64 years	87.3	87.4	87.5	87.6	87.9

% of population age 65 and above	0.6	0.6	0.6	0.6	0.6
Aging index	4.7	4.7	4.7	4.8	4.8
Demographic dependency ratio	14.5	14.4	14.3	14.2	14.1
% of Urban population	98.8	98.8	98.8	98.8	98.8
% of Rural population	1.2	1.2	1.2	1.2	1.2
Crude birth rate (per 1,000 population)	14.1	12.4	14.1	14.6	14.4
Crude death rate (per 1,000 population)	1.2	1.3	1.4	1.5	1.2
Infant mortality rate (per 1,000 live births)	7.9	9.0	8.0	7.2	6.1

Source: DSC (2010)

Currently, the UAE citizen population is less than 7% of the total number of population with annual growth at 2.9% (Arabian Business, 2011). There are more than 177 nationalities, mostly from Asian and Arab countries (Abdulla, 2007, Salama, 2006), with a majority of young males, which is a major challenge for UAE security.

4.2.2 Human Rights In the UAE and Dubai

The UAE embraces human rights in line with Islamic law, which is the main source of legislation in the UAE. It is guided by the Universal Declaration of Human Rights, which was issued by the General Assembly of the United Nations on December 10, 1948. The Constitution of the UAE stipulates that all people, irrespective of their races, nationalities, religions and social positions, are equal before the law. It guarantees human rights, prohibits all forms of torture and degrading treatment and allows arrests, searches, attachments, imprisonments and unauthorized entries only in accordance with the provisions of the law. The UAE Vision 2021 stipulates that the government pledges to protect society against crimes, maintain social stability, prevent external hazards, if any; and enhance the readiness of the emergency system to prevent the disasters and epidemics. The Judicial System in the UAE functions in a twofold legal framework which includes the local judiciary and the federal judiciary. The relationship between the two systems is regulated by articles 94 to 109 of the UAE Constitution, which describes the broad principles of both systems, while leaving the details to the discretion of local judiciaries without violating or contradicting the broad principles laid down by

the constitution. Federal or local first instance courts, appeal courts and cassation courts are available in all the emirates. There are also Sharia courts, which look into personal status cases such as marriage, divorce, inheritance etc. The eLegal portal provides an electronic database and a major legal portal for the legislation and laws in the UAE. Through Dubai Courts' website, you can review the federal and local laws by type, federal and local laws by official newspaper and federal and local laws by category. At the federal level, the Ministry of Economy has also sources of all the laws pertaining to the legal aspect of businesses including intellectual property protection law, laws pertaining to trademarks and trade agencies, companies law and consumer protection law. To ensure that your legal status is safe, a law on suppression of fraud and deceit in commercial transactions was also issued. Each emirate enacts its local laws to ensure that the rights of inhabitants are protected. At the local level, Dubai Courts have established on its website a gateway containing all federal and local laws in addition to decrees and agreements and tracking the amendments to and cancellation of these laws. The Ministry of Interior makes all employees aware of their full rights through their website section called The Worker: Rights and Duties.

The Ministry of Interior's established Human Rights Department is concerned with the maintenance of human rights and the freedom and dignity of members of society as guaranteed by the Constitution, laws and legislation. It is also concerned with the deployment of human rights culture by contributing to the production of a document on the code of conduct and Police ethics and the incorporation of human rights in the curricula of colleges and Police academies, as well as ongoing follow-up on the commitment of leaders and Police departments to the regulations and controls that guarantee human rights. The Dubai Police established the first human rights department in the UAE then it transferred the department to the Community Development Authority and has devoted a section for human rights in its structure to disseminate and consolidate the concept of human rights among the individuals of the society through educational and training programmes and projects and the provision of support to the individuals who face human rights violations. Here are more details about this section and its role in the society. A significant initiative was launched by Dubai Chamber when it set up Dubai International Arbitration Centre at its headquarters in 1994. The centre, which is an autonomous, permanent, non-profit institution, provides services for commercial ar-

bitration and settlement of disputes arising between the trading parties with the aim of protecting their rights through arbitrators from different nationalities and fields of specialization who have high qualifications and are aware of the principles and procedures of international arbitration. The Centre for Responsible Business, which is based in Dubai Chamber, provides informative, training and consultative services aimed at enhancing the ability of companies to support the work environments that take into consideration such values as transparency, credibility and business ethics. The media sector in Dubai and the UAE has witnessed a massive growth in all fields, particularly in radio and TV, after HH Sheikh Mohammed Bin Rashid Al Actium, Vice President and Prime Minister of the UAE and Ruler of Dubai, provided his support for press freedom in all fields, describing the journalist as the conscience of the nation on condition that journalists should abide by integrity and neutrality norms and seek the truth that would contribute to the development of society. The Centre for Prevention of Human Trafficking, which is a subsidiary of Dubai Police Headquarters, aims to exercise an oversight role for offenses of human trafficking, through surveying and analyzing of such offences. It seeks to establish cooperation with local and regional establishments against such crimes and to detect different methods used by human trafficking networks. The Dubai Government established Human Rights Complaints section. Those whose human rights have been violated can file a complaint through the Human Rights Complain Form provided by the Community Development Authority on its website for easy communication between the Human Rights sector (complaint section), which is concerned with the human rights violations in Dubai, and all the categories of the local community (without exception) who think their human rights have been violated. Human rights specialists will communicate in confidence with the complainant for verification and clarification about the complaint. Dubai e-Government provides residents with the possibility of filing a complaint against any government entity in Dubai through the Dubai Government 's Unified Customer Complaints' Portal (e-Complain). At the UAE level, the resident and citizen can file a complaint against any federal government entity, if necessary, through a service provided by the Federal National Council. The Tourist Security Department was set up with the aim of taking care of tourists and tourist groups. This department seeks to provide utmost security to tourists as the Government of Dubai considers tourism as one of the pillars of the economy and seeks to attract foreign investments. Dubai Police's labour complaint allows workers to sub-

mit individual or collective complaints against establishments and private institutions, for whom they work, in regard to the living conditions and wages or the standard of living in labour camps with the aim of ensuring the security and safety conditions in their housing are met. Labour complaints are received a round 24 hours. All UAE residents can follow up the news of the Federal National Council and communicate with its members to discuss any national issue they like through the Post your Opinion service.

4.2.3 Dubai Economy And Strategic Plan At a Glance

As the global environment becomes more competitive and challenges grow, Dubai needs to build on its success through effective planning and strategy development to achieve value-added economic growth, in spite of the fact that Dubai has a huge loan following the international financial crisis (Emirates News, 2010). According to statistical information from Dubai Economic Council (DEC) and DSC, Dubai now enjoys a global reputation as an economic hub and an excellent location for investment (DEC, 2010). Dubai has long been attractive to local and foreign investment, with competitive costs, and many marketing and environmental benefits (Rahman, 2007). It has developed into the leading and dynamic international business centre and the cultural hub of the Arabian Gulf, and is at the forefront of the world's market economies. Dubai ranks sixteenth out of 65 countries in the National Competitiveness Report (2009) which with 314 criteria, is issued by the Institute of the Republic of South Korea (IPS). It outranks Germany, Japan, France, New Zealand, U.S.A, Netherlands and Denmark, respectively (Ahmed, 2009). The report uses the methodology of Michael Porter for the measurement of the competitive advantage of nations, based on costs and excellence, thus differing from other global indicators. Also Dubai has benefited from strong and visionary leadership, with bold ideas, and innovative approaches to human resources. The government has tackled problems with determination and creativity, not only improving business and investment prospects and environment, but also being involved in mega projects such as Dubai Land, The Palm, Burj Dubai, and specialist zones such as Healthcare City, Internet and Media City. The Emirate plays a leading role in the world, becoming wealthy through attracting enormous amounts of foreign direct investment (FDI). There are no trade barriers, no exchange controls and no quotas. Economic growth has also been fuelled by private sector participation in developing sectors for which the government has set the stage by establishing a conducive business envi-

ronment, coupled in many instances with heavy initial investment to boost private sector confidence. In 2006, the FDI showed annual business community growth and value changes in the oil and non-oil sectors' contribution to the GDP.

Table 4.4 The Oil And Non-Oil Contribution To The GDP

value in million (AED)		
Sector	نسبة المساهمة Percentage of contribution	القيمة Value
Non-Oil Sector	96.8	216,205
Oil Sector (Mining and Quarrying)	3.2	7,139
GDP	100	223,344

Source: DEC (2010)

Dubai economy has been growing faster than the emerging economies of China and India, and the developed economies of Ireland, Singapore, and the US (DEC, 2010). It has made progress in enhancing public sector and private performance in recent years by successive modernizing operations, introducing government initiatives and promoting the use of advanced technologies.

Dubai Government adopted a Strategic Plan based on global best practices within five sectors:

- Economic and trade
- Social development
- Infrastructure and environment
- Security, justice and safety
- Government Excellence

The aim of this plan is to establish a universal understanding of Dubai's vision among the various government entities and to ensure a common framework for the operations of these entities. The plan serves as a framework to enhance this buoyant business community climate by the following factors that as the DEC report (2010) says, contribute to Dubai's economic success:

1. Dubai is a gateway to a large market with well-established international trading links. It has a buoyant local economy, and is strategically located in one of the world's richest regions. It has ample supplies of cheap energy and primary alu-

minium. It is adjacent to major regional suppliers of vital agro-export commodities, and its diversified significant import requirements generate opportunities for product suppliers and re-exporters, accessibly served by over 120 shipping lines and linked via 85 airlines to over 130 global destinations (DEC, 2010).

2. Open - no exchange controls, quotas or trade barriers.

3. Political and economic Stability.

4. Enjoys financial and monetary stability.

5. Well defined, sound legal framework for business and a clear set of ownership rules.

6. World class infrastructure and service sector.

7. Competitive cost structure: high quality of life, excellent living conditions.

8. Strong local commercial tradition and wide choice of potential business partners.

It is the service sector which has grown most significantly, increasing by 21% per annum for the last ten years. It contributed Dhs. 101.4 billion (\$27.6 billion) or 74% of Dubai's GDP in 2005. Consequently, the table 4-5 shows the economic indicators of Dubai in both private and public sectors during (2007-2009):

Table 4-5 Dubai Economic Indicators

Development Sectors	2007	2008	2009
GDP at current prices (million AED)	294,157	342,900	310,056
Foreign Investment (million AED)	122,507	151,726	-
Direct Import growth rate	35%	48%	-28%
Direct Export growth rate	48%	58%	23%
Manufacturing activity output (million AED)	113,154	137,644	-
Mining and quarrying activity output (million AED)	6,657	7,069	-
Agriculture, livestock and fishery activity output (million AED)	606	701	-
Construction activity output (million AED)	119,129	152,066	-
Wholesale, retail and repairing services activ-	142,923	156,489	-

ity output (million AED)			
Real estate and business services activity output (million AED)	122,609	143,790	-
Transport, storage and communication activity output (million AED)	87,053	103,877	-
Financial services sector output (million AED)	40,597	45,425	-
Inflation rate	4.03	10.77	-

Source: DSC (2009)

The best results achieved by Dubai strategic plan was in 2009, after two years of its implementation. The results can be summarised as follows:

Dubai was ranked fifth in the world in facilitating the establishment of projects based on the simplicity of registration procedures, licensing and the short period of waiting times .Second in employment as a proportion based on the total population, and had the highest rate of employment growth and lower unemployment rates .First in financial policy characterized by the lowest proportion of tax revenues to gross domestic product, compared with 65 countries, the absence of taxes on personal income or corporate taxes or consumption, and the absence of social security contributions by employees. Eighth in the labour market, due to the proportion of the labour Force to total population size and growth rate; the proportion of foreign labour in the total labour Force; the abundance of skilled workers; attracting brainpower and its impact on competitiveness; the average working hours per year and the effectiveness of labour relations. Third in the flexibility and speed of government policy development. Fourth in the management of public funds in connection with the index expected to improve the management of public funds during the years 2010.2011. Fifth in the implementation of the government decisions in relation to an index of the efficiency of the effective implementation of government-related government decisions.

Dubai is seeking to move forward with the implementation of its Strategic Plan, despite all international changes. It seeks to raise the rate of economic growth through the development of activities of high added value such as high-tech exports, as well as through technical projects of small and medium-sized global competitiveness (Ahmed, 2009).

It also seeks to work to strengthen infrastructure to raise levels in which it scored less highly: in technical terms it ranked 46, 44th in production, 43rd in education. Methods of administration came 35th and 29th in business law.

4.2.4 The History Of Dubai Strategic Plan (1956-2015)

Dubai began to attain its success and glamour in the past decades as result of the endeavours of its rulers, of the Al Maktoum family who have a clear vision and far sightedness which, combined with their adoption of SP as a tool, makes the Emirate of Dubai one of the most modern and distinguished cities in the world (Al-Maktoum, 2011).

Although the visions of its leaders were not documented in academic or scientific works or sources. Some historians have been able to record the development process through their interaction and close relationships with the rulers. Three key phases constitute the historical development that this study was able to show as they represent the basic structure of Dubai Emirate strategic plan.

First there was the construction phase when Sheikh Rashid bin Saeed Al Maktoum held power, between 1959 and 1990. Then, the second period came which witnessed real change when his Excellency Sheik Mohamed bin Rashid Almaktoom ruled as crown prince. It was he who adopted the more formal SP. And finally the scientific phase and practical era began, with the preparation of a comprehensive strategic plan of (2007-2015). This covered social development, economy and trade, security and justice, infrastructure and environmental aspects and introduced the strategy of Excellence.

Within the SP process, Dubai passed through three principal stages. Then initial focus was on general development, then it changed to economic growth and finally to global competitiveness. This study will attempt to tackle these stages relying on the rare sources which were made available for this purpose. The following sections provide a summary of the various SP phases.

4.2.4.1 The First Phase And The Founder Of Modern Dubai (1959-1990)

Several studies show that the economy of Dubai Emirate in the era of the 1930's was mainly based on trade, with fishing and pearl hunting as its main resources before discovering oil at the end of the 1960's, during the reign of His Highness Sheikh Rashid bin Saeed Al-Maktoum in 1956, who can be called the first visionary of modern UAE. It was during his rule that, following the discovery of oil, Dubai grew from a small trading town into a major cosmopolitan city. He drew up an integrated and comprehensive de-

developmental policy encompassing economic, social factors. Some analysts suggest that the developmental strategy of Sheikh Rashid was built on fundamental pillars such as:

- 1- the principles of Islamic economy which emphasise the provision for all means of living, and focuses on the role of the private and public sector as partners in the development process. In addition, he took the traditionally democratic attitude of consulting with his subjects so as to be acquainted with their reality and to know what is expected to be done in the future. Alongside this is his divine love for work and production, his fear of God, and his rejection of injustice
- 2- A comprehensive view of the concept of security in its entire different social, economic, policing aspects, as well as the role in supporting good and clear relationships with neighbouring countries.
- 3- The analysis of local environment challenges which was characterized in ways described below (Al-Rahwan, 1998) as the following:-

Education and Health: 95% percent of the population of Dubai were living a very difficult life due to the scarcity of resources in a difficult desert and marine environment, with high temperatures, a scarcity of drinking water, and electricity shortage. Simple and elementary education was based on religious education, Arabic, and some arithmetic. The first school was established by traders in 1912 to teach young boys how to register accounts and write commercial correspondence. Sheikh Rashid was one of its graduates. The number of schools grew, thanks to financial assistance provided by Arab and Gulf States namely Kuwait, Egypt and the state of Qatar. During the reign of Sheikh Rashid, the number of schools increased as a result of his feeling and suffering for the reality in which the people of the country had been living due to the weakness of education and the shortage of schools. Last, no hospitals were established until 1949 when there was only one.

Lack of financial resources: The scarcity of financial resources affected the provision of Police services and defence.

The above mentioned circumstances led His Highness to draw up a ten year plan based on the strategic position of Dubai. For this he deserves his title as the Builder of the new Dubai. The strategic objectives were as follows:

- 1- Preserving security in the Emirate through the formation of a Police Force at the end of 1960s.

- 2- The establishment of a transparent judiciary for the execution of justice and equality among the people, and to issue laws and rules to govern civil and criminal administration, and traffic procedures.
- 3- The establishment of Dubai municipality for the purpose of collecting fees. This revenue was to be used for organising and purchasing public utilities, and to pay for active public health care, establishing parks and public gardens, buildings, roads, markets and providing public transport.
- 4- The establishment of a defence Force in 1971 to protect the Emirate from any outside aggression.
- 5- The establishment of a Real Estate and Properties Directorate for the purpose of listing and registering and planning, to facilitate the process of buying and selling on one hand and the creation of appropriate investment environment within which investors can practice their economic activities.
- 6- Increasing the economic resource of the Emirate through activating the commercial role of Dubai Creek by re digging and expanding it to accommodate more ships and vessels.

This step, taken by Sheikh Rashid, constituted a major turning point in the economy of Dubai Emirate and at the same time paved the way for Dubai to become one of the biggest ports in the Arabian Gulf. This led to an increase both in revenues of the citizens, and in the resources of the Emirate, and thus contributed to the development of other vital sectors in the Emirate.

On the other hand the war between Egypt and Israel had an impact on the whole region in general and Dubai in particular. As a result of these pressures Dubai opened a new port that led to an increase of 30% in its exports and imports compared to 4.2% achieved in the past.

- 1- Provision of potable water sources and sufficient electric power to meet the needs of the Emirate at nominal prices.
- 2- The establishment of more hospitals and Medical Centres providing free services.
- 3- Provision of free education for both citizens and residents so as to improve the human capabilities of the Emirate.
- 4- Provision of free housing for every citizen.

- 5- Provision of modern means of communication, postal services, broadcasting station and television and newspapers.

In this respect the researcher believes that the involvement in the first stages in developing the Emirate of Dubai opened the door for more mature plans in the successive stages.

4.2.4.2 The Second Strategy Phase (1990-2006)

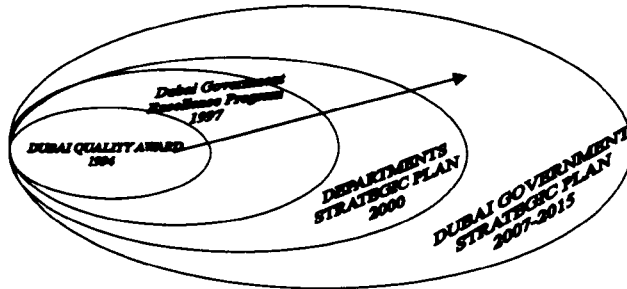
This study managed in establishing the broad outlines from scarce written evidence, as well as putting the available information together. Perhaps one of the most important references in this respect is a book written in 2006 by his Highness Sheikh Mohamed bin Rashid Al-Maktoum, Vice President of the UAE, the Prime Minister and the ruler of Dubai. The book is entitled “*My Vision*”, which is very informative and inspiring. This book demonstrated his vision for Dubai Emirate, which is compatible with the vision his father had, and which had helped make Dubai an international financial centre instead of a regional one, as his father established a new port in Jebel Ali. The idea of Sheikh Mohamed involved overthrowing the traditional pyramid style of rule. He drew up a comprehensive strategy for the government and also set strategic plans for both government departments and the private sector. For the implementation of this strategy he set out principal directives and urged the institutions to follow them according to a proper framework. The strategic objectives were as follows:

- 1- Making Dubai the dream of the world
- 2- For development taking advantage of opportunities and overcoming difficulties and challenges so as to achieve excellence. A key part of this process was the security element. Having developed training methods and education it was time to prioritise.

Application of excellence and international quality standards in the private sector and then the government sector through application of modern international excellence standards. These to encompass basic criteria represented in leadership, policy, strategy, and human resources and thus to become both part of the culture and practice, and link the two sectors in developing the administration by establishing Dubai prize for quality in the private sector and in the government sector, Dubai excellence program. Dubai Government adopted Dubai quality award in the private sector in 1994 and the Excellence programme in the public sector in 1997 to adapt with the new and evolving demands of their constituencies (Schraeder *et al.*, 2005), it recognised that the quality programme is the best means to achieve professional planning and control, and to help the

planning decision-making (Badri *et al.*, 1995) for the purpose of improving the performance by propagation the strategic plan culture in Dubai as shown in figure

Figure 4-2 The Development Of Quality And Strategy In Dubai



Source: developed by the Author, 2008

The achievement of His Highness's 2010 vision was to initiate a developmental strategy up to 2015. Application of the new economy known as knowledge economy in order to transform Dubai into a city with the technological potential to become a free zone for e-trade in the Middle East:

- The establishment of Dubai internet city, a centre for media and technology established in the year 2000 according to the most advanced quality criteria in the service, providing for the implementation of concepts of electronic government.
- Establishment of specialized institutions, such as Dubai Industrial City, Dubai Medical City, Dubai City for Minerals, the International Financial centre, and Dubai Aluminum Company.
- Application of the innovation in excellence and accommodating brilliant persons in order to maintain economic practices compatible with the needs of the Emirate.
- Launching of Dubai shopping festival and Dubai summer shopping festival in spite of the high temperature in summer.
- Excellence in human resources management through happy co-existence between different nationalities. Making of Dubai a centre for international tourism on the basis of an integrated security network that enhances economic and social stability.
- Asking government departments to prepare their strategic plans as from 2000 after applying Dubai Excellence Program referred to in provision (3). Chief among

them are the standards of leadership, policy and strategy which serve to strengthen the culture and actual scientific practice on the ground.

4.2.4.3 The Third Strategy Phase (2007-2015)

The dream of Dubai is to be the trade centre of the world. Using strategic planning with a mixture of national and foreign expertise, it is becoming actual practice and is the vision of HH Sheikh Mohamed. He realised that this coming stage required the setting out of a scientific and practical framework to realise his dream, and would require assessment of the leaders and directors of departments in the government by using international excellence criteria. Such criteria are manifested in their absolute commitment to the plan, their focus on the strategic issues, and their determination in their deployment and implementation of the plan according to specific and defined roles, responsibilities and clear priorities. These are regarded as the most crucial success factors. The plan will then be evaluated and revised, on a regular basis (Al-Ghlibi *et al.*, 2006).

To confirm this his highness issued Order No. 5 for the year 2005 for the formation of a Dubai Team for the strategic plan at the level of DG for the purpose of formulation of Dubai Emirate Strategic plan according to the main five sectors of which Dubai Emirate EC is concerned. It is worth mentioning that the council is drawing up responsible developmental policies for the Emirate of Dubai. Dubai set out an eight year Government Strategic Plan (2007-2015) aiming at enhancing the role of local government and encouraging a strategic quality plan by implementing quality and excellence standards (Sharif, 2005; Scott *et al.*, 2004). Within the Plan the following priorities are highlighted for development and improvement (Rahman, 2007)

Figure 4-3 Dubai Government Strategic Plan Sectors

The rulers of Dubai have developed a new strategic plan to be the road map which will make Dubai planning model a global brand to achieve a competitive edge by adopting strategies that consider the needs of the customer and that also have as their goal, the continuity of learning by depending on the elements of innovation and creativity and by maintaining a focus on providing new products and services (Lissaur & Rickless, 2008; Neary, 2007; Porter, 2004). Though the experience of Dubai in strategic planning went through three phases, there has never been any assessment of the strategy formulation and implementation process. As no other Emirate of the UAE had formulated such a plan until the federal Government started this approach in 2007, Dubai Government Strategic Plan becomes the first planning model within the UAE.

The key features of the Dubai Government Strategic Plan 2007 – 2015 are:

1. Achievement of comprehensive development, and human resource building.
2. Economic development and government sector modernization.
3. Keeping the sustainability of growth and prosperity.
4. Preserving the interests of the Nationals as well as Public interests and well being of the people.
5. Providing an appropriate environment that leads to growth, prosperity in other domains. (EC, 2007)

4.2.1.1 Dubai Government Goals and Objectives

This study also explains the goals of all sectors and attempts an in-depth of the excellence and security strategy themes in the based on following points:-

- **Economic Development Sector goals**

With reference to the Economic Strategic Plan, the government takes a proactive, dynamic approach. It aims to apply economic knowledge in order to open up new markets. It promises to support creativity and innovation, and undertakes to promote new initiatives. It promises speed and accuracy in the execution of such projects, and hopes to maintain a unique relationship and strategic partnership with the private sector.

- **Social Development Sector Goals**

The aims and objectives here deal with the ‘protection of national identity and culture’; making the best of human resources; achieving ‘justice and social equality’; and remaining open to the world ‘while preserving uniqueness.

- **Infrastructure lands and environment Sector Goals**

There is a commitment to provide an infrastructure according to international standards that will be convenient for all users, and to preserve the environment according to international standards. The goals are:

- **Security, Safety and Justice sector goals**

This sector strives to ensure human rights and the safety of the society against the environmental, economic, social and international challenges.

The themes and goals are as follows:

1. Ensuring security and system.
2. Preserving rights and freedoms.
3. Management of crisis and disaster.
4. Easy process of cases
5. Equality and impartiality and clarity of investigations and judgments

Expedite the process of case disposal, by enhancing the efficiency of case management system, reducing time framework for implementing rulings issued by the courts

7. Protection of public health and improving quality of life.
8. Ensuring safety for all the inhabitants of the Emirate.

- **Government Excellence Sector Goals**

The government has committed itself to improve the government sector according to the most advanced international standards. The objectives and goals of this sector are as follows:

1. Strengthen the future vision and strategic thinking.
2. Improving administrative structures and accountability.
3. Developing the efficiency.

4. Strengthen response and customer's service.
5. Developing governmental human resources.

Consequently the demand of all sectors should work along with the excellence goals based on the transparency, accountability, human resources performance improvement and focusing on satisfying the needs and expectation of customers.

This study adopts the view that the third phase of Dubai Strategic Plan seems more comprehensive. The researcher attempted through the objectives and strategic themes to find out a brief for the strategic plan in its third phase. He will seek to examine the security sector in depth through RADAR self-assessment tool by focusing in the policy and strategy criteria, as being the subject of the study.

4.3 Dubai Police History And Strategy Plan (1956-2015)

4.3.1 The History of Dubai Police

At the end of the 1940s, Dubai ruler took the first development step by building the new public establishments such as Dubai Municipality, Dubai Customs, Courts, Hospitals and Taboo (the old name of The Land and Properties Department in Dubai), and security Force to organize people and traders relationships and to ensure the security of society, and to this end he established the HQDP on 1st June 1956 with a Force of 29 members and directed by a British commander called Brix. They were located in Naïf forte as the first Police station in the middle of Dubai Souq where most of the trading exchange took place.

H.H Sheikh Mohammed was presented by his father as the Head of Police and General Security in 1968, but in 1971 the other six Emirates all joined Dubai as the UAE, and this opened a vast variety of multicultural opportunities linked to Dubai.

Moreover Dubai Police as part of the government established its own design, role, environment and the famous trading and branding reputation globally (Neary, 2007), and passed through fifty years in five stages:

1. The Foundation phase from 1956 to 1966.
2. Attainment (Catch up) phase from 1966 to 1976.

3. The Entrepreneurship phase, from 1976 to 1986.
4. The Excellence phase from 1986 to 1996.
5. Global stage and creativity from 1996 to 2006.

HQDP was the first government department among other departments to apply strategic planning. Since 1995, The HQDP has consisted of over 177 cultures reflecting the uniquely diverse population and. CHQDP Dhahi Khalfan confirmed that strategic plan was the main reason for the department's success including the International Monetary Fund (IMF) event. It consists of 20 departments and 10 Police stations as it clear in appendix no.13 (Dubai Police website, 2010).

The Commander of Dubai Police is looking to develop Police human resources across the Force (Abdulla, 2007, p.91). He said "It is necessary in the present time to develop a long-term strategic plan that is appropriate for the quick growth of this unique city". He stressed the need for a new strategic plan, which would incorporate and apply the TQM based on Excellence strategies (Abdulla, 2007).

Nowadays Dubai Police employee more than 18000, 81 officers have a PhD degree, 196 have Master's degrees, more than 2000 have Bachelor's degrees and 81 have higher diplomas (HQDP, 2010). The HQDP Force achieved the Golden category in Dubai Governement Excellence program (DGEP) at 1998, 2007 and 2009. This award has led the researcher to investigate the impact of the DGEP at SPFP. In addition, Dubai Police has established first human rights in the UAE based on the Islam order as mentioned in chapter two and the UN principles it has also achieved the following Awards (Dubai Police, 2010; Al-Bayan Newspaper, 2009):

- 1988 won (2) awards.
- 1999 won (8) awards.
- 2000 won (4) awards.
- 2001 Won (9) Awards.
- 2002 won (3) Awards.
- 2003 won (1) Awards.
- 2004 Won (2) awards.

- 2005 won (5) Awards.
- 2006 won (3) Awards.
- 2007 won (5) Awards.
- 2009 won (7) Awards.
- 2010 won (3) awards
- 2011 won 62% of the minister excellence Awards.

According to the statistical information from (DSC, 2010), and DP statistics, 2008, the table below shows that the majority security and traffic indicators increased during (2006-2008):

Table 4.6 THE SECURITY AND TRAFFIC INDICATORS

Security and traffic indicators	2006	2007	2008
% of annual change in number of vehicles	19.5	22.4	20.8
Total crime rate per 1,000 population	19.8	22.5	27.5
Male crime rate per 1,000 population	18.3	20.5	23.2
Female crime rate per 1,000 population	1.5	1.9	2.5
% of crimes Victims of Total Population	1.9	2.0	2.0
Traffic Accidents rate per 1,000 population	1.3	1.3	2.0
% of Traffic Accidents Victims of Total Victims Number	10.6	10.9	8.6

Source: DSC (2010)

4.3.2 Dubai Police Strategic Plan

The Dubai Police formulated strategic plan based on SWOT and best practice. In general, HQDP has adopted the strategic plan based on the security strategic plan in Dubai (2007-2015) and ministry of interior strategic plan. The vision of HQDP is "*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 excellence levels".

The Mission is *"to strengthen the feeling of security and protection of rights and to provide a service that will win people's satisfaction"* (Dubai Police, 2010).

Dubai Police strategic goals are:

- 1- The prevention and reduction of crime rates.
- 2- Detection of crimes and the arrest of criminals.
- 3- Readiness to deal with crises and disasters effectively.
- 4- To control the security of the roads.

Dubai Police has five Benchmarking M.O.U.s with South Yorkshire , Singapore, London Metropolitan, the federal criminal office in Germany and Her Majesty's Inspectorate of Constabulary (HMIC). Last but not least it has more than 10 research and studies centres (DP Excellence research centre, 2011).

4.4 Case Study Departments

As mentioned in Chapter 3, the researcher made a benchmark between the Emirate of Dubai as the primary case study and the external case studies of HMIC and the South Yorkshire Police Force as explained in chapter two, based on the criteria and positive correlation results between DGEP and EFQM.

4.4.1 Dubai Case Study

4.4.1.1 The Executive Council Of The Dubai Governement

In 2006 Dubai Governement (DG) took up office under the Prime Minister and Ruler of Dubai. Its purpose was to work towards adopting the strategic plan for the emirate of Dubai in collaboration with other government departments as in the stage three of the DGSP outlined above. Its task included supporting decision making across the council, and advising all departments on the best way to achieve the strategic objectives by introducing regular performance reports to the Governor relating the implementation and completion of plans. The office was also established to produce initiatives and decisions related to the preparation of strategies and long-term plans.

For this study, the researcher will look at the workings of the SP department, the project team and co-ordinators for each sector in DGSP, and the role of the relevant DGSP staff.

4.4.1.2 Dubai Government Security Strategic Plan Team

In March, 2006 the DG asked each government department to form a strategic planning team for each sector of the strategic plan. This case study will deal with the security sector, which deals with migration, civil defence, civil aviation and the army.

Semi-formal interviews will be carried out with 5 members of this team, and the data will be analysed.

4.4.1.3 Dubai Police Strategic Plan Team

On 15/12/1998, the Department of Total Quality was established by the Commander-in-Chief of HQDP with special decree no. 49/A/98 by the main mission of this department is to promote awareness of the concepts and criteria of quality and excellence in Police work among Police employees. This is done with special reference to the UAE and with a general one to the Arab World. On 7/2/1999, the CDPHQ issued an order to establish a sub-department, or a section for quality control, in every general department and Police office. This was to be a designated department or section of quality control and to be technically supervised by the supervisor of total quality control. This department offers a variety of services whose aim is to develop administrative work via applying the concepts of Quality and Excellence adhered to by the General Headquarters of the DP on the domestic and external public level. The main departments in this general department are:

- The SP department
- The self-assessment department
- The Excellence research centre and
- The operations management department

In 2001 the CHQDP ordered the establishment of a Strategic plan team which would include the general managers of all departments, Police stations and strategic plan department to formulate the strategic plan. The researcher will conduct the interviews with the CDPHQ, Head of strategic plan team and the Strategic plan team members.

4.4.2 The External Benchmarking Case Studies

The researcher has highlighted the importance of benchmarking and best practices in the literature review and intends to select the best practice method for the strategic plan in general and SPFP in particular. For this purpose, the researcher has chosen to compare HQDP practice which was used in the UK by HMIC and South Yorkshire Police in order to present a new benchmarking in assessing the SPFP for HQDP in accordance with the benchmarking scientific approach as applied by the HQDP (Dubai Police excellence research centre, 2009). The benchmarking is based on criteria including the population of Dubai, geographical area, economic growth rate, applying the excellence standard criteria for international quality awards and self-assessment tool based on the governance concept. The two UK case studies have applied for or obtained a global quality award such as the EFQM award.

In this study the one of the oldest Police inspection organisation in the world (HMIC) and South Yorkshire Police Force in the UK has been selected to find best practices in quality assessing of the SP process. In particular, this study investigates the inspectorate because of its long experience in the self-assessment process, as well as its implementation for excellence standards by constantly developing its performance (Error! Hyperlink reference not valid).

4.4.2.1 Her Majesty's Inspectorate Of Constabulary (HMIC)

The Inspectorate was established in order to inspect and control Police departments in England, Scotland, Wales and North Ireland based on 37 protocols, one of which is concerned with assessing the SP system. The main goal was to ensure general security and safety through controlling Police work in all parts of the United Kingdom by employing the best Police competences. The inspectorate periodically reviews Police performance, and publishes transparent reports on the Inspectorate's website. The performance of each Police region is then analysed with complete transparency for the public.

The Inspectorate has developed a number of performance assessment tools since its establishment 150 years ago. Since its early stages, the Inspectorate focused on the criminal aspect, followed by integrating periodical inspection into all specializations. The inspection and control culture developed gradually until it reached the stage of applying excellence standards adopted by EFQM program. However, the Inspectorate soon

changed. Feasible implementation plans were drawn up. These were less detailed and more flexible, more manageable within the Police work environment, and more in line with the standards applied by the European model. The Inspectorate set out a vision, a mission and five strategic goals, at regional and county levels. This process enabled the rapid identification of areas of key interest to stakeholders and to share best practice, collaboration opportunities and benchmarking. HMIC is continuously and dynamically publishing on the website validated scores for each Force against each of the performance criteria and sub-criteria. This allows Forces to compare themselves against others who have achieved excellence in areas in which they wish to make improvements. The HMIC approach means *"that resources can be allocated more easily on a risk assessed basis and more time can be spent with those Forces who score unacceptably low either as a whole or in particular areas. Forces will be able to, and are strongly encouraged to, use the self-assessment tool as a dynamic analysis process within the Force"* (HMICE, 2006, p.2). This could include supplying the self-assessment tool to various departments within the Force to obtain client feedback, or it could include focussed activity around one criterion at a time (HMICE, 2006).

HMIC apply the concept of governance and accountability on performance process and results (HMIC, 2006), on the basis of an audit of needs of the Police authority and the needs and priorities of the national and local priorities. The Force is focusing on several important points for performance management and continuous improvements such as:-

- Citizen Focus
- Reducing crime
- Investing crime
- Promote safety
- Providing assistance
- Resources usage
- Leadership and direction

While the self-assessment criteria of SP protocol are:-

- How the behaviour and actions of the planning unit managers inspire, promote and support excellence as the best way to achieve the force and section's objectives.
- How the strategic unit achieves the Force purpose through a clear strategy based on consultation and supported by policies and objectives that have clear targets.
- How the strategic unit manages and releases the full knowledge and potential of its people.
- How the strategic unit plans and manages its external partnerships and internal resources
- How the strategic unit plans, manages and improves its processes in support of its policy and strategy
- What the department/Force is achieving in relation to the satisfaction of its external customers, its people, society at large and its planned performance.

HMICE (2006, p.1) has its own way to assess each criterion based on checklist, not like EFQM, which *"is marked with a score ranging from 0-5. The score is then entered a weighted matrix which provides an overall score for the self-assessment"*. For all Police Forces (43) and 215 Police station in the UK such as South Yorkshire Police Force. The difference with the Dubai Government is that the security and the Dubai Police Force are applying the EFQM criteria combined with RADAR tool. Due to the strong focus on citizens, security and Police work on good governance and SP protocol of the HMIC (HMIC,2006) and Canada Police (Gerald, 2010) should be considered for the UAE in general and Dubai in particular. Because they are studying the needs of the citizens which mean Dubai can gain from this experiment. A special culture related challenge in the UAE is the minority of citizens as it will be explained in chapter 4. Learning from the UN awards special attention should be given to this minority. Therefore the culture specific aspects should be added to the model's criteria to the Dubai excellence model and RADAR. This might enable the achievement of the UAE vision 2021.

4.4.2.2 South Yorkshire Police Force

This study has chosen South Yorkshire Police for two reasons. First because it has experience in excellence criteria and self-assessment as it was awarded in 2003 the EFQM Quality Award in 2003. Second, it was evaluated by the HMIC strategic plan protocol. The vision of South Yorkshire Police is "*To be the best urban Force in the United Kingdom*", and the mission is to "*deliver the best possible service to the public by taking personal responsibility, exercising effective leadership and by inspiring confidence through the quality of our policing.*" (South Yorkshire , 2009).

The strategic plan priorities during 2008-2011 are as follows:

Improving the confidence and satisfaction with Police services,

Ensuring that all communities are safe,

Tackling all levels of crime, including organised crime,

Tackling terrorism and extremism and using resources effectively

4.5 Chapter Summary

This chapter initially covered the UAE and Dubai culture, the economic challenges ahead, the structure of the population. Then, it conducted a historical overview of DGSP in three stages (1956-2010), and the HQDP strategic plan in three stages (1995-2015). Finally, this the chapter identified and presented the case studies to be investigated in this study including the HQDP, SSPFT and Dubai Executive council, HMIC and South Yorkshire Police.

The basis of the collaborations described is that by sharing experiences across similar departments in different countries, best practice can be inferred, and will be the same for both cultures. This study explores this assumption further.

The next chapter will present the research finding of case studies in relation to the aims and objectives this research.

CHAPTER FIVE RESEARCH RESULTS

5.0 Introduction

This interview analysis chapter provides an analysis of the results of the field study based on a qualitative approach which emerged from the transcript of interviews conducted with 17 TM and MM respondents as mentioned in chapter three. Semi-structured interviews and discussions within the two case studies were carried out in 5.1. The reason for selecting and justifying the use of semi-structured interviews as was mentioned in chapter three was to address the research questions and thus to achieve the aim and objectives as stated in chapter one.

The interview questions can be found in Appendix no. 1, 2 and 3 along with a guide to the interviews, (Interview Protocol) at the different strategic levels in each case study.

An example interview transcript can be found in appendix no.4. Additionally, other sources of data relevant to the research discussed in chapter six were used to achieve the research aim and objectives. The data collected is based on the two main key themes and they and the critical analysis mentioned in chapter two are the main processes used to collect data under the themes of RADAR, organisational and cultural factors, and barriers to the SPFP due to cultural aspects in Dubai.

As the researcher has explained there is a relationship between the Islamic and Protestant work ethic in the literature review. He has carried out semi-structured interviews in the case study field with Muslim and non-Muslim partners from different backgrounds and cultures in Dubai, who were involved in the SPFP to investigate the cultural aspects (Rokhman, 2010; Weber, 1958, cited by Yousef, 2001), and to ensure the credibility of the findings, results and impartiality regarding Islamic Culture.

5.1 Building Case Study

The researcher explains (Eisenhardt, 1989) the case study building process and shows how to build the case study in the following table:

Table 5-1 Building the case study process

The researcher was able to build the case study based on above process (Eisenhardt, 1989) according to the following points:

- Starting: the researcher has defined the research question and the research strategy in chapter one.
- Selecting Cases: the researcher selected the Dubai Government al sectors and specifically the security sector and HQDP as the primary case study, and HMIC and South Yorkshire Police Force as the external and secondary case study to obtain the necessary information.

- **Crafting Instruments and Protocols:** The researcher carried out SWOT analysis for the different data gathering methods (Interview, Focus Group and Survey) from the academic and RADAR perspective and determined that the interview method is the best method
- **Entering the Field:** the researcher conducted interviews with 17 partners to collect all data.
- **Analysing Data:** the researcher chose the Creswell (2003) model to analyse the data in a structured way based on the coding process, so as to evaluate different data and compare the finding results to the key themes as stated in chapter two.
- **Shaping Hypothesis:** the researcher found the key results and combined them to identify some gaps (key themes in chapters two and five) (for example: Arab and Dubai Culture is not well reflected in the RADAR and policy and strategy excellence criteria).
- **Enfolding Literature:** the researcher compared the findings with the literature reviews to investigate the validation.
- **Reaching Closure:** finally the researcher reached conclusions and made recommendations.

In this chapter, the researcher has analysed the semi-structured interviews by means of the RADAR Self-assessment Tool to assess the SPFP in the government sectors in general, and in the security sector and HQDP in particular, taking into consideration the HMIC and South Yorkshire Police Force excellence practices from a benchmarking perspective based on Policy and Strategic Excellence criteria and sub-activities. In this chapter also, the researcher will identify the organisational and cultural factors and barriers affecting the SPFP at the government, security and Dubai Police Force levels relating to Arab and Islamic culture and the UAE in general and cultural aspects of Dubai in particular. The interview data taken by interviewers are not textually or literally linked to the below four questions in the top of each criteria table.

Documents have been provided as specific evidence to support the key arguments that emerged from the interview analysis such as notes of management review meetings, the strategic plan guide, strategic plan sector and RADAR self-assessment tool and policy and strategy excellence criteria award guidelines. Internal and external review reports

were collected, to be used to validate the interviews as will be made clear in part three of this chapter.

To ensure the credibility of assessment as mentioned in chapter three, the researcher asked two certified quality assessors, one from the EFQM program (Busamra Bader), and another from the Dubai Government (Al-Amari Abdulmalek) to assess the SPFP based on the RADAR self-assessment stages, taking into consideration the average grade given by the researcher and the two assessors.

Next all findings were analysed, prioritised, and structured using the building methodology based on Yin (2009), Eisenhardt (1989), and Creswell (2003) for the data analysis. The results of this analysis were identified as key themes in 5.4 with specific attention given to cultural aspects of Dubai.

Finally, based on key themes in chapter two, findings and results from this chapter and the discussion in next chapter, the researcher is going to build a focused theoretical model framework that works simultaneously with different variables (Sekeran, 2009). According to Collis and Hussey (2008, p. 118) building a model involves a "*collection of theories and models from the literature which underpins a positivist study. Theory can be generated from some interpretive studies*".

5.2 Interview Results

The researcher started the interviews in September 2009 and finished in February 2010. The average time for each interview was one to two hours; the length of interview varied from one case study to another according to the target group. According to EFQM (2010), DGEP (2007) and MBNQA (2004) leaders drive the strategy in organisations. The researcher met TM and MM and Junior Level members (See appendix no 5 and 6). The 17 TM, MM and Junior Level interviewee respondents were given coded numbers [IR1-IR17] as follows: Head of SP department at the EC (IR1:HSPEC), General Co-Coordinator of Dubai Excellence Program (IR2:GCDGEP), Security and Strategy Sectors Coordinators (IR3,4,5,6:SSC), Security Strategic Plan Formulation Team (IR7,8,9,1) and 11:SSPFT), from HQDP, the Commander of Dubai Police Headquarters (IR12:CHQDP) and Head of SP executive team (IR13:HSPET), respondents of MM in the HQDP level (IR14,15:MM), the planning manager from the South Yorkshire Police

Force (IR16:PPM) and the Assessor at Her Majesty's Inspectorate of Constabulary (IR17:AHMIC). These are shown in table 5.2 below.

The respondents were asked different question relating to the key themes (RADAR self-assessment and the organisational and cultural factors), focusing on six main questions. The interviewees were selected from self-assessment and strategy functions at three levels in the Dubai Government , in the security sector, and at the HQDP level. Six were TM and eleven from MM and Junior levels; they had all been involved in the SPFP in 2006 and are shown in the following table which is based on the respondent's position:

Table 5-2 The Total Number of Interviewees

Case studies	TM	MM	Junior	Total
Government Level	2	4	-	6
Security sector Strategic Plan team(SSSPT) level	2	2	1	5
Dubai Police Strategic Police Team level	2	2	-	4
HMIC	-	1	-	1
Policy and Planning Manager South Yorkshire Police	-	1	-	1
Total	6	10	1	17

To support the interviews the researcher reviewed all necessary documents that had been approved as evidence based on the RADAR self-assessment process in the EFQM and DGEX, which confirmed the statements of the plan supervisors at each level. In addition, the result will allow comparison with the assessment mark given by DGEP to the HQDP based on the Dubai Excellence Program award in 2007.

As mentioned earlier the interview questions were designed to collect in-depth information with informal rather than formal discussion, with structured lists of questions under each related key theme found in the critical analysis (Mason, 2000) in the following key areas:

- The reasoning behind and the formulation process of the Dubai government strategic plan.

- Awareness and understanding of the benefit of the RADAR self-assessment quality tool and policy and strategy standards in assessing the SPFP.
- Examination of the RADAR self-assessment excellence tool in assessing the SPFP at the government, security sector and HQDP levels.
- Investigating the organisational and cultural factors, barriers that affect the SPFP from the quality perspective and the Arab and Islamic factors affecting the SPFP from the excellence perspective that is related to cultural aspects of the Dubai environment.

5.3 PART ONE RADAR of Strategic Plan Formulation Process

5.3.1 Reason and the Formulation Process of the Dubai Government Strategic Plan

The researcher considers that he can deal with the RADAR self-assessment of the SPFP at the Dubai Government , security and Dubai Police levels by recognising the issues related to the reasons in general and the formulation process in particular, so as to understand the background to the quality of the formulation process by using the semi-structured interview's open-ended questions.

5.3.1.1 Government level

In the interviews with the Executive Council (EC) of the government the researcher asked open-ended questions such “*why did the Dubai Government decide to go for formulation strategy and what was the formulation process?*”.

There is total agreement and consensus about the reason for and the process of SPFP amongst two of the TMs (HSPEC and GCDGEP) and the four strategy sectors MM coordinators (SSC). One said that the main reason is to build a **comprehensive future direction and to determine and develop the economic trends for the Emirate of Dubai**; there was a general consensus that building the future of Dubai needs **effective leadership and a clear vision**. One of the needs which were often mentioned by the respondents was the role of the political ruler, Sheikh Mohammed as an agent for change and a visionary leader. Some statements by the interviewees illustrate this point:

“First, I want to thank you for choosing the Dubai Government strategic plan as a case study for your research focusing on quality framework because it is the first govern-

ment plan and is still new, and there is a lack of research on this topic in Arab countries. To answer your question, I can say in a sentence “vision without execution is a dream, while execution without vision is a nightmare”. I want to say it is Sheikh Mohammed's decision to translate his vision to develop the Dubai Governement 's performance and to create a framework for performance accountability by formulating a formal strategic plan after the government departments had worked in the strategic field since 1987 implementing the excellence criteria. **Second**, Dubai's Ruler plays an effective role in light of the desire to increase the economic growth rate in Dubai by identifying diverse income resources which could be utilised counteract any scarcity of oil and to silence the external voices of doubt which claim that Dubai is not able to continually attract foreign investments, and to bring about a comprehensive interrelated change to be made jointly by the government sector and the private sector to turn Dubai into a global trade financial business centre and to identify diverse income resources which could overcome a scarcity of oil in light of the population growth in Dubai, and the growth of both huge new urban communities and large real estate projects. Furthermore, this will help to silence the external voices of doubt which claim that Dubai is not able to continually attract foreign investment and international banks. I can say that Dubai needs a long term plan to proceed with economic growth from different perspectives: economic and trade, infrastructure and environment, social development, security, justice, safely and the government excellence sector” [IR1: HSPEC].

“The Ruler of Dubai's decision was obviously to develop Dubai's economy by integrating the public and private sector, when early on he implemented the quality award in the private sector in 1994, and the DGEP in the government sector in 1999” [IR2 :GCDGEP].

A similar view was:

“ Generally, Dubai Governement departments need a clear vision to build the awareness, skills and the strategy culture in the long term plan based on the competition in the DGEP excellence award”[IR4 :SSC].

Confidence and trust in the ruler of Dubai, Sheikh Mohammed, can be seen from the above statements and the extracts describing his strength and vision relating to the

reasons behind the SPFP. One of the MM interviewees, the coordinator of the social development sector, gave an example to support these points:

“There is an imbalance in the population fabric in the UAE in general and Dubai in particular which makes Dubai a cosmopolitan, multi-cultural and multi-religious city. There was no strategic plan for reducing the imbalanced population numbers. By this I mean that the government is currently concerned with a strategic plan after formulating Vision 2021 that makes the UAE citizen its first priority” [IR3 :SSC].

Furthermore, regarding the role of the Ruler of Dubai, the Vision for 2021 and style, one respondent of MM indicates that, to spread the long term strategy culture, the government should overcome the majority of multi-national cultural differences by **concentrating on the UAE citizens’ needs and future expectations based on UAE and Dubai culture as a second reason for the SPFP:**

“The imbalanced population is a barrier and obstacle to studying the needs of the UAE citizens as they are a minority people; and input for the SPFP is based on their UAE identity, traditions, religion and language taking into consideration the human rights of all nationalities” [IR6 :SSC].

According to the government TM and MM level respondents, there is also a general consensus that the SPFP approach is based on the UN and international consulting approaches, as is illustrated by the following extract:

“The SPFP was based on the UN and international approaches that include three stages of a specific and clear timely process and clear-cut and specialized action programs drawn up jointly with international consulting offices and designed to suit each sector. The first stage was designed for a team representing all concerned departments except security and Police members to formulate the vision, mission and the strategic goals weeks which were specified for this stage over six working. The second stage aimed to specify the main topics and goals of each sector to formulate the strategic initiatives and set performance indicators over 42 weeks. Finally came the third stage which sought to compile the plans for the sectors over four weeks to formulate the strategic plan for Dubai. However, the security sector was excluded as it has a specialist requirement. This led to the need to

seek support from experienced officers from the Dubai security departments such as the Police Force, Dubai Civil Defence, Department of Immigration, and the court. For this they used the SWOT and PESTEL outlines used by the social development sector” [IR1: HSPEC].

“It can be seen that the Dubai Government’s SPFP is divided into three stages and is concerned with the excellence and quality requirements such as benchmarking but without a specific approach for the security sector” [IR3 :SSC].

The above extracts show and identify the way that the government applied the UN approaches **without taking a special approach for the security sector** in general and with an internal and external environment **analysis (SWOT and PESTEL)**.

5.3.1.2 Security level

At the security strategic level, the researcher met five members of the TM and MM level who were represented by His Excellency, the Head of the Security, Justice and Safety Subcommittee (HSJSS), the Head of the Executive Security, Justice and Safety Team (HESJST), and the Head of Security SPFT (HSSPFT) and two from MM. He asked them the same questions about the reasons for implementing the SPFP in the Dubai Government and the security sector.

The five respondents agreed with the respondents from the government level that the main reason was the **decision of Dubai’s Ruler** to improve governmental performance and private capacities in Dubai in order to develop Dubai’s economy, and to implement this approach. Two of the top level respondents, His Excellency, the Head of the Security, Justice and Safety Subcommittee sector gave the statements below and two of the respondents from the MM and junior level, agreed with the ideas contained in them:

“The most important reason is the awareness of the political leadership about the importance of SP, and the future vision about the importance of public and private security; this requires the security sector to practice a high level of accuracy and professional performance, to achieve integration between security stability and economic stability. I am disappointed to not participate in formulating the vision and mission of Dubai but am benefitting from the Dubai Police’s experience in the formulation process” [IR7: HSJSS].

“The vision of Sheikh Mohammad bin Rashid Al Maktoum, the Ruler of Dubai has been clear since 1999, when he announced, during a conference about administration that he wants Dubai to be a global financial and commercial hub for business and finance. Accordingly, in the light of the Arab tribal and Islamic religious values and beliefs which are to respect the ruler’s vision to develop the standard of living for everyone, all efforts have been made to fulfil this vision and achieve integrity between both the governmental and private sectors based on the SPFP as applied by the Dubai Police” [IR8:HESJST].

A similar view is provided in the rest of the respondents’ interviews; one of them stated:

“The Dubai Ruler’s book “My Vision” provided a clear guide to future trends in the Emirate of Dubai, for each citizen or resident, and for each part of the governmental or private sectors after the success of creative projects such as Internet City, Dubai Media City, and industrial islands in the Gulf built in the form of palm trees bordered by curved lines, and the world map island with the six continents, with the aim of preserving the economic, commercial and security pivots of the Emirate so that it can go into the world and enter the competitive market” [IR9:HST].

The above extracts shows similar answers to those from the government respondents relating to the reasons for SPFP being the ruler’s awareness of the need and his vision to develop Dubai’s economy and satisfy the investors’ and customers’ needs, while it is seen that Arab and Islamic culture and values emerge related to the practice of respecting the ruler’s orders and decisions based on the Arab tribal process and system to develop the standard of living in Dubai. As the SPFP is based on the Dubai Police’s approach this means there is lack of a comprehensive approach for the SPFP security sector.

5.3.1.3 Dubai Police Level

This strategic level investigates the reasons behind and the process of the formulation of the strategic plan for Dubai Police after 1995, and then after the Dubai Government strategic plan and security sector plan were formulated in 2006. As the researcher is a senior officer, he met two TMs and two MMs and asked open questions of the Com-

mander of Dubai Police (CHQDP). He asked them about the long term experiences of the Dubai Police in adopting the strategic plan of 1995 for five years, and asked “*Why did HQDP decide to apply the strategic plan after 1995? What are the reasons for and how did it formulate the SP in 2006?*”.

There is total consensus about the importance of stability in the security situation in supporting the economy’s stability; this requires a secure vision and a strategic plan as the main methods to achieve the desired position. The researcher illustrates this with some statements from the respondents:

“We recognized the importance of SP and creating a vision to develop the performance of the Dubai Police by building infrastructures such as modern methodologies, and developing the work structures. This can be divided into three phases with establishing TQM as the first stage (1995-2000). The second stage (2000-2005), the phase of excellence and innovation, started with establishing a think tank and innovative organisations and an e-quality college and so on. The third stage (2005-2010) is distinguished by benchmarking being conducted, and the organisation obtaining the most excellent awards. Due to the need to prepare a strategic plan for the government in 2006, HQDP was required to re-formulate its strategic plan as a fourth stage (2008-2015) which proves the fact that the Dubai Police is on the right track” [IR12: CHQDP].

One of the TMs and one from the MM level, HSPET and HSP, confirmed the commander’s answer and agreed that the SPFP is there to **support Dubai’s economy and help all citizens and residence obtain human rights**. They then explained that the Dubai Police have a strategic executive team under the supervision of CHQDP and some security leaderships and experts in HQDP, and carry out work based on a strategic plan approach including formulation, implementation and the control process. They explained the formulation process has six stages, first, formulating the vision, mission, values and goals, and second studying the environment, analysing it on the basis of the quality tools, and by studying criminal and traffic statistics and learning about stakeholders’ needs. The third stage is formulating the strategies and the key indicators, the fourth is implementing the strategies, the fifth, following and assessing the implementation process, and finally comes examining the outcome results and assessing the strate-

gic plan process approach annually. These stages are represented in the following answers:

“The awareness of the senior leadership in HQDP, represented by CHQDP, of the importance of strategic planning, and of dealing with recent developments in security, is the main reason behind adopting techniques of organized planning. It is in order to catch up with existing change and development in the economic sector and to ensure human rights are maintained. Accordingly, the vision of HQDP was presented through the vehicle of security, which is considered the cornerstone of development. This has led HQDP to spread a culture of strategic planning, and make it an actual practice through which the level of performance development can be measured, because there are actual measurable goals that are suited to the environment of the Emirate of Dubai ” [IR13: HSPET].

Two MMs were interviewed on the formulation methodology and process; one of them said:

“I can say that the HQDP adopted a methodology for plan formulation which followed scientific stages set out for this purpose by a leadership team based on the vision and high level of skills of CDPH, and some security leaders and experts in HQDP. These emerged from the military and Islamic culture and allow us to prepare for the future” [IR14: HSP].

Based on the above interviewee responses it can be said that the HQDP adopted the SP based on **leadership, vision and awareness** and **Islamic and military culture**. One MM level member of the Police executive team confirmed the experience and the skill of the CHQDP in the following statement:

“I believe that the main reasons behind the Police SPFP are awareness and clear strategic thinking as a preliminary step towards entering the era of globalization by building international relations with some international police Forces, excellence criteria and benchmarking, and the Police staff showing obedience to high ranks such the commander which is based on the Police culture” [IR15].

The above respondent added that the main organisational culture behind the SPFP shows strategic thinking, acceptance of excellence criteria and international benchmark-

ing, and elements of the Police culture such as obedience to high ranks, with a comprehensive formulation approach based on excellence requirement.

To sum up, it is clear that the Police interviewees are aware of the importance of SP and success based on strategic thinking, leadership's clear vision, Islamic and military culture, and excellence and benchmarking.

Consequently, to confirm the finding from a general point of view, the researcher investigated the findings on the basis of the RADAR self-assessment tool as is explained in next point.

5.3.2 The Awareness and Understanding of Benefit of RADAR Self-Assessment Quality Tool To Assess the SPFP

The researcher has asked the main question "What is the role of the RADAR self-assessment tool in assessing the Strategic Plan Formulation Process (SPFP) of the Dubai Government sectors, focusing on security and the Dubai Police according to the strategic excellence criteria? How and why?" in order to achieve the aim of this research with a list of non-structured questions. Then the RADAR self-assessment tool was used to assess the SPFP, taking into consideration cultural aspects of Dubai, and to highlight the answers related to the culture, and then to go in depth into aspects of the culture of Dubai under the key themes in chapter two.

There is total agreement from all respondents on all strategic levels, government, security and Police Forces, on the importance of the control and assessment process for the SPFP in Dubai, and agreement that no comprehensive assessment process has been applied, even though some efforts have been made. The HSPEC affirmed that:

"A general mechanism in the form of meetings to assessing the SPFP for example was employed to conduct periodic reviews for every stage as it was finalized by every sector. This includes the identification of roles, responsibilities and competences of the higher ranking committee and team members and was carried according to the SPFP approach. It also assessed the collected data and information, analysed the internal and international environment, formulated strategic goals and performance indicators and assessed the actual work that needed to be done based on the formulation timeframe to finalize the strategic plan"
[IR1:HSPEC].

In addition, he confirmed that the formulation process did not also include a binding mechanism or another mechanism to connecting, integrate and harmonise the departments' plans. Some statements by interviewees illustrate this point:

“In my experience, the Dubai excellence award is similar to the EFQM award and the excellence criteria are familiar to the government departments since they have been applied since 1994 in the private sector and since in the public sector. The departments have learned from the award but still have problems in implementing the excellence standards. The criteria were quite general and not detailed; policy and strategy criteria in particular focus on short term and mid-term strategies not long-term. As well as the general criteria leadership plays a role in formulating the strategy. The main reason for the problem is that the criteria are copied from international awards and the government departments and employees did not participate in preparing and formulating the excellence award, while government departments and employees are participating in the formulation process for the Dubai Government strategic plan” [IR1:HSPEC].

“I am general coordinator of the DGEP and quality assessor, and am aware that the evaluation of government departments is to be conducted every two years based on RADAR and excellence criteria such as policy and strategy; this allows the government departments to go in one direction to achieve the Ruler's vision to improve the government's performance” [IR2:GCDGEP].

Two of the top managers (CHQDP, HSPET), one in security and one from Dubai Police, and two of the middle managers, one from the government and one from the Dubai Police (HESJST HST) show a high level of knowledge of the assessment in the formulation process in general and with RADAR in particular. A typical answer is:

“I have a good understanding of assessment using RADAR as I have worked in the quality field since 1998 when the DGEP began and Dubai Police won the award” [IR13: HSPET].

Three of the top managers, coordinator of the economic and trade sector, of the environment and infrastructure sector, and of the security and justice sector, gave answers which reflected the following opinion:

“The SPFP did not include an assessment mechanism except for some meetings with the government strategy coordinators. Follow-up was painstakingly performed, according to the tasks assigned to the coordinator” [IR3: SSC].

The researcher found from the above extracts that there is agreement about the benefit of the assessment process which is not included in the SPFP approach. However the interviewees do not agree about the benefits of RADAR and self-assessment as some consider this is focused on the short-term and not aligned with the long-term and the government’s concept. The researcher therefore decided on the basis of his observations to ask in depth about RADAR self-assessment to examine the knowledge and the awareness of the respondents as can be seen in the next point.

5.3.3 Benefit of RADAR Self-Assessment Quality Tool and Policy Excellence Criteria Relate to Dubai Culture Aspects

There is considerable debate about the benefits of RADAR and policy and strategy criteria in assessing the SPFP. The researcher received from the three levels the following answers.

Four TM and MM respondents (GCDGEP, CHQDP, HESJST and SSC) gave assurances about the importance of RADAR self-assessment and excellence criteria; they consider they can be used to support accurately and clearly an assessment of SPFP for all levels and that they emerge from the directives of the senior leadership’s vision and aim to achieve excellence in formulating process for government activities to achieve high-quality service results at low cost and in minimum time.

“Our culture has changed in the last ten years and we are thinking about developing our work methodologies on the basis of RADAR stages to ensure the excellence of the work, and to create excellent leaders that are looking to provide high quality services to satisfy customers at low cost and in minimum time” [IR9: HESJST].

“An international think tank was tasked with examining the benefits of self-assessment based on RADAR in the DGEP ten years after the program had been established. The results showed that the program achieved the vision of the Ruler of Dubai and also that it helped improve the quality of strategy culture and government services as well as the quality of the human resource systems, and it

helped create a culture of excellence by inventing methodologies and techniques that comply with international standards such as the EFQM model. Since the development of the private sector started in 1994 this has been encouraged by the Dubai Quality Award. The recent period has relied on formulating work manuals and clear development approaches and on ensuring they are applied and evaluated. This certainly promotes connecting the plan of the Emirate with the plans of the departments. This will lead to changes in the strategic control of the program. Such changes should be included among the self-assessment and excellence assessment criteria of the government departments. The fruits of the program also included setting development initiatives, the introduction of self-assessment techniques, and following up the progress of work towards continuous improvement”. [IR2: GCDGEP].

The above answer shows that DGEP creates a culture of excellence, excellent leaders, satisfies the customers, and develops initiatives, at low cost and in minimum time, and provides continuous improvements to achieve the Ruler’s vision.

However different views were presented by interviewees from the TM level in the Dubai Police, who rejected DGEP in general and RADAR in particular claiming that they have failed in important areas in spite of their success in improving government performance. One made a statement about an important area where DGEP had failed saying:

“It can be said that DGEP has failed in some vital fields and should re-focus on risk management, governance, and uncovering corruption when assessing the financial performance of departments. In addition, the program was costly and did not deal with the strategic level” [IR12: CHQPD].

A similar view, held by two of the respondents (HSPEC and HDPSPE) was that:

“I don’t have enough information about how RADAR works, and there is a lack of understanding of RADAR stages among the formulation team members. Generally they have done a great work in the formulation process even without RADAR because the DGEP criteria are quite general and are not detailed, particularly those linked to policy and strategy criteria. Leadership is committed to driving strategy formulation in a way based on the vision of the Emirate of Dubai by formulating departmental strategic goals. It must be said that DGEP is focused on

the short-term and DGEP has a weak SP long-term culture but should be integrated with the governance concepts. This has made the Ruler demand the governance system should be applied, and this requires reviewing the mechanism of the program and the tool on the basis of Dubai's culture" [IR1: HSPEC].

One of the interviewee mentioned an important **barrier** when implementing RADAR self-assessment in the DGEP it that some government departments **think only about how to win the Dubai Quality Award and satisfy the Ruler and some are working purely to avoid any blame** without developing performance. He said:

"In the early days of implementing DGEP the Ruler announced the award winners and the worst three government departments based on the RADAR self-assessment score; some general managers are working hard to develop their performance while others are working to avoid the blame" [IR14: HSP].

Two of the MM coordinators of the social development sector and the economic and trade sector have ensured the importance of aligning the RADAR and excellence criteria's, with Dubai culture, one said:

"The SPFP in Dubai was on the UNDP methodology applied the general excellence criteria of any excellence models and not such criteria of the DGEP. And a few minor changes were made to process in order to fit with the Dubai Culture aspects such as study the current and needs future expectations of all concerned parties of the government employees, citizens as first priority and residents based on the aim of each sector" [IR3: SSC].

One of the TM at security level mentioned the lack of understanding of the excellence concept as he stated:

"The experience of SSPFT members contributed to developing a special strategy for formulating a strategic plan for the security sector under lack of expertise and consultation houses that are based on standards of excellence, like other sectors" [IR9: HSJSS].

One of the security sector, a junior interview respondent, in the context of the RADAR assessment and evaluation:

“Arab culture thinks that assessment such as the RADAR self-assessment is individual criticism” [IR11].

The above three responses show the importance of two themes that were ignored during the SPFP, that is: **the lack of understanding and implementing the excellence criteria among the strategy formulation team ,ignoring studying the citizen current needs and future expectation, and do not like the assessment and evaluation culture .** The key themes of the above arguments will be clear in the end of part one of this chapter.

From the above key arguments themes about RADAR, the researcher can address the research questions to achieve the aim and objectives by classified the RADAR self-assessment criteria in depth to three levels to explore the key themes and sub-themes by assessing the SPFP via RADAR based the policy and strategy excellence criteria and reach the best conclusion with Dubai cultural aspects in general and Police work in particular based on the semi-interview and supporting this with the documents which do not emerge textually or literally by the following points:

- 1- First, he divided the stage of RADAR tool (approach, deployment, and assessment and review) to lower levels, which are formed according to usual procedures of assessment applied in the DGEP and EFQM criteria weights.
- 2- The researcher is going to divide the organisational and cultural factors as sub-them under each stage of RADAR and each policy and strategy excellence criteria as main key themes
- 3- The researcher added a new dimension in the assessment through developing estimated weights for subsidiary activities under level 2. These are being explained in the first and second column in the assessment table which represents two basic standards for the approach. Column 1 contains three activities and subsidiary elements, while column 2 contains two subsidiary elements. Thus, the average rate of the column 1 and 2 total forms the weight of the strategy formulation approach.
- 4- Meanwhile, columns 3 and 4 stand for the assessment of SPFP. Both columns 3 and 4 are divided into two subsidiary columns, of which the average rate forms the weight of deployment of the formulation process. Column 3 embraces assessment and review of the SPFP by dividing into three subsidiary standards, which by their

turn fall into other five subsidiary activities. The estimated total weight average of the three columns forms the weight of assessment and reviewing stage.

5- The researcher was able to recognise points of strengths and weaknesses in each strategic level, and more accurately in choosing, deploying or assessing the SPFP. Therefore, better weight can be developed for the highest weight of the three strategic levels (government, security and Dubai Police level).

6- The researcher based on the RADAR assessment process, reviewing the documents to support the interview finding for scoring.

7- In order to ensure the credibility in using RADAR, the researcher with the two assessors undertake discussions, to agree or disagree with opposing assessment, by giving points which should not have a gap of more than 25 points between the assessors .in order to reach a compromise over the score after the semi-interviews but not during the assessment process.

5.3.4 Examining RADAR Self-Assessment Tool to Assess the SPFP

This point examines the RADAR to assess the SPFP by find the common themes from the field study. The researcher asked question number 1 (1.1, 1.2, 1.3 and 1.4) to investigate the aim and objectives of the study based on the semi- interview questions, observing and checking documents to deal with the assessment process of RADAR to assess the SPFP.

As mentioned in the introduction, the researcher asked open-ended four questions for each level strategy from different positions, in order to identify the key common themes answers from the interview questions with the 17 respondents and divided the answers in three levels as he made in 5.2 to develop the analysis as the following level.

The researcher identified the key common themes answers from the interview questions with the 17 respondents and divided the answers in three levels as he made in 5.2 to develop the analysis as the following level:

5.3.4.1 RADARISE Of Studying The Stakeholders and Citizen Current Needs and Future Expectation (2/1):

Question 1 about the external environment that affects the SPFP that relate to Dubai culture aspects "*Does the Strategy formulation process include the current needs and future expectations of all stakeholders? And what specifically are the needs and expect-*

tations of society relating to the UAE culture?". The researcher illustrates the common answers in the government, security and Dubai Police level from the TM and MM level, and will then give an overview score based on RADAR tables for each level as the following levels.

5.3.4.1.1 Government level

The five respondents of TM and MM are totally agreed about the Ruler's order to formulate strategy for the government, gaining benefit from the UN approaches and the international community's expertise to prepare the formulation approach from three stages(vision, objectives and initiatives and integrating the sector) as mentioned before

Two of TM level and one of the MM mentioned that government studied the current needs of the stakeholders needs (supplier, customers, partnership, HR and society aspects), while three from the MM disagree with the two TM answers and mentioned that only social development sector studied **the citizen's needs as the main focus** of the quality perspective. Some statement answers are:

"The DGEP created a strategic culture which was not active in the strategic long term, but only active to the quality of the methodology of SPFP by providing a special SWOT template to investigate the quality of services and the efficiency of the services providers and users. This led the government to find specialized action programs drawn jointly with international consulting offices and designed to suit each government sector except the security sector. " [IR1: HSPEC].

"For more than ten years all government departments have studied the stakeholders needs in formulating the strategy for the departments level, without focusing on the citizens needs but for all customers are looking for the services"[IR2: GCDGEP].

"I note the government's success in cooperating with famous international consulting think tank except the security sector to study the external environment and studying the stakeholders needs, but consultation for the social development sector was not appropriate for the social fabric in Dubai because the minority are citizens while the majority are of other nationalities. In such a situation, the needs of citizens are different from those of the other residents" [IR3: SSC].

Speaking of the formulation process, the coordinator of the economic sector stressed:

“The environment analysis stages was based on PWC and BOSTON consulting offices selected from among four international companies , benchmarking, best international practices European and Asian countries and relying on the GNP rates of Dubai ” [IR4: SSC].

“The Executive council sought the support of an international consulting think tank to carry out a comprehensive survey to study and analyze the competitive situation of Dubai on the economic, social, security, environmental and political levels and made benchmarking with world cities, while the needs of citizens or residents were not sought or taken into account” [IR5: SSC].

He added that there is **rigid and inadequate communications** between sectors and government departments during the SPFP, saying:

“I did not see any communication or cooperation among the sectors and the government departments during the collection of the data and information during the SPFP” [IR5: SSC].

To sum up, the researcher finds from the above extracts that there is order from the ruler to concern on the citizen but there was a lack of studying the stakeholders needs except in the social sector, which studied the UAE citizens’ needs. However there is concern about the quality process on the SPFP and there is trust culture in international consulting office more than local and benchmarking. Thus, there is a lack of communication and coordination.

Based on the RADAR self –assessment process, the researcher examined documents as it will be seen in the part two of this chapter, such as the strategic plan guide and SWOT minutes meeting to investigate the formulation process. He found that the formulation process was based on cooperating with consulting offices. As it does not cover the future and current needs of the stakeholders in general and citizens in particular, and considering the missing, training plan, communication and coordination mechanism in the guide, this led the researcher to identify these points as a barrier that affects the SPFP from an excellence and quality perspective that deal with first criteria, and he finds that the government is missing analysing and dealing with the expectation risks. And the SP guide does not include totally the assessment of the formulation process. The researcher classified the answers to give an overview and to identify the

strengths and weaknesses of the assessment of the formulation process and scoring the answer with the two assessors based on RADAR as it clear in the below table:

Table 5-3 : Strengths and weaknesses of Excellence Criteria 2/1 for the Government Level

Assessment	S/I
Strength	<ol style="list-style-type: none"> 1- Formulation the plan was done according to the order of the Ruler of Dubai. 2- A new secretariat-general was created for the government under the name of the Executive council, in order to supervise the formulation and Deployment of the strategic plan. 3- The government was able, through a global expertise house, to collect and analyse information that are relevant to the environment of governmental work in Dubai, as well as observing the strengths and weaknesses, through comparing the available statistics to the remaining emirates of the UAE and some other Gulf, regional and foreign countries, and formulation the axes of the strategic plan. 4- The secretariat -general sought the help of global expertise houses and worldwide models from the UNDS, so as to develop a approach to formulate and implement the government plan, which divided in four main steps:(situations analysing, defining objectives, setting strategies, developing initiatives and formulation sector plan) 5- Administrative leaderships from different departments participated in crystallising the vision of the Ruler of Dubai. Committees and work teams were formed to formulate the sector plans within three stages: first, the stage of crystallising the vision, objectives and strategy for the Emirate; second, formulation main issues, objectives and sector initiatives; and the third, integrating all plans within a period of 54 weeks. 6- Establishing new authorities and institutions to implement the plan of the Emirate, such as the Society Development Authority and Knowledge & Human Development Authority.
Improve-ment Areas	<ol style="list-style-type: none"> 1- Study the local environment for the Emirate did not cover the present and future needs and expectations of citizens, residents and investors which include culture specific aspects. Benchmarking was not available for the security sector because of the secret nature of its missions. 2- The role of the secretariat-general was not clear in studying and analysing developments and future expectations, as well as observing the most important risks that would affect the Emirate, to conclude the changes that may happen in the future according to all concerned parties in the society. 3- The approach of preparing the plan for all sectors did not contain assessment mechanism for the process of formulation and Deployment, and there were no approach for formulation the relevant plan of the security sector. 4- Specialised courses for all work teams in the field of SP were not available, except workshops with secretariat-general coordinators, under lack of scientific experts in the field of planning.

5.3.4.1.2 Security Sector level

Four of the TM and two of the MM mentioned that the SPFP to achieve the high quality of life for the Emirate include two main stages (formulation-Deployment); it benefited from the approach of HQDP in formulating and implementing the plan within 24 weeks only. Whilst one of junior levels said that he does not know about the details of the SPFP approach and the vision of the government is not clear, but two of MM noted that

the SPFP did not include the stage of assessment of formulation and implementation.

There are some statements from the field notes as per the following answers:

“The experience of Security members contributed to developing a special strategy for formulating a strategic plan for the security sector under lack of expertise and consultation houses that are based on standards of excellence, like other sectors ” [IR7: HSJSS].

The five respondents of TM, MM and Junior ensured and stated that the security sector work was based on sector the **experiences of a UAE citizen** from the security and justices departments without any international experts, based on the security survey's results. One of the interview respondents said:

“As I remember the security succeeded in using the general SPFP methodology of other sectors specially the SWOT analysis framework, and utilizing available work guides in HQDP, together with the experience and the UAE citizen team members of TM and MM members at the practical and professional level, with getting benefit from the benchmarking, and learned about the best international security practices in formulating strategic goals within a specific period of time. This SPFP was represented through formulating the vision by the head of the sector. This vision was later agreed upon by the members of higher committee, despite that fact that no security experts participated in formulating the vision of the Emirate, with orienting the methodology of plan formulation towards achieving the aspect of life quality” [IR8:HESJST].

Giving a similar view, one of MMs stated that the security sector developed the tools to collect all important information from the security statistics, survey results and identify the SWOT analysis without focusing in the citizen needs as the security for all 200 nationalities in Dubai, and said:

“The security team utilized the work guides available in the security departments and the federal and local law, and preparing the SPFP methodology and took great effort from the side of the security sector, because of scarcity of available information about formulation mechanism, due to diversity of security concepts throughout the world” [IR9].

“The role of the EC consultants was clear in the early steps of the formulation process, in which procedures at the level of other sectors were defined. Their role

was represented by developing periodic workshops to explain the mechanism of formulating the plan, without recognizing and explaining how to formulate the methodology and the mechanism of implementation on the level of the security sector without assessment the mechanism” [IR10].

“There was big challenges for the security sector, to find the time in the process of data collection, because of the poor awareness of some officials in the governmental departments and suitable SWOT for analysis the internal and external environment based on the following topics are studied: quality of services and efficiency of service providers, service users, human resources, techniques and programs, partnerships and resources and the role of the government. The security team relied on field visits for governmental departments, with total 31 departments, in addition holding 8 specialized workshops with competent experts in both the governmental and private sectors. Points were distributed to three categories: strength, improvement and weakness. Brainstorming sessions were held with experts, in order to specify and study chances and risks according to PESTEL technique. However, strategic goals and performance indicators were formulated according to priorities.” [IR11].

From the above extracts, the researcher find there is a clear vision for the security sector and high communication between the security departments , but there was lack of international consultation and lack of trust in the experts in security sector and limited role of the EC experts, and a lack of special SWOT frameworks for the security sector, whilst the security and Arab culture encourage the high skills and the UAE citizen in the SP field due to the confidentiality and privacy of the security sector thus gain benefit from the best practices and giving priority for the strength improvements and weakness areas.

Another view represented from One of TM and Two of MM find that the security sector focusing in defined three strategic objectives, strategic initiatives, such as establishing an Authority for Risk Management. One of them stated:

“In terms of security culture, the security team set priorities for each area, with specifying significance level for each priority and area from (1-5), by giving a mark out of 100 for the total areas. Accordingly, the most important areas were

specified respectively as follows: 1-criminal security; 2- economic security; 3- social security; 4- political security; 5- information security; and 6- buildings and organisations security” [IR12] .

To sum up this level, the assessment via RADAR self –assessment process, the researcher examined documents such strategic plan security guide and minutes of meetings to investigate the formulation process. He find that guides covered the future and current needs of the stakeholders as the security is demanded from all parties and nationalities without any results ,and include training , but without communication and coordination plan in the guide as barrier affect the SPFP from excellence perspective . The researcher classified the answers to give an overview and identify the strengths and weakness of the assessment of the formulation process based on the interview answers and checking the documents then scoring on RADAR as it clear in the below table:

Table 5-4 Strengths and weaknesses of Excellence Criteria 2/1 for the Security Level

Assessment	S/I
Strength	<p>1- The security sector plan was formulated in the way that achieves high quality of life for the Emirate. Developing a security vision for the sector stems from the vision of the Emirate that was a shared efforts contributed by security departments commanders.</p> <p>2- The sector was able to prepare a strategy approach for the plan from two stages (formulation-Deployment); it benefited from the approach of HQDP in preparing and implementing the plan within 24 weeks only.</p> <p>3- The sector made use of the experiences of a UAE citizen from the security and judicial departments in formulation the plan.</p> <p>4- The sector was able to review the best global practices plans in the field of security, through searching the World Wide Web (internet).</p> <p>5- The sector utilised the statistics and performance indicators in the security sectors, as well as the survey results prepared by QDP.</p> <p>6- The sector held workshops and site visits for the departments, and conducted interviews to collect and analyse data.</p> <p>7- The sector developed and defined three strategic objectives.</p> <p>8- Strategic initiatives for developing the Emirate were observed, such as establishing an Authority for Risk Management.</p> <p>9-</p>
Improvement Areas	<p>10- The vision of the Government of Dubai was not fully clear for the security committee members and work teams.</p> <p>11- The approach of the plan did not contain the stage of assessment of formulation, Deployment and of results or the stakeholder's needs.</p> <p>12- Lack of international security consulting and experts were available to contribute to formulation the plan.</p> <p>13- It was difficult to provide accurate information about the environment of governmental work in the Emirate and all relevant effective variables based on SWOT tool used by social.</p> <p>14- It was difficult to specify the scope of general security sector, because of not defining the requirements of other strategic sectors in the security sector, with regard to formulation their plan</p>

5.3.4.1.3 Dubai Police Level

The researcher met CHQDP Lieutenant General Dhahi Khalfan and asked about studying the current needs and future expectation of stakeholders. He stated:

“The Dubai Police are facing a big challenge in the culture diversity that include around 200 nationalities which making the focusing in the citizen needs is very difficult as the security should be for all peoples, and the DGEP failed in studying the citizen needs in all government departments and this not helped the Dubai Police comparing to the Police international departments based on the majority of the people in other country are citizens not like Dubai which is special case” [IR12: CHQDP].

There is total agreement among the four respondents from TM and MM that the SPFP based on **the leadership vision** and supported since 1995 to apply the strategy concepts based on a scientific guide that focusses on excellence requirements. This includes formulation, implementation and assessment and review stages, which helped the security sector to formulate the security strategy in 2007, gaining benefit from the Public survey centre in HQDP which contributed to studying annually the needs of all concerned parties (customers, employees, suppliers and partners) and getting the benefit from some civil society experts and organisations, such as the Consultative Council and the Women Council, which contributed to the study of the needs of the local environment in the HQDP .

One of the TM and two of the MM noted that Dubai Police is linked to the Ministry of the Interior and the security sector. The TM said:

“Strategy culture changed eventually in Dubai Police to contentment about the importance of strategic planning, and the culture changed with establishing a SP department in 1999, 29 sub- units in all Police departments and stations, and spreading the training and education until the average of strategic culture hit the 79.9% at 2007 among HQDP staff, these helped to study the employees and stakeholders needs annually and linking the strategy to ministry of interior from one side and the security sector in the second side” [IR13 :HDPSPE].

From the two TM respondents answer there is agreement that they found that stakeholders needs were studied but not the needs of the **UAE citizens**, based on RADAR self –assessment process. One of MM added that Dubai Police are concerned with on the training, education, and **communication** to develop the UAE citizen Police staff skills, and the **Police and military culture** influence the formulation process, he illustrated his answer as the follows.

“Since 1999, the HQDP focus in developing the experiences and skills were in the HQDP by focusing on training and education, and its trend towards finding experts in the different fields of Police work, including the major of strategic planning. This is because SP is considered the best method and tool for achieving the quality of the Police work, especially because SP stems from military work culture, punctuality, strictness and commitment without seeking the help of foreign expertise houses or consultants” [IR14 HSP].

“The government vision was not clear for the Dubai Police staff, and the commander transferred the ruler vision to the staff. HQDP did not seek the help of EC experts or international experts based on the trust between the commander and the Police staff, due to the importance role of the Police in establishing the economic stability, and spreading the training and applied communication plan (Top-down, down-Top) to formulate the strategy and studying annually the stakeholders needs by the survey centre in the HQDP” [IR15].

To sum up this strategy level , the interviewees identified a number of themes, that affect the SPFP such studying the stakeholders needs, high training, education, Police and military culture, and applying the (*Top-bottom, bottom-Top*) formulation process, trust in the UAE citizens staff, and non trust in the consultation think tank.

The researcher examined documents such as the strategic plan guide, DP plan, reports and minutes meeting to investigate the formulation process. He found that the formulation process covered the future and current needs of the stakeholders in general without focusing on the citizens’ needs as providing for all people, and finding a training plan, communication and coordination mechanism in the guide, risks, and the SP guide including the assessment of the formulation process. The researcher classified the interview answers and checking the documents to give an overview and identifying the strengths and weaknesses of the assessment of the formulation process and scoring the analysis as clear in the tables below:

Table 5-5 Strengths and weaknesses of Excellence Criteria 2/1 for the Dubai Police Level

Assessment	S/I
Strength	<ol style="list-style-type: none"> 1- The existence of highly-experience leadership in HQDP led to formulate strategic plans for the Police, since 1995 by all security departments, which helped in upgrading the strategic plan at 2007, to formulate the plan. 2- The availability of a scientific guide and a complete approach to prepare the plan covered all the stages (formulation, Deployment and assessment and review) 3- The existence of Public survey Centre in HQDP contributed to studying the needs of all concerned parties in the Emirate (citizens, employees, suppliers and partners). 4- The existence of specialised councils in HQDP, along with some civil society experts and organisations, such as the Consultative Council and the Women Council, contributed to the study of the needs of the local environment for the Emirate 5- The availability of national specialised experts in HQDP. 6- The difficulty of achieving harmony between the DGEP (level of policy and strategy), and the requirements of the strategic management of the Executive council led to prepare a comprehensive guide for policy & strategy standard and the requirements of the strategic management
Improve- ment Areas	<ol style="list-style-type: none"> 1- The correlation between the plan of HQDP, and the plan of the Federal Ministry of Interior, on one hand; and the correlation between the plan of HQDP and the plan of the security sector in the Emirate of Dubai, on the other, complicated the process of linking plans. 2- Lack of scientifically-qualified graduates in the major of strategic planning.

Based on the above strength and improvements tables the research Radarise the criteria (2/1) as the following table:

Table 5-6 RADAR Score of Policy and Strategy Criteria 2/1

Plan RADAR	Standards	SUB-Standards	DG			Security Sector			HQDP		
Approach	Sound	Has a clear rational	65	55	55	70	60	60	75	70	65
		Has a defined process	55			65			70		
		Focus on stakeholders needs	50			50			65		
	Integrated	Supports the policy and strategy	60	50	65	55	65	60			
		Linked to other approaches as appropriate	40		45		55				
Deployment	Implemented	Approach Implement in relevant Area horizontally and vertically at all levels.	70	70	70	65	65	65	65	65	
	Systematic	Approach is deployed in a timely, structured way and with ability to manage changes in the environment if needed	70			65					65
Assessment & Review	Measurement	Regular measurement of efficiency of the approach	55	45	40	55	45	40	55	55	50
		Regular measurement of effectiveness of the approach	45			45			55		
		Measures selected are appropriate	40			40			55		
	Learning	Learning is used to identify internal and external good practices and improvement opportunities,	45	35	45	35	55	50			
	Improvements	Output from measurement and learning is used to identify priorities, plan, and implement improvements	25		25		45				
Overall Total			55			55			60		

5.3.4.2 RADARISE Of Internal Environment Excellence analysis (Policy and Strategy Criteria 2/2):

5.3.4.2.1 Government Level

Question 2 about the internal environment that affect the SPFP that relate to Dubai culture aspects asks: "*Does the strategy formulation process includes accurate information obtained from organisational performance measures, research and studies and the results of organisation learning*". The researcher investigate the common answers as the below respondents interviewees shows.

There is total agreement amongst the respondents that the government utilisation of benchmarking, best practice, and internal indicators comparing to international indicators gained benefitted from the expertises houses to analysis the internal and external environment.

Two of the TM level respondents and one of the MM level pointed out that the government benefitted from the DGEP, stating the following points:

"Based on the vision of the ruler, we focused on statistical information from the Dubai statistic centre which include the main indicators and all useful information for the formulation requirement" [IR1: HSPEC].

"The SPFP based on the ruler vision, and the government performance was measured based on RADAR self-assessment in excellence sector, and the government always applied the best practices forum to spread the excellence culture " [IR2: GCDGEP].

"I want to say that the formulation teams got good experiences from the excellence award since 1998" [IR4: SSC].

Two of the MM refuted the above and found that the government had not benefitted from the excellence award as per the answer below.

"As I realised the formulation process not got benefitted from the self-assessment reports while, there were focusing in the government departments indicators to forecast the desire targets for each sector to support the competitive advantage of Dubai Governement based on the ruler vision comparing to some Arab countries and Asian country such as Singapore, and identifying the financial and human resources to achieved the plan in systematic ways" [IR3: SSC].

In this regard one respondents support the linkage between the financial resources and the strategic plan, he stated:

"it is necessary to link the financial plan to the strategic plan" [IR5: SSC].

To support the above answer, one of MM confirmed that strategic sectors made side visits to some government departments as the following answer:

"The team member paid field visits to the departments. They also conducted studies and statistical analyses and organized workshops to collect and analyze the information. Then, they formulated the goals, their indicators and initiatives" [IR6: SSC].

"The awareness and education of some government department helped the SPFP in easy way to assess the internal environment derived from Islamic value such as the loyalty to the homeland, while other departments informants was little, and they were work slowly and resistant to change. This led to a delay and difficulty in data compilation in some sectors" [IR5: SSC].

It emerged from the assessment of the internal environment that the environment analysis based on the vision of the ruler, without getting benefit from self-assessment reports for the excellence sector, however getting benefit from internal indicators, statistics and internal best practices, and the government experiences in excellence field.

The researcher found that the organisational factors such as the environment analysis by identifying **the lack of financial and human resources** affect the SPFP, and also found that the sectors **made site visits** to the government departments to collect the information and data by making interviewees with the leaders and managers as **excellence culture** based on the RADAR process to collect the data, and the **loyalty to the UAE country** and the **Ruler as Islamic culture**, while he **found resistance** to the SPFP as **bureaucratic culture**.

The researcher checked documents such as SPFP approach, minutes of meeting and found that there is some indication of government best practice, but it is clear that not all sectors and government department benefited from the self-assessment reports in the DGEP for the SPFP, and there was no evidence to show an overcoming of the bureaucratic and cultural aspects of Dubai as a barrier. The researcher identified the strengths

and weaknesses of the RADAR self- assessment based on the interview answers and checking the documents of these criteria and scored the criteria as it clear in the below tables:

Table 5-7 Strengths and weaknesses of Excellence Criteria 2/2 for the government Level

Assessment	S/I
Strength	<p>The government was able to understand the effect of economic and social changes at the local, regional and international levels, and it was able to utilise the demographic statistics and studies in formulating the strategic plan.</p> <p>The government utilised statistics results issued by Dubai statistic Centre and some specialised departments.</p> <p>The government reviewed and utilised the best international specialised practices in the fields of economy, social development, infrastructure and environment.</p> <p>The government prepared a specialised scientific study for all social and economic changes.</p> <p>The government sought the help of global economic and social expertise houses, such as the American Boston Group, which is economically specialised in studying economic changes and opportunities for variations of sources of income.</p>
Improvement Areas	<p>1- Although the government worked hard to raise the level of performance of its governmental departments, by applying the excellence model (DGEP), the extent of benefit from the program was not clear, with regard to drawing policy and strategy, on the basis of accurate information, such as the results of governmental performance assessment, suggestions and governmental performance indicators.</p> <p>2-There is no evidence that organisational culture aspects are taken in to account as additional input information for the formulation strategy</p> <p>3-No measurement tools were designed to obtain feedback of all concerned parties, with the purpose of recognising their views and suggestions, in order to serve the process of formulation the policy and strategy of the government</p>

5.3.4.2.2 Security Sector Level

One of the TM such as the Excellency of security and justice sector mentioned that

“The security vision emerges from Sheikh Mohammed’s vision and I transferred it to the security team members, asking them to study the vision of the Emirate’s Ruler, and the government mission to recognize the future economic and social trends for the Emirate ” [IR7: HJSJS].

Similar view stated by one of TM and one of MM as the following answer:

“The vision of the Ruler of Dubai has been clear since 1999, when he announced, during a conference about administration in the thinking of Sheikh Muhammad bin Rashid Al Maktoum, that he wants Dubai to be a global financial and commercial hub for business and finance. The security sector vision requires security to practice high level of accuracy and professional performance, to achieve integrity between security stability and economic stability, by analysing the security government departments indicators such as civil defence, Migration and Customs” [IR8: HESJST].

“The high skills of Dubai Police commander and the clear vision helped the sector to formulate the security strategy getting benefit from the Police staff knowledge and skills to analysis the internal environment and identifying the risks and challenges without getting benefit from the DGEP self-assessment reports” [IR9].

The extracts show that the **Ruler’s Vision** and the Government’s **Mission** helped to analyses the internal environment of the security sector and ensure the importance of the **integrity and partnership** between the security stability and the economy stability as critical organisational factors.

Different tools are applied by the security sector to analyse the internal environment. Two of the MM and one of junior level stated about the collection data tools such as workshops and the Police work value as the following answers:

“ The security sector held workshops in the security partnerships and held economy and, social security workshops, meeting with the Under Secretary of the Ministry of Interior and site visits for the security departments to identify the needs of the security departments to collect and analyze data, conducting interviews with some government departments, and the performance indicators and using the SWOT and PESTEL” [IR10: HST].

“ 70 % of the internal environment analysis was in Dubai Police because it is responsible for internal security of Dubai more than the migration responsibility to secure the Dubai border and the civil defences responsible about the safety” [IR11].

“The experience of HQDP showed a motive to select most of the security strategy team members from HQDP based on the experiences ,education, skills and the Police values such as respecting the order based on the military punctuality and obligation, that helped to collect ,and analyses the data in short and critical time and with precise work” [IR9].

To sum up, the researcher found useful organisational factors such as vision, Mission, education, training held by Dubai Police for the security members, integrity and partnership, and time. These related to cultural value such as the Police and military values and Islam value such as the God surveillance

The researcher examined documents such security strategic plan guides, reports and minutes meeting to investigate the formulation process. He found that the formulation process covered the above factors **such as vision and mission**, together with **risk initiatives** without gaining the benefit of self-assessment reports of the security departments and the culture aspects of Dubai as barrier for the SPFP process, but the SP guide included the assessment of the formulation process without evidence of benefit.

The researcher classified the answers and checking the documents to give an overview and identify the strengths and weaknesses of the assessment of the formulation process and scoring the analysis as is shown in the below table:

Table 5-8 Strengths and weaknesses of Excellence Criteria 2/2 for the Security sector Level

Assessment	S/I
Strength	<p>The sector formulate the strategy based on the emirates vision and Mission was able to hold specialised workshops, including the economic security workshop and the social security workshop, through inviting specialised experts and academic professors, in order to study economic and social changes and other related issues.</p> <p>The sector utilised the plan of the European Union in the security sector, as well as the plan of the UN.</p> <p>The sector utilised the performance indicators of the security departments, as well as the traffic, criminal nationality and civil defence statistics.</p>
Improvement Areas	<p>The results of governmental performance assessment for DGEP were utilised some security departments not all.</p> <p>Community suggestions for developing the security sector were not observed.</p> <p>There is no evidence that organisational culture aspects are taken in to account as additional input information for the formulation strategy</p>

5.3.4.2.3 Dubai Police Level

As the researcher mentioned, he benefitted from the self-assessment report from the DGEP for Dubai Police in 2007 and he added some comments coming from answers that emerge from some respondents for more focusing in the formulation process and comparing to the secondary case study in the UK.

Two of the TM such as CHQDP mentioned the following answers as the researcher identifies below:

“The Ruler of Dubai is considered an innovative leader, who has a distinguished thinking, and a school of administration. The best proof is that he adopted innovative projects and turned them into reality. Therefore Dubai Police has a mechanism for the SPFP based on the ruler vision by formulating Vision and mis-

sion based on the Dubai Governement and security vision and the ministry of interior vision since then, experiences and skills were generated inside HQDP officers, especially with regard to its focusing on training and education, and its trend towards finding experts in the different fields of Police work, including the major of strategic planning , and usually the Dubai Police applied the inspection for more than 30 years and developed to annually self-assessment, reviewing the internal indicators for the Police core business departments every three month and six month and SWOT and PESTEL” [IR12:CHQDP].

One of the TM agreed with CHQDP, adding that the internal environment based on clear vision lead Dubai Police to get benefit from the international best practices such as international Police Force that achieved high score in applying the excellence awards or have good result in the indicators (such as Singapore Police, South Yorkshire , HMIC and Germany federal criminal office) and reviewing performance indicators, suggestions and self-assessment reports from DGEP and Dubai Police self-assessment department. He focussed on values such as the loyalty. He stated:

“We were the first government department to formulate strategy in 1995 and developed SP work guides in 1999 that concerned and relied on analyzing local and foreign environments based on the Ruler's vision to make Dubai a trade and financial centre, and then developed the strategy in 2007 based on the vision of the security sector as the HQDP was presented through the vehicle of security and focusing on the assessment based on the indicators results” [IR13:HESPFT].

Two of the MM believed that there is identifying for the threats in each Police department from the total 20 in the HQDP but there is no identifying for the PESTEL for the strategic level for the HQDP. He illustrated his answer as:

“The leadership has commitment toward successful change by participating in the development strategy team and strategy executive team that deal with the all data and information by using SWOT analysis and RADAR Self –assessment reports for all Police departments based on strategic level and process level, and has

more than nine research centre and more than 200 employees have PhD and Master degrees to support the formulation process” [IR14].

Another point arising during the interviewees such as:

“There are strange things in Dubai Police. It has the highest number of qualified employees amongst the government departments but without getting benefit from them. Some managers only concern themselves in the daily work or focusing in the criminal field and ignore the strategy and management field. This attitude affects the formulation and the implementation of the strategy, which means that they need a special course for their leadership roles in the strategy” [IR15].

The above extracts show commitment from the **leadership such as the Commander towards strategy and clear vision** concerning **education and training**, but at the same time there is a **bureaucratic culture** amongst some managers

The researcher examined documents such Dubai Police strategic plan guide, self-assessment reports, SWOT and minutes meeting to assess the formulation process. He found that the formulation process covered the indicators, excellence criteria's, best practices, stakeholder's needs and self-assessment reports - eight values that deal with justice, creativity, human rights and beliefs. As it will be clear in part two of the investigating documents, society surveys to assess the security feeling, with taking in consideration there are assessment and review for the SP process guide include the assessment of the formulation process based on RADAR stages. The researcher classified the answers to give an overview and identify the strengths and weaknesses of the assessment of the formulation process and scoring the analysis as is clear in the below tables.

Table 5-9 Strengths and Weaknesses of Excellence Criteria 2/2 for the Dubai Police Level

Assessment	S/I
Strength	<p>Utilising its international strategic partnerships, reviewing the best practices and conducting benchmarking international Police authorities, such as Singapore Police and South Yorkshire Police, HMIC and Germany federal criminal office.</p> <p>HQDP utilised the assessment results of DGEP in the SPFP.</p> <p>HQDP utilised the performance indicators and presented suggestions in the SPFP.</p> <p>HQDP utilised the results of self-assessment applied in HQDP.</p>
Improve-ment Areas	<p>Scarcity of studies about economic, social and technological threats affects the security, though they were observed according to PESTEL technique.</p> <p>2-There is no evidence that organisational culture aspects are taken in to account as additional input information for the formulation strategy.</p>

Based on the above strength and improvements tables the research radarises the criteria (2/2) as the following table:

Table 5-10 RADAR Score of Policy and Strategy Criteria 2/2

Plan RADAR	Standards	SUB-Standards	DG			Security Sector			HQDP		
Approach	Sound	Has a clear rational	45	40	45	55	45	45	65	60	55
		Has a defined process	35			45			55		
		Focus on stakeholders needs	35			40			55		
	Integrated	Supports the policy and strategy	50	50	45	45	45	55	55		
		Linked to other approaches as appropriate	45		45	55					
Deployment	Implemented	Approach Implement in relevant Area horizontally and vertically at all levels.	45	40	40	50	45	45	55	55	55
	Systematic	Approach is deployed in a timely, structured way and with ability to manage changes in the environment if needed	35			45			55		
Assessment & Review	Measurement	Regular measurement of efficiency of the approach	35	35	30	45	45	35	55	50	50
		Regular measurement of effectiveness of the approach	35			45			50		
		Measures selected are appropriate	35			40			50		
	Learning	Learning is used to identify internal and external good practices and improvement opportunities,	25	25	30	25	25	45	40	50	
	Improvements	Output from measurement and learning is used to identify ,priorities, plan, and implement improvements	25			25		40			
Overall Total			40			45			50		

5.3.4.3 RADARISE Of Preparing, Reviewing and Updating the Strategy Formulation Process? And what specifically are the Aspects of the UAE Culture to be considered?

The researcher asked, in Question 3: "How do the government, security and Dubai Police prepare, review and update the strategy formulation process? And what specifically are the aspects of the UAE culture to be considered? The following answers are divided

based on the common answers and the strategic level (government, security sector, and Dubai Police).

5.3.4.3.1 Government Level

The five respondents agree only about the formulation process as mentioned in 5.4 and the time schedule for each stage of the formulation process for all sectors, whilst their arguments about the SPFP review are based on the schedule time, update and the integration between the stages to avoid any duplication between the sectors.

The TM and MM level mentioned that preparation for the formulation process is based on the Ruler's vision, government policy, the alternative plans, the formulation process assessment, and the time requirement for the SPFP based on the meetings between the executive council teams and the sectors teams. They agree that the mechanism used for assessing the SPFP was employed by conducting periodic reviews for every stage finalised by every sector. However, the formulation process did not include a mechanism for the review and following up as the following answers emerging from the field notes show.

“We haven't reviewed the process in a structured way, but we always review the implementation of the formulation process approach with the strategy formulation teams, and my answer for second part is the Islamic, traditions and customs, and the privacy of the UAE citizen requirements as I mentioned earlier” [IR1: HSPEC].

All interview respondents agree that there is no specific mechanism for the review of the SPFP. One of the MM, the SSC, noted the formulation process that mentioned earlier in 5.4 within 54 weeks, and mentioned the assessment and review process of the SPFP. He also added that security sector gained benefit from Dubai Police, civil defence and migration staff without any external experts to formulate or assess the strategy process in critical and short the time schedule for the security was less than other sector. They said:

“The SPFP did not explicitly refer to a mechanism for assessment and review the formulation process, following up and evaluating the implementation of the strategic plan or measuring the performance using the performance indicators based on the short time and lack comprehensive method. While the security sector was

excluded as it has a specialist requirement. This led to seeking support from experienced officers from Dubai security departments such as the Police Force, Dubai Civil Defence, Department of Immigration, and the court. In this regard, they used the SWOT and PESTEL outline used by the social development sector for the preparation” [IR3: SSC].

“The periodic review carried out by the high committee in a periodic meetings among the team members with the attendance of the coordinator based on the informal communication and the work style with team members, while they were not held the major mechanisms for assessing the SPFP and the SPFP approach didn't have a codified and specific review mechanism” [IR4: SSC].

One of the TM interview respondents added that the process of evaluation and review in Arab culture is strange and difficult to accept that because it is **considered as personal criticism**, but with implementing the DGEP has success in changing this culture he mentioned:

“ The review and the assessment in Arab culture is consider as personal criticism but the DGEP success in achieve the ruler vision within more than 87% and changing this culture” [IR2:GCDGEP].

One more respondents deal with that Arab culture thinking too much in the criticism, and usually looking to know the results of the strategy as soon as possible without giving enough time for the formulation or for the assessment process, he said:

“During the formulation process, they are concerning in the time for the formulation, and we were worry about the security sector to finish the formulation process based on delay starting time ,however this affect in satisfy all requirement information for the formulation and difficult to find time to review and assess the SPFP” [IR6:SSC].

Another critical factor emerging from one of MM respondent that deals with Arab culture is that there is **no budget** for the formulation team and also no budget for implementing the strategy. He stated:

" The government does not allocate budget for the formulation process such making enough benchmarking and budget for implementation the strategy, and this is difficult due to the lack of the linkage between the long term strategy" [IR5:SSC].

To sum up there is **no review for the SPFP, which means that there is lack of continuous improvement, missing the mid-term strategy and budget**, due to the weakness of strategy culture by formulating only a strategy for long term and only short term, and there are three Arab cultural factors that emerge and can affect the formulation process, **time , coordination in** Dubai culture are strongly influenced by the Arab way of living and working and the **evaluation culture which it is not acceptable in Arab culture.**

The researcher examined the documents and finds that there is no evidence about reviewing the formulation process annually and in a structured way. Furthermore there is no middle term strategy level that links to the short term, and there is no budget or financial plan. This point led the researcher to identify time, budget and financial as barriers affect the SPFP. The researcher identifies the strengths and weaknesses of the RADAR self- assessment of these criteria and scored the criteria as in the tables below.

Table 5-11 Strengths and Weaknesses of Excellence Criteria 2/3 for the Government Level

Assessment	S/I
Strength	<p>A clear work plan was prepared within a specific time schedule and detailed framework, in order to formulate the strategy according to the scientific approach specified for all sectors (2007-2015) up to 54 weeks.</p> <p>The plan was formed from strategic axes and strategic objectives for each sector.</p>
Improvement Areas	<p>No general policy was specified for the strategic plan.</p> <p>Whilst the secretariat-general gave sectors freedom in preparing plans, in the way that achieves integration among them, issues related to overlapping and duplication in some tasks were not addressed. Some of the examples exist in the environment sector, where there is overlapping between (Dubai Municipality, and Dubai Ports, Customs and Free Zone Corporation. Main processes, which are necessary to produce a comprehensive system for implementing the strategy, was not defined.</p> <p>The security sector was not considered in formulation the government vision.</p> <p>The government policy and strategy did not address developing suitable alternatives, such as alternative environmental scenarios and plans, to face changes and developments of internal and external factors.</p> <p>Expected risks for the Emirate and for each sector were not observed.</p> <p>There is no evidence of mid -term strategy level and there is No connection between the short term strategy and the budget or financial plan for the government.</p> <p>Neither the institutions nor the public were consulted in the first draft of the strategic plan.</p> <p>There is no evidence that strategy formulation process has been reviewed and up-dated in annual basis in structure way, taking relevant organisational culture specific aspects in to account.</p>

5.3.4.3.2 Security Sector level

All respondents from TM, MM and junior stated that the SPFP for the security sector was prepared to fit with the government plan agenda which did not exceed 24 weeks. Included were weekly meetings between the security sector team and the SP department in the executive council to review the process to prepare three strategic objectives, performance indicators and identifying the specific responsibilities without focusing in the process and the key indicators for all process levels, and review it with the Under Secretary of the Ministry of the Interior to get his feedback but without assistance from the consulting think tank in preparing or reviewing the plan. One of TM and MM respondents said:

"The Higher Committee prepared the general framework and the requirements of formulating the plan; furthermore it is monitoring the formulation process for all sectors after each stage. General formulation approach defined the main process of formulating the strategic plan, but ignored many aspects, such as the formulation stage assessment mechanism, plan implementation mechanism, implementation assessment mechanism and results observance mechanism through a clear and specific system of performance indicators and ignored risks and developing scenarios and alternative plans, despite the presence of global expertise houses" [IR7:HSJSS].

"As, I mentioned before the first and basic reason behind the government decision to formulate a strategic plan is the economic, touristic and constructive developments that were witnessed in the Emirate. We have high belief in the importance of fulfilling the ruler vision by studying the general methodology of other sectors, utilizing available work guides in HQDP, and developed a specific time schedule to finish the plan with the government requirement, the SP department in the Dubai Government always made meeting with our team to monitor the process" [IR8: HESJST].

Two of the MM dealt with the difficulty of reviewing the strategy process, and the limited time for formulation .The following answers explain the respondent's replies.

" Daily sessions were held among team members to review the formulation process and discuss the collected information and setting priorities for each point that was included in S.W.O.T table, and coordinate with the government coordinator in the EC to review the strategic goals several times, after we had utilized the available application for the security sector in the European Union, the United Nations and the Republic of Hungary, then suggest some strategic initiatives with the lack of mid-term plan" [IR9:HST].

" The team set priorities for each formulation area, with specifying significance level for each priority, area from (1-5) and specific times for each level, by giving a mark out of 100 for the total areas, then formulate goals and produce initiatives" [IR10].

A similar view added by one of the junior level, who added that **evaluation and assessment in Arab culture is not comfortable** and there is **resistance** to this issue, and there is **limited lacking time** for the formulation process for the security sector, he stated:

" We don't love and like the evaluation even if the government implement the Dubai award, because some managers and departments still think it is criticism, and the EC always ask us to finish the formulation process in the schedule time, which was very difficult to assess the formulation process" [IR11].

Two of the TM and one of the MM mentioned that the sector suggested and presented vital and important initiatives for the Emirate, such as using the Authority of Risk Management, but there is no general policy for the sector or identifying critical factors, which means no there are **no tactics or mid-term plan** that link the long term plan with the short-term and identifying the **budget**. Furthermore, the reviewing of SPFP is not in structured to take account of the priorities.

To sum up from the above points, the interview respondents identify there is formulation approach but without evaluation process for the SPFP due to the difficulty and the **resistance culture of the assessment in Arab culture**, and enough time not given for the formulation, so there is no time for the assessment, and there is **no mid-term plan**.

The researcher examined the documents and found that there is no evidence about reviewing the formulation process in a structure way such as at government level, and missing the critical organisational and cultural factors aspects such as coordination. Moreover, there is no mid-term strategy level linked to the short term implemented in Dubai Police, Civil Defence and Migration, and there is no budget or financial plan.

This point lead the researcher to identify time, coordination, and budget and financial as barriers affecting the SPFP for the security sector. The researcher identified the strength and weakness of the RADAR self-assessment of these criteria and scored the criteria as in the tables below.

Table 5-12 Strengths and weaknesses of Excellence Criteria 2/3 for the security sector Level

Assessment	SI
Strength	<ol style="list-style-type: none"> 1. Strategic plan of the sector was prepared to agree with the government plan during the period from (2007-2015), and within a standard preparation time, which did not exceed 24 weeks. 2. The plan was formed from 3 strategic objectives of the security sectors, performance indicators and specific responsibilities. 3. The sector plan Initiatives vital and important initiatives for the Emirate, such as using the Authority of Risk Management. 4. The plan was presented to the leaderships of the under secretary of Ministry of Interior to give their feedback and consultations about it. 5. Strategic risks were observed, though an initiative for establishing an Authority for Crisis Management was concluded
Improvement Areas	<ol style="list-style-type: none"> 1. No general policies were specified for the strategic plan of the security sector. 2. Decisive or critical factors affecting the success of the plan were not defined. 3. No alternative plans and scenarios were defined. 4. Main process and responsibilities for implementing the plan of the security sector were not defined. 5. There is no evidence of mid-term strategy level and there is No connection between the short term strategy and the budget or financial plan for the sector. 6. Neither the institutions nor the public were consulted in the drawing the preliminary draft of the strategic plan. 7. There is no evidence that strategy formulation process has been reviewed and updated in annual basis in structure way, taking relevant organisational culture specific aspects in to account.

5.3.4.3.3 Dubai Police level

The same question was asked of the respondents of Dubai Police. Two respondents of TM level were proud that the Dubai Police experience for more than 10 years helped to formulate the plan for Dubai Police and support the security sector in the government level. The HQDP plan was based on the Ruler's vision and the general policy for government based on formulation process guide that include different stages including the assessment of the SPFP and assessing the implementation according to the balanced score card result every three months from the highest Police council in structure way. One of the MM added that the formulation guide include six stages that lead to five strategic objectives, a strategic system and a set of priorities for deployment and expen-

diture ,existence of alternative scenarios and plans that agree with expected changes.

The following are some notes from the field:

“The Ruler of Dubai, the President of the EC, defined the roles of governmental departments in the Emirate through issuing a decision to form executive committees that undertake the process of formulating the strategic plan based on the ruler vision, HQDP plan was not a dilemma or a big problem, because HQDP has a methodology, which mixed between excellence standards and SP system which emerge from the military culture, and we held workshops and training courses for the committees' members and focusing in scholarships.. Experiences of research centres, institutional excellence and benchmarking were utilized. Global experiences were reviewed through HQDP strategic partnerships with some Police Forces, such as South Yorkshire Police Force.” [IR12: CHQDP].

“We prepare the SP guide of developing and reviewing the strategic plan process contained quality and excellence standards, as well as SP system to provide the security for the all people, and the commander held a meeting with strategy, Dubai Police has modernization and renew committee in HQDP, which is formed from general managers, shortly after issuing the government plan to achieve the security sector goals at the level of the Emirate after a sequence of procedures that were followed by the an executive team from HQDP, which was formed from MM-level leaderships, executives and coordinators, who represented general departments and Police stations, to find a kind of downward strategic balance through recommendations of EC, such as the Higher Police Council, the Administrative and Women Council, and the Quality Council in HQDP ” [IR13: HDPSPE].

“HQDP methodology in formulating the security sector plan is the same methodology used in HQDP plan from six stages , which fulfilled all required standards in the government methodology of SP and the policy and strategy excellence standard. Moreover, HQDP methodology contained all process of formulation, implementation, assessment and publication of the plan. It even contained the assessment of all stages, according to RADAR technique, including process of formulation, implementation assessment, performance assessment and strategic plan publication and marketing technique assessment. ” [IR14: HSP].

One of the TM and two of the MM observed that the Dubai Police identify the process, as well as establishing strategy and process organisational units for development and reviewing the process. The plan was published on the Police internal electronic site (intranet) and the external website (internet) to collect the feedback of the internal and external public about the preliminary formulate prior to approval Priorities of implementing strategic. The following answer came from the field:

“HQDP adopted five strategic objectives, a strategic system and a set of priorities for deployment and expenditure ,existence of alternative scenarios and plans that agree with expected changes but without budget, and the HQDP published the strategy in Arabic and English to spread the awareness of strategy” [IR15].

He added some organisational factors that helped the HQDP to formulate the strategy as the following point:

" HQDP success in invest in human resources by sending Police officers to the best universities in the world to gain the highest qualification in different field such law, quality and strategy, and these helped to formulate the strategy in easy way and supporting the commander vision and helping the Police departments to formulate the action plans” [IR15].

To sum up, these answers ensured that the Dubai Police **Commander vision** , concerning with **education and training**, and **communication** , providing services for all people as **Police work and value**, and the **military culture**, support the Police department in formulate the strategy and assess the formulation process as organisational success factors, and there is **no budget and no mid-term strategy**.

The researcher examined the documents and found that there is no evidence about reviewing the formulation process in structure way time, and no evidence of mid -term strategy level there is also no connection between the short term strategy and the budget or financial plan for the Dubai Police.

The researcher identifies the strength and weakness of the RADAR self- assessment of these criteria and scored the criteria as it clear in the below tables.

Table 5-13 Strengths and weaknesses of Excellence Criteria 2/3 for the Dubai Police Level

Assessment	S/I
<p>Strength</p>	<p>A strategic plan, which agrees with the security sector, was prepared for the period from (2007-2015)</p> <p>A general policy for the strategic plan was developed, stemming from the directions of the Ruler of Dubai.</p> <p>The plan was formed from five strategic objectives, a strategic system and a set of priorities for Deployment and expenditure.</p> <p>The existence of alternative scenarios and plans that agree with expected changes.</p> <p>Observing the strategic and process according to a comprehensive system, as well as establishing relevant organisational units.</p> <p>An approach was developed for assessing the SPFP and Deployment of the strategic plan, and for assessing the results according to the balanced score card.</p> <p>SPFP approach was developed for main processes and specifying responsibilities and measurement performance indicators.</p> <p>Software was designed to follow the Deployment of the plan.</p> <p>The plan was published to the Police internal electronic site (intranet) and the external website (internet) to collect the feedback of the internal and external public about the preliminary formulate prior to approval.</p> <p>Priorities of implementing strategic objectives were set according to a strategic system.</p> <p>There is evidence that SPFP has been reviewed and up-dated in annual basis in structure way, taking relevant organisational culture specific aspects in to account such as training, education, empowerment, and communication.</p>
<p>Improvement Areas</p>	<p>Decisive or critical factors affecting the success of the plan were not defined.</p> <p>There is no evidence of mid -term strategy level and there is No connection between the short term strategy and the budget or financial plan for the Dubai Police.</p>

Table 5-14 RADAR Score of Policy and Strategy Criteria 2/3

Plan RADAR	Standards	SUB-Standards	DG			Security Sector			HQDP		
Approach	Sound	Has a clear rational	40	35	40	50	45	45	60	55	55
		Has a defined process	30			40			55		
		Focus on stakeholders needs	30			40			50		
	Integrated	Supports the policy and strategy	45	45	45	50	50	45	60	60	60
		Linked to other approaches as appropriate	40			50			55		
Deployment	Implemented	Approach Implement in relevant Area horizontally and vertically at all levels.	35	30	30	40	35	30	55	50	50
	Systematic	Approach is deployed in a timely, structured way and with ability to manage changes in the environment if needed	25			30			50		
Assessment & Review	Measurement	Regular measurement of efficiency of the approach	40	40	35	45	45	35	50	55	50
		Regular measurement of effectiveness of the approach	40			45			55		
		Measures selected are appropriate	40			45			55		
	Learning	Learning is used to identify internal and external good practices and improvement opportunities,	25	25	25	25	25	35	45	40	40
	Improvements	Output from measurement and learning is used to identify ,priorities, plan, and implement improvements	25			25			40		
Overall Total			35			40			50		

5.3.4.4 RADARISE Of The Communication, Increasing the Awareness of All People, and Deploying the Strategy (2/4):

The researcher asked Question 4 "*How the government communicate the strategy to increase the awareness of all people, and deploy the strategy through targets, as result of the strategy formulation? How are the specific culture aspects are considered in communication and deployment?*" The following answer divided based on the common answers and the strategic level (government, security sector, and Dubai Police).

5.3.4.4.1 Government Level

This last question for the RADAR self- assessment of the SPFP was dealt with among the five respondents. The TM and MM members agreed about the publication of the strategy by the ruler of Dubai via ceremony, newspaper, Arabic and English booklets and publication, and via the media to spread the awareness of the culture in the public.

The following answer illustrates some field notes:

"The government has a clarified agenda to improve its performance. It is also able to lay down a mechanism based on the directives of the Ruler. The ruler announcement of the strategy in the media and the publications of the strategy in different language with focusing in Arabic language, and Workshops, meeting, and training to send clear message for the UAE citizen that the government concern on the citizen and residence satisfaction" [IR1: HSPEC].

" Before taking about the communication in the government sector, it is necessary to mentioned that the ruler decision was improving the communication between the government and private sector by applying integration and a unified communication language via implementing quality award, then he announced the strategy in the media and has gave the authority and the empowerments to the general managers in the government department to achieve the strategy, and giving him reports based on the policy and strategy criteria result at DGEP " [IR2: GCDGEP].

"Since starting the formulation process, the communication between the formulation teams was based on the ruler order to compilation, classification, sources and analysis of information were the main determinant of the roles of team mem-

bers according to the laid down methodology of formulation and avoiding any conflicts, while after finishing the formulation process, there were a lot of activities to spread the awareness of Dubai strategy, motivate the formulation teams by the crown prince ,however there were a few resistance to the new responsibilities after establishing some new government departments” [IR4: SSC].

However, a different view and answer were introduced by one of MM, who disagreed and mentioned mis-communication between the five formulation teams. Dealing with the announcement of the strategy, he said:

“Each team works alone to study analyses and formulate strategic goals, performance indicators and initiatives. Then are submitted to the approved committee coordinators of the EC and then to the high committee of each sector to state the most important recommendations before they are submitted to the EC. ” [IR3: SSC].

From the above extracts, the respondents identify the importance of the **Ruler as leader** in spreading **the strategy** via different tools such as **the media** and publications, as critical factors that support the SPFP. Likewise, the **Ruler giving empowerment and motivation and, training is important. While it is clear there are lack of communication** between the formulation teams and the government departments, **resistance** from some managers to the **new organisation structure** change strategy which means it is kind of manager's **bureaucratic culture** in Arab culture and **the ruler power** based in Arab tribe culture. There is agreement between two respondents of the TM and MM who mentioned that the government restructures some government's structure and defined the responsibilities. Some government departments are disappointed with these changes: the researcher is going to investigate these barriers in the second part of this chapter.

The researcher examined the strategy guide and checked the internet and newspapers, and found that there is awareness and publication but there is no assessment of the awareness and identifying the process in the guide There is also no taking into consideration cultural aspects such as Islamic values by formulating value for the SP, no empowerment, and no communication between the government departments. Whilst there is motivation for this in the strategy teams it is not scheduled, and despite the spreading and increasing the awareness of formulation and implementation of the strategy by the

training and education it is **not linked to individual plans of the employee as barriers**. This point led the researcher in part two to study the impact of Islamic value on the assessment of SPFP and investigating the misunderstanding of the strategic formulation process and the lack of language, communication, motivation, and empowerment as barriers affecting the SPFP. The researcher identified the strength and weakness of the RADAR self- assessment of these criteria and scored the criteria as it clear in the below tables.

Table 5-15 Strengths and weaknesses of Excellence Criteria 2/4 for the Government Level

Assessment	S/I
Strength	<p>Features of the strategy was publicly announced by His Highness Sheikh/Mohammad bin Rashid Al Maktoum, Vice-President of the UAE and the Ruler of Dubai during a ceremony that was aired through visual and auditory mass media, including T.V channels, radio stations, Internet and Newspaper.</p> <p>The plan was printed in booklets and publications in Arabic and English language.</p> <p>The plan was published to governmental websites.</p>
Improvement Areas	<p>It is necessary to have a clear and documented strategy for following and assessment of formulation the plan that was implemented on the Emirate level.</p> <p>Although the secretariat-general worked hard to demonstrate and convey the strategy to some concerned parties in the departments, society and beneficiaries, but it was not done according to clear work procedures that ensures periodic review of assessing the impact of explanation.</p> <p>There is no evidence of the definition and deployment of strategic initiatives (project) connected to mid term strategic plan, and those initiatives could include culture related projects.</p> <p>Responsibilities in implementing the plan were not defined.</p> <p>The plan was not published in several languages, along with Arabic and English.</p> <p>There is no public survey for the Strategy awareness and culture.</p> <p>There is no evidence that cultural aspects are taken in to account when the communication of strategy is planned and implemented such as connecting strategic statement with Islamic beliefs.</p> <p>There is no evidence that culture aspects taken in account when they deployment of strategy is planned and implemented such as connecting individual work with team work according to Islamic values.</p>

5.3.4.4.2 Security Sector Level

Four of the respondents from TM and MM mentioned that the Ruler of Dubai announced the government strategy which included the security strategy level via different

mass media, and agree that there is self-control and feeling by the security team that God monitors them. There are also Islamic values such as respecting people. The Ruler's is order based on Islam direction if the Ruler is working for government benefit, and there are high-level communications between the security, justice, and safety teams as one sector, whilst the one member of junior level mentioned that he did not see the Ruler's announcement but dealt with the communication issue. Two of TM said:

“ As you know the three sub-sectors in the security, Justice and safety sector are under supervision of three Police officer were worked for Dubai Police, this helped us to easy communication, and dived the responsibilities during the formulation and the implementation as well, in second part of your question, yes I think the ruler decision to celebrate and announce the strategy in the media was right because it is giving confidence to the all the government is going in one direction” [IR7 :HSJSS].

“ I was very proud when the ruler announced the government strategy in general and security in particular in big celebration and mentioned to the importance of the security stability to support the economy stability , I felt that we have done with my team good work in short time without any external consultancies.” [IR8: HESJST].

While one of MM said

“The training, daily session, and the trustiness in the UAE citizen role in formulating the strategy helped us to find a good communication among the security team by distributing the roles and responsibilities on the basis of specific time schedule, and according to specified security fields, facilitated the mission of the team in collection and analysis of information” [IR9: HST].

A second of the MM respondents and one of the junior levels mentioned to the military obligation as Police culture helped to formulate the strategy but they feel disappointment with the Motivation. In addition, two of MM and junior level mentioned that there is no mechanism for assessing the awareness, implementation of the formulation process or clear process to implement the plan, setting the priorities or deployment for the initiatives, and no clear communication plan for formulation and implementation the

plan for the government, and no motivation for the security strategy team and clear empowerment, etc. one of the Junior level said:

“ We love our country and the ruler, we finish the formulation process in short time comparing with the other strategy sectors, and saved costs for the Emirate of Dubai, and we were not waiting any present from the government but we feel disappointment when the other sectors member got the presents and security sector not” [IR11].

To sum up, there were comments about the importance of respecting the ruler and Arabic and Islamic culture, in self-control, military obligation and punctuality as Police culture, training in security sector, and no resistance to the change; however there is a lack of communication with other sectors, lack of motivation, and inadequacy of spreading of the strategy

The researcher examined the strategy guide and checking the internet and newspaper and find there is spreading of the plan and publication while there is no assessment of the awareness and identifying the communication plan in the guide even if there is no lack of communication language, and not taking in consideration the culture aspects such as the Islamic value, motivation, empowerment, communication between the security departments. This point lead the researcher in part two to study the impact of Islamic value on the assessment of SPFP and investigating the misunderstanding of the strategic formulation process as a barrier but there is a lack of communication, motivation and, empowerment, and this is a barrier that affects the SPFP. The researcher identified the strength and weakness of the RADAR self- assessment of these criteria and scored the criteria as in the table below:

Table 5-16 Strengths and weaknesses of Excellence Criteria 2/4 for the security sector Level

Assessment	S/I
Strength	<p>The security plan was announced by the Ruler of Dubai via different mass media.</p> <p>There is evidence that culture aspects taken in account when they deployment of strategy is planned and implemented such as connecting individual work culture with team work according to Islamic values and security culture and ethic work such as the self control and respecting the leader order.</p>

<p>Improvement Areas</p>	<p>No process management to implement the strategy. Mechanisms were defined for assessing the formulation of the plan, or measuring the impact of explanation and application in security departments. The security process and portion of each security department in implementing the security plan was not specified; and priorities of Deployment and expenditure at the sector level were not set. There is no evidence of the definition and deployment of strategic initiatives (project) connected to mid term strategic plan, and those initiatives could include culture related projects The plan was not published in several languages, along with Arabic and English. There is no evidence that cultural aspects are taken in to account when the communication of strategy is planned and implemented such as connecting strategic statement with Islamic beliefs</p>
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5.3.4.4.3 Dubai Police Level

One of The TM (CHQDP) and others of TM and MM agreed and confirmed that the Dubai Police have a target of having 40% of employees participate in the SPFP and the stakeholders based on the SP guide. One of the TM and two of the MM mentioned that the Commander announced the plan in a variety of ways: media, publication such as posters and pocket cards and by announcement in a big ceremony. There was an assessment of the awareness which achieved 79.9% while the publication was in Arabic and English and ensured that the Dubai Police had a clear process for four different levels and process owner and indicators. Some of the respondent's answers illustrated from the field notes as the following notes:

“After the government and security sector finish the formulation process, the benefit of the strategy was generating a new culture for some Police managers, and poor culture for others, because they did not believe it. However, as some of them participated in the government plan formulation, their culture changed eventually to contentment about the importance of strategic planning and these helped the HQDP to formulate the strategy in easy way by participating all general managers in the strategy team in the HQDP with target 40%” [IR12: CHQDP].

“Despite that the concept of Police work for some leaders as a program and daily work, which does not require planning, the commander of Dubai Police combine

the Police inspection with self-assessment to assess the awareness of the strategy and checking if the managers are participating in the plan to increase the strategy culture” [IR13: HDPSPE].

“Dubai Police commander announce in 1999 that the Dubai Police will not work without quality concept in all field, asked to implement the strategy from all levels and assess the awareness annually and the indicators results for all Police departments, he ask all stakeholders to share Dubai Police departments to formulate the strategy then announce the strategy in the media and publication in Arabic and English, but we need the motivation and empowerment to ensure the successful (2007-2015)” [IR14:HSP].

One of the MM added an important note that even the managers are participating in the formulation and implementation process but some of them do not believe in the importance of in the strategy, saying:

“The poor strategy culture with some managers needs more training, education and motivation to overcome with the resistance to the strategy work and changing the managers to leaders” [IR15].

To sum up, the respondent's answers identify the **importance of the Commander's role and power** as leader. The Police and military work ethics respect the Commander's orders, however, there are some managers **who resist the strategic** culture and focus on the daily work as **bureaucratic culture**, and some of them **suggest increasing the training, education, empowerment and motivation.**

5.3.4.5 International Benchmarking Case Study

In order to enrich the study, the researcher worked deeply on the RADAR tool as a famous self-assessment tool of excellence award, through studying the experiences of international Police Forces, which have applied the standards of excellence in their performance such as HMIC and South Yorkshire as secondary case studies

5.3.4.5.1 South Yorkshire Police Force Case Study

The researcher sought to learn about the experience of South Yorkshire Police Force in the UK, as it applied the EFQM Model, when it obtained the EFQM award in 2003 and considered as a strategic partner with HQDP.

In his effort to make the semi-interview correctly oriented to meet the interview protocols, the researcher prepared interview questions to Planning and Policy Manager in South Yorkshire Police (PPM) to inquire about their experience in the assessment of SPFP. The Questions are, " *When did your Department decided to go for the strategic plan? And How? And what the role of experts and how much the percentage of employees participate in SPFP? And How you department are assessing the SPFP or SP in general? How has your department benefited from the RADAR self-assessment to assess the SPFP based on the policy and strategy excellence?*".

The PPM reported:

" The decision for formulate strategic plan of South Yorkshire Police in 2006 is coming from the Home Office like all Police departments in Britain through consulting Community Police Authority with getting benefit of the experts based on their knowledge, practical and scientific experience and advice and consultation, as well as 10% Of Police staff all internal departments in the Police Force. Furthermore, there is no benefitted of the memorandum of understanding about conducting a bench marking in 2006 (M.O.U) with Dubai Police in the formulation process according to the special nature of South Yorkshire , which requires establishing work procedures according to the systems, laws and 'cultures prevailing in the society". However, this did not represent an obstacle in the way of participation annually in the international best practices symposium applied by HQDP , exchanging visits and experiences, and applying a leadership program for motivating Police leaderships, through training them in HQDP three weeks every time "[IR16: PPM].

The answer for the main question about the assessment process of SPFP is not based on RADAR but by applying the "governance" concept, as he said:

"It is mechanism for supervising the performance without concerning on RADAR and the excellence criteria's to achieve the HMIC assessment requirement as it's responsible about the inspection and assessment about the Police performance "[IR16: PPM].

5.3.4.5.2 Her Majesty Inspectorate of Constabulary Case Study

According to the researcher's position in HQDP as director of Excellence research centre and Director of Strategic Planning department, he had visited the Her Majesty's Inspectorate of Constabulary (HMIC) as a second case study in the UK based on the long experiences in the assessment and inspection work of UK Police departments, applying the EFQM standards. Furthermore, HQDP is the first Police authority in the Middle East to have this first exceptional access to participate and attend the assessment.

The researcher met one of the specialised senior assessors in the HMIC, to learn about the experience of inspecting and assessing the performance of Police departments in the UK, represented by 43 Police headquarters and 215 Police stations. The HMIC applied the standards of excellence in EFQM, and developed these standards, in order to fit the Police work environment and assess the criteria's based on a checklist, not RADAR self-assessment as the South York Shire PPM said. He asked the MM assessor "*After 150+ years of experience in the field of assessing the performance of constabularies in the UK, what is your applicable mechanism in assessing the strategic plan for each constabulary, and specifically the process of formulation?*".

The MM responded said

"The assessment is always conducted on several levels. First: the Force level, through periodic assessment and continuous inspection through annual rounded assessment process. However, this assessment is done always on the outputs of the strategic plan not the input as a basic part of the SP system within the performance management system on the national and local levels. In light of this assessment, an annual report is prepared about all Police performance. Secondly there is the assessment of basic command units (BCU) on the local level, through applying the self-assessment tool. This is done through assessing the volume of criminal level, relying on minimizing the criminal level by working with partners as highly reliable benchmarking against the national level "[IR17: AHMIC].

He added about implementing RADAR self- assessment with the EFQM excellence criteria's as the following answer:

"HMIC applied excellence standards for long time ago. It offers a specialized course in EFQM change manager, but after a long experience in this regard, it

was noticed that EFQM standards and RADAR self-assessment are not considerably flexible with the nature of Police work. On the other hand, through applying the concept of performance management, HMIC was able to achieve the vision of any Police leadership, and was able to achieve the required outputs accordingly based on checklist that concern, the basis of studying the stakeholders needs financial expenditure, priorities, culture of the public and the society, within the internal plan of the Police. This method includes several standards, including EFQM, McKenzie, Gap analysis and PESTEL analysis. Specific mark is given to each Police department, and is included in the annual Police report, which is transparently published to the HMIC website. The researcher has checked the HMIC website and checked the assessment documents and find that the documents fit with the answers" [IR17: AHMIC].

To sum up, the respondents answer illustrated how the both the UK departments concern in the **governance** concept, **modify the excellence criteria's based on the Police environment** the focusing in **the citizen satisfaction** to align with the culture of the public and the society, **focusing in financial expenditure priorities, and transparency**. Consequently, the researcher has benefited from benchmarking and provides summary and conclusions of the case studies benchmarking as per the following table

Table 5-17 The Exchange benefits of benchmarking in assessing the SPFP

South Yorkshire Police	HMIC
Applying SP since 2006, according to the Home Office decision. EFQM excellence and RADAR did not help in SPFP; they apply the concept of governance.	Having an extensive 150-year experience in inspecting Police departments, with setting inspecting levels on the level of each Police command, and the local level for each Police department, according to self-assessment tool, relying on the volume of criminal level.
The plan is developed according to the advice of Community Police Authority and internal departments in the Police Force.	EFQM standards and RADAR self-assessment tool were not highly-flexible, which made it necessary to find more flexible standards, utilising EFQM, McKenzie, Gap analysis and PESTEL analysis. And focusing in the governance, culture, local priorities and financial expenditure and stakeholders needs (citizen needs)
Benefit of SP among staff is estimated at 10%.	Transparency in presenting assessment results in an annual report, which is published to the HMIC website.

The researcher examined the documents such as the strategy guide, international benchmarking M.O.U and checking the intranet network, the publication, internet and newspaper and found that there is spreading of the plan and publication and that there is an awareness survey assessment of the process development that linking to the strategic plan guide. But there is no evidence to study the critical successful factors or Islamic value such as motivation, empowerment, communication between the Dubai Police departments, and there is no evidence for connecting the individual plan with the department plan, this point lead the researcher in part two to study the impact of Islamic values on the assessment of SPFP and identify communication, motivation, empowerment as barriers affecting the SPFP. In investigating the misunderstanding of the strategic formulation process, the researcher identifies the strength and weakness of the RADAR self- assessment of these criteria and scored the criteria as in the tables below.

Table 5-18 Strengths and weaknesses of Excellence Criteria 2/4 for the Dubai Police Level

Assessment	S/I
Strength	<p>A special detailed strategy was developed for spreading the strategic plan, stemming from the general approach of preparing the plan (the guide).</p> <p>The plan was announced by the Police general CHQDP in all different mass media.</p> <p>The plan was announced by the Police CHQDP before the public and civil society organisation in a big ceremony.</p> <p>The plan was printed on posters and pocket cards and distributed to Police staff in Arabic and English and in local and international fairs.</p> <p>Strategic awareness of the plan climbed to 79.9%.</p>
Improvement Areas	<p>Although the plan was published in Arabic and English, it did not cover most languages in the Emirate, considering the multi-langue and multi-cultural nature of the Emirate.</p> <p>There is no evidence there are process management and process owner.</p> <p>In spite of the increase of awareness level, the extent of conviction about the importance of the strategic plan, for developing HQDP, was not measured.</p> <p>There is no evidence of the definition and deployment of strategic initiatives (project) connected to mid term strategic plan, and those initiatives could include culture related projects.</p> <p>There is no evidence that cultural aspects are taken in to account when the communication of strategy is planned and implemented such as connecting strategic statement with Islamic beliefs.</p> <p>There is no evidence that culture aspects taken in account when they deployment of strategy is planned and implemented such as connecting individual work with team work according to Islamic values.</p>

Table 5-19 RADAR Score of Policy and Strategy Criteria 2/4

Plan RADAR	Standards	SUB-Standards	DG			Security Sector			HQDP		
Approach	Sound	Has a clear rational	45	40	45	45	40	45	65	60	55
		Has a defined process	35			40			55		
		Focus on stakeholders needs	45			40			55		
	Integrated	Supports the policy and strategy	45	45	45	40	45	45	55	50	55
		Linked to other approaches as appropriate	45			45			50		
Deployment	Implemented	Approach Implement in relevant Area horizontally and vertically at all levels.	55	45	45	45	45	45	55	50	50
	Systematic	Approach is deployed in a timely, structured way and with ability to manage changes in the environment if needed	35			40			50		
Assessment & Review	Measurement	Regular measurement of efficiency of the approach	25	25	25	35	35	30	45	45	40
		Regular measurement of effectiveness of the approach	25			35			50		
		Measures selected are appropriate	25			30			45		
	Learning	Learning is used to identify internal and external good practices and improvement opportunities,	25	25	25	30	30	30	40	40	40
	Improvements	Output from measurement and learning is used to identify ,priorities, plan, and implement improvements	25			30			35		
Overall Total			40			40			50		

5.4 Part Two: Organisational Culture Factors And Barriers Affecting the SPFP Relating to Dubai Culture Aspects

The key themes that have been mentioned in Chapter Two that relate to RADAR, organisational and cultural factors, alignment of people from difference cultures to formulate the strategy, Arabic and Islamic culture aspects, and barriers that affect the SPFP emerged from the literature review and guided the researcher to collect the relevant data from the interview questions.

Based on RADAR self-assessment as it is explained in 5.1.3, none of the interviewees denied the impact of organisational and cultural factors or of Islamic and Arabic cultural aspects that affect the assessment of SPFP by using RADAR self-assessment tool such as the individual and social values impacts; leadership thinking and commitment ,training, communication, consultation from internal and foreign and national experts, loyalty and commitment of the formulation teams to the homeland, UAE citizens privacy and requirement, public interest, respecting all nationalities , religions and ethnicity.

To understand Dubai's cultural aspects during the assessment of the SPFP, the researcher is going to illustrate the common themes and the arguments posed from different backgrounds (religion, nationalities and language) of interviewees in the government, security and Dubai Police sectors when dealing with the research question 2, 3, 4, taking in consideration the culture diversity of Dubai and the UAE Emiratisation as mentioned in Chapter Four.

5.4.1 Align Employees From Different Cultures To Formulate Dubai Strategy

The researcher ask the respondents from different strategy levels, Question" *What is your understanding of how the government sectors, security and Dubai Police align and developed the ability to find the best human resources for the team strategy formulation?"*

5.4.1.1 Government Level

One of TM and four of the MM (HSPEC and the four coordinators) pointed out that the SPFP team members for all levels were selected based on an examination of the biographies of every nominated member and a study of their educational

qualifications, position, knowledge experiences and training courses, without looking at their religion, colour, or nationality except the security sector which require only UAE citizens. One of TM added that the security sector were selected by the head of the security team which devoted themselves wholly 100%, to formulate its own plan in 6 months. One of the respondent's answers is:

“Based on the C.V for each person and each strategy sector focusing in experiences job ,training and the qualification without looking to the nationality, religion and colure, except the security team all members are UAE citizen, which means the formulation team combined differences culture. But the order of the ruler was encouraging the employees to work in the formulation process” [IR1: HSPEC].

“The UAE population includes more than 200 different nationalities, this affect the selection of the strategy formulation team by focusing and attention to select the best employees based on the position, experiences” [IR4: SSC].

They dealt also with the importance of training, and mentioned that the executive strategy team members attended training courses in management in general, and the formulation process in particular to reduce the rigid communication. The sectors member were judged as active if they could occupy themselves exclusively at 60% in formulating the plan and finding out the required information easily based on working with the government team and gaining special skills, One answer was:

“We provide a special training by working together in what I might call learning by the way”- this technique was applied because the team members would work within think tanks except the security sector and facing the differences cultures of the people” [IR3: SSC]. .

Like the security sector, the excellence sector also did not got benefit from the government employees. One of the TM stated:

“Only excellence sector had experts and consultants and did not got benefited from government employees, while to work regularly with the program and recognize the best international practices” [IR2: GCDGEP].

5.4.1.2 Security Sector Level

Two of the TM (the Excellency of the head of security, justice and safety) and HSJSET with three of the MM and one of the Junior level agreed about the privacy of the security sector and how they joined the security team from four different departments but all of them are officers such as the director of SP Department in HQDP and others from different backgrounds and experiences. Some answers were:

“The positions, training, high confidence, experience and the UAE citizen is the main criteria for selecting the members of SSPFT members contributed to developing a special strategy for formulating a strategic plan for the security sector” [IR8: HSJSET].

“Under the lack of expertise and consultation houses and the privacy of the security sector which are dealing equality with all nationalities. The executive council with the head of security, justice and safety were assigned to evaluate the candidate team members and their ability to work under hard working conditions, provided that they should be UAE citizens especially in the stage of data collection and analysis. This requires confidentiality and commitment” [IR9: HST].

“The majority of SSPFT members are from HQDP, and two from Civil defence and Migration based on the 10 years experience in Dubai Police but the sector made election for the team members to choose the head of the SSPFT. Members agreed on selecting the Director of SP Department in HQDP to lead the SSPFT based on his rank, position, education and training.”[IR10].

One of the UAE citizen experts in strategy has volunteered to the security team” [IR11].

5.4.1.3 Dubai Police level

All four respondents agreed that the strategy development team members are senior rank citizen officers, while the strategy executive team is drawn from senior and middle officers and civilians, (the majority from UAE citizens), only one expert

member is from a different nationality and some of them are members in the SSPFT. One of the TM highlighted the following answer;

“The CHQDP trust in some HQDP officers, such his office manager, and the manager of the SP in HQDP based on his position and qualification and others due to their position and scientific experience and skills. While the three of MM added that Dubai Police has more than 29 strategy section with different nationalities, are responsible about formulate action plan” [IR13: HSPET].

“The strategy executive team members were established since 1995, and the majority of the members were selected based on the position which is related to the strategy process such as the director of HR planning and the director of knowledge management for the security sector based on the security background culture while in Dubai Police two strategy team from 100% of citizen general manager, and the executive team from citizen and different nationality working in Dubai Police” [IR15].

“Dubai Police are concern and focusing in the training in quality in general and strategy in particular to increase the awareness of strategy based on the commander decision” [IR14].

To sum up from the three levels, it is clear that the government and the sectors are using the strategy teams members to support the work from different **nationalities and different background cultures based on their position, experience, training, education and the background security and Police culture** of the security and Dubai Police formulation team, and the **English and Arabic language**.

The researcher checked the strategy formulation team's documents and find different nationalities, religion, different background, training, but found a **lack of UAE experts and of consultation in strategy**.

5.4.2 Organizational Culture Factors

Based on semi-interview questions about the RADAR self-assessment of the SPFP, the researcher has identified the organisational culture factors and barriers that emerge from excellence perspective, he asked the direct question: “*what do you*

think are the main organisational and cultural factors that affect the formulation process?" Two persons apologised for not specifying the factors, and based on the research methodology the researcher agreed not to press them on this.

5.4.2.1 Government Level

Two TM and all four MM mentioned that the Dubai Government had decided to formulate the strategic plan based on two main factors for success of the SPFP. First is the Ruler's strategic decision and revision based on the systematic approach and scope of processes and society's needs), and second the strategic assessment based on the determination of performance assessment, planning for strategy implementation, achievability, sustainability and analytical models and measurements). Some responses are shown below:

"In my experiences, There are different factors, the main factor is leadership commitment by Sheikh Mohammed and his vision as strategic thinker and Dubai leader commitment to formulate the strategy, second developed the governance concept based on performance assessment to assess that strategy based on the society needs such as the customs and tradition and the interest of the society, then team work and, in-house training." [IR1: HSPEC].

"I think there are several main factors such as the leadership style represented in Sheikh Mohammed, self-assessment, resources assessment, organisation structure and government direction and foreign relation, the environment assessment, and the good thing that people trust in Sheikh Mohammed and sharing him the development of Dubai " [IR2: GCDGEP].

"From my position in the social sector development, I believe that the leadership readiness toward change and clarify the vision and mission are the most important factors, and this lead to define the leadership and some managers whom concern in the daily work and resistance to the change, and should the government focusing in training to change this culture, also the managers don't like the assessment and evaluation as Arabic culture ,however some managers and organisation working with the strategic and assessment culture based on the nature, experience and the organisation structure and integrating the organisational values

with the employees value which lead them to be all the time in the top”
[IR3:SSC].

From the above answers, the researcher found the organisational culture factors that affect the SPFP by using RADAR, **first**; the importance of **the political leadership** (the ruler of Dubai) to identify the government **vision and future direction** to formulate and implement the strategy, concern the ruler on the **governance concept** based on the importance of **strategic assessment** as **second** factor, **society needs**, and building **effective strategy team**, also the researcher find some that government concern on Arabic culture such **customs and tradition** , this Force the government leaderships and managers to support the strategy and to make a good reputation for Dubai and relationship with the ruler ,and some Arabic and Islamic culture factors such as: the **people listening ,and trust and obedience to the ruler** as it will illustrated in second point.

The researcher tried to avoid any conflict answers between what he found from the organisational culture factors answers and the barriers as identified from quality and excellence perspective and investigated these barriers and asked HSPEC by asking *“What are the barriers and the important issue that the Dubai Governement , security sector, Dubai Police faced during the SPFP?. How the governments overcome these barriers?”*

One of common **major barrier** identified by the respondent interviewees is **the managers bureaucracy culture**, as the below answers shows:

“There were two main barriers rising during the formulation process for all sectors ,I can illustrated in , first; bureaucratic and resistance to change in some general managers in government departments in delivering the information due to the weak role and commitment of some senior management because they are focusing in the routine work , which affect the effectiveness of the cooperation and communication ,second, there were lack of time for formulate the strategy due to the lack of qualified HR in strategy field. And the government executive council overcome these barriers by increasing the meeting with senior managements and the strategic teams also increased the contacts with the formulation teams to raise the awareness of the strategy benefit . ” [IR1: HSPEC]

He explained the **resistance and bureaucratic culture**: when the government made major changes conducted during the SPFP there was some resistance to transferring the documents and employees. The competences of some departments were transferred or changed to overcome the strategic challenges. This required the identification of the role of every government department or body. He said:

“We tried to change the thinking way for some departments or employee to go along with the ruler vision to build new future for Dubai, for instance we conducted some changes in government structure. The protection of human rights was transferred from the Police Force to new government department, another body was also established called energy council , “Knowledge and Human Development Authority” ..So on.... Few problems in giving the information or agreeing on shifting or changing some organisational structure but generally they accept the changes because the ruler is agree and they believe in his idea.” [IR1: HSPEC].

“New bodies such as the Dubai Competition Council were established and emphasized that Dubai Civil Defense changed its structure to meet the needs of the security sector” [IR5: SSC].

Adding to the bureaucratic culture factor, one more important barrier that emerged also and was raised during the interview was that the government department's managers should gain from Sheikh Mohammed skills as successful leaders and should be leaders not managers to find their impacts in the SPFP and the implementation. This factor relates to leadership types and style, and is illustrated in the following extract:

“ There are two type of senior managers, Leaderships and managers .leaders have clear vision such sheikh Mohammed, while Managers can deal with the daily work, slowly but without vision and usually resist to change or waiting to see what will happen”[IR5 :SSC].

“Some organisation managers thinking more in the daily work and the organisation structure more than strategy and don't like the evaluation process, but my view that organisational structure is the third step after formulation

the strategy and identify the process to implement the strategy, then assessing the strategy and process based on the indicators” [IR4:SSC].

Similar answers support by the above answers [IR3: SSC], that there is a **bureaucratic tendency in Arab culture**. They agreed about the impact of **resistance to change and thinking in daily work** as major challenges based on the poor culture of some officials who reject the transfer of competences of some departments to others ones, together with a **lack of training and lack of spreading the Ruler’s and Government’s vision**. Such resistance was obvious in the early stage of data collection and analysis in some departments in the second stage of the formulation process. The first major reason for resistance included is the poor culture of some officials. In this regard, it was difficult for those officials to reconcile the normal activities and the new ones. The second reason is the lack of a clear vision for the government sector which promotes the future trends of the Emirate, the disagreement on the main problems, and the long time spent to reach an agreement. The third reason is poor cooperation and communication in some departments and their inability to coordinate and act as a team, based on the lack of vision and managers commitment and managers thinking in daily work and centralisation (top-down), focusing in organisation structure more than strategy, and a dislike of the assessment, which leads to weak communication and coordination within the Government.

Also they mentioned a second major important barrier of the cultural diversity, individual culture and the lack of studying the UAE Citizens’ needs and future expectations based on the Dubai cosmopolitan environment. One of MM said:

“The culture diversity impact is obvious personally or socially because of the multi-culture of the society in the UAE, which has more than 200 nationalities. Attention was paid to this fact when the government brought a foreign expert to supervise the SPFP that corresponds to the society of the UAE based on the best international practices. Experts from inside the UAE were asked to assist in the SPFP of the social development sector. The purpose was to implement programs that meet the needs of the citizens and residents due to the majority of the nationalities. The individual culture, which appeared in the stage of SPFP, can be promoted by the administration’s think-

ing as well as the Ruler's impact in the SPFP. The cultural background of the top committee members as well as the experience and qualifications of the executive teams assigned to help the SPFP. Many obstacles appeared in the formulation process such as lack of the UAE qualified citizen in the strategy and quality field” [IR3: SSC].

The third main barrier is the lack of a comprehensive SPFP approach because there is no specific mechanism for the assessment process, and it did not include specific time for reviewing, furthermore within 42 weeks as the appendix no.7 show, and the SPFP approach did not also include a binding mechanism and another mechanism for connecting, integrating harmonising the government departments plans. This was mentioned by two of the MM, who said:

“The SPFP includes assessing the formulation process by conducting periodic review for every stage finalized by each sector without focusing in the assessment in the stage of information collection and analysis and formulation of strategic goals and performance indicators. The methodology didn't also include a binding mechanism and another mechanism for connecting, integrating harmonizing the government departments plans” [IR5: SSC].

“Some of the strategy formulation team members always asking about the vision and mission of the government, so, the EC should focus in the training and workshops” [IR6: SSC].

The researcher checked the documents and found that the government SP guide mentioned the role of each head of the government strategy sector.

To overcome this barrier he found that the best way is focusing in training and spreading the strategy culture among the employees in all levels to reduced **management bureaucracy**, taking into consideration the UAE citizen as the first priority based on the UAE vision 2021 that the UAE citizen is the first priority.

5.4.2.2 Security Sector Level

The same question was asked of the security respondents, and the common answers were, from only four respondents of TM and MM in security sector such as the government respondents, that they totally agree about the role of leadership style and willingness to change, while one of junior level apologised for not answering,

feeling that the mission statement identifies the strategic goals in a well-determined, realistic, measurable provable, and time-effective way, using analytical models and measurement processes, with coordination and communication between the security departments, understanding the public needs allowing for public knowledge and sharing in the SP process.

“ Security general managers should work based on the Ruler’s vision when he announced in 1999, during a conference about administration in the thinking of Sheikh Mohammad bin Rashid Al Maktoum, that he wants Dubai to be a global financial and commercial hub for business and finance ,so, general managers should formulate strategic plan with clear vision ,mission and smart goals that deal with society demands, therefore, we should have the knowledge and the skills to see how Dubai will facing the different challenges, and should always assess strategy process, but the problem that no one of the security general managers participate in the formulation of the government vision” [IR7:HSJSS].

“I think after 10 years of the strategy experiences in the general managers as they were working for HQDP Police , they have the vision and communicate with each other to formulate and implement the strategy and communicated to the security employees , so they should focus more in training and the accountability based on the stakeholders and the society needs within mix culture in Dubai” [IR8: HSJSET].

A similar view was presented by one of the MM, who said

“ Sheikh Mohammed published his book "My Vision", therefore, to ensure the success of the SP process, the security sector must implement the self- assessment and assess the performance based on the security indicators to achieve the government strategy and the ruler vision to make Dubai security stable, but the problem was in the time ” [IR9: HST].

One important factor was raised during the interview by one of the MM about **the military and Police discipline and commitment** culture support the SPFP and the implementation, who said:

“Security work culture and value are obliging the employees to formulate and implement the strategy very well in the schedule time” [IR10].

To support the above answer, one of MM respondents mentioned that security sector gains benefit from the social sector SWOT analysis, saying:

“ Unfortunately, in spite of using the process and the approach of Dubai Police for the strategy formulation process, we used the social development sector SWOT framework due the dearth of specific approach with the limitation time” [IR11].

To sum up, it found that the successful organisational culture factors of the SPFP security sector are the leadership commitment, clear vision and mission, communication and coordination, and lack of getting benefit self-assessment of the performance, and military and Police discipline and commitment as Arabic and Islamic culture.

The barriers were lack of spreading the Ruler’s vision and not participating in formulation of the vision, lack of specific formulation approach that dealing with the collecting and analysing data for security approach, lack of formulation time, and the impact of diversity culture when applying the PESTEL tool and gaining benefit from the reports from the security departments about the challenges with taking in consideration that the security should provided for all nationalities in equal.

To overcome this barriers the security sector should organise **several meetings and workshops, with extensive training and education** to focus more on **benchmarking** and to **give more time** to formulating the strategy and dividing the stakeholder's needs based on the crime rates for the nationalities **and create special SWOT analyses and PESTEL.**

The researcher checked the documents and did not find the Ruler and Government’s vision, or the SWOT analysis framework that used in security sector which is similar to the social development sector. He found less time for the security sector comparing to other strategy sectors, and found that there are no documents to analyse the residence and the citizens’ needs.

5.4.2.3 Dubai Police Level

The Dubai Police respondents agree with the government level in the importance of leadership and the strategic assessment as one of the main factors, while the Dubai Police agree with the security sector in the leadership and the importance studying the culture factor and the importance of mission statement.

Four TM and MM respondents agreed about the role and importance of the Dubai Ruler. The CHQDP said:

“ I have learned from Sheikh Mohammed management school, and from his thinking and vision ,this lead me to shift and transfer what I learned to the HQDP environment and my colleges in HQDP and the result we formulate until now three strategic plan for three times,(1995-2000, 2000-2005, 2006-2010) and studying the society needs by establishing neighbourhood Police council, Higher Police Council, Women Council, the Quality Council ,and we are always assess our performance based on the performance indicators , the annually inspection, focusing in the training to spread the awareness of understanding the SP process and focusing in best practices” [IR12: CHQDP].

“The vision of the commander to reach the global is the future direction of the Dubai Police based on the benchmarking and gaining the excellence awards, therefore, these needs a good relationship, communication and coordination with international parties and assessing the environment assessment that deal with the organisational nature and structure, culture factors, social factors, political factors, and economical factors” [IR13: HDPSPE].

Two important barriers that emerge during the interview did not emerge at the government and security level. One of MM of the respondents reported on the importance of barriers such as **lack of strategic development, concern with alternatives plan, and lack of data base strategies**, saying:

“ I worked in the SPFP for the security sector and one of questions I asked myself was why we have a limit time and don't have the enough information for analysis the internal and external environment, why there is no database in the government also in Dubai Police that can storage all information, and where is the strategic development that concern in the stakeholders in gen-

eral and citizen in particular and where the alternative plans and where is the budget" [IR15].

One important factor to emerge during the interview was benchmarking and best practices. One of MM said:

" Since 1995, the success of Dubai Police to achieve her strategic goals always based on the assessment process in systematic way and sharing the public and stakeholders perception, and by organising every year best practise symposium and the participation from international Police Forces to introduce the best practices that helped Dubai Police to develop the performance such as the governance concept applied by HMIC and South Yorkshire , and concerning in the language training due the high number of nationalities, and ask sample of all nationalities to participate in the SPFP, either from Police staff to increase the strategy awareness and culture in HQDP which hit the 79.9% mark in 2009 " [IR14: HDP].

The researcher asked one of the MM (PPM) who stated:

"Three factors affect the SPFP, first factor: priorities set by the local government, second factor: suggested priorities set by consultants; and third factor: desired targets for performance development " [IR16: PPM].

5.4.2.4 HMIC Organisational Factors Affecting the SPFP

One of the MM expert assessors in HMIC (Mr. Brainbridge) stated:

"Based on the assessment and the inspection of 43 Police Force and 215 Police station, there are three important factors that assess the SPFP, first, financial factor and integration with strategy priorities of expenditure through fiscal scenario, second studying and analysing and the needs of stakeholders with focus in citizen needs, in order , third factor lies in the way of facilitating the achievement of the first and second factors " [IR17: AHMIC].

To sum up, all these answers from the Police field identified a number of organisational culture factors such as : leadership commitment, clear vision and mission, analysis of the environment by studying the stakeholders needs by establishing

councils , benchmarking, coordination and communication, training and working with the self-assessment and evaluation process and governance in Police work as valuable tool, with getting benefit from the UK Police bench markings such as investigating the financial resources that integration with strategy priorities of expenditure to avoid any corruption.

There are some barriers in the lack of database strategy, lack in studying the citizen needs in particular, lack of Budget, and lack of alternative plans

The researcher checked the Police documents SP guide, SWOT, PESTEL, self- assessment reports tool and security survey results which address more than 90%, and checked the training book and the scholarship list name and found that they address around 70 % training course in quality and some education scholarships in the strategy and quality field.

Consequently, the researcher found total agreement at the three strategy levels (government, security and Dubai Police level) about the importance of the leadership commitment and competence, nature of the organisation, training, strategic plan process design, accountability, strategic culture, future thinking and clarity of vision and mission of the organisation, strategic plan committees, strategic decision support and culture, determining the strategic goals based on SMART process, and time scope and analytical models and measurement.

To overcome this barrier the researcher will suggest amendments for the policy and strategy excellence criteria in the DGEP, by focusing on the UAE citizens' needs and future expectations as a priority. He found from benchmarking that the most critical factors that deal with the weakness of DGEP or developing the implementation of RADAR come from focusing on: the local government priorities, culture factors, desired targets and indicators, and the governance concept based on the integration between the financial factor with the strategy and citizens' needs, together with training.

The researcher summary the organisational culture factors by signal (√) to identify from the case study that investigated based on the interview and RADAR self-assessment tool

Table 5-20 Organisational culture factors affecting the SPFP at government, Security and Dubai Police Level from Excellence perspective

Excellence criteria	Organisational and Cultural Factors	DG	SS	DP
2/1	-The Political leadership commitment , vision, thinking, and the ruler decision to satisfy the society needs, -the security sector head ,and Dubai Police commander commitment, and vision	√	√	√
	- Studying the society ,and stakeholders current needs and future expectation	Social sector studied the citizen needs	X	√
	-Trust in International consulting think tank for the SPFP approach and analysis the internal environment	√	X	X
	-Concerning in training and education	X	X	√
	-Trust in the UAE employees citizen skills in the SPFP	√	√	√
	Human rights	√	√	√
2/2	-Ruler, head, and the commander vision	√	√	√
	-Integrity and partnership between the economy and the Security	√	√	√
	-Applying and getting self-assessment	X	X	√
	Applying analytical models such SWOT , and PESTEL	√	X	X
	Benchmarking and Best practices	√	√	√
2/3	Ruler , Leaderships Commitment, vision , and the government goals	√	√	√
	Strategic Plan Formulation process design based on the UN approach	√	X	X
	Concerning in education and training	X	X	√
	Empowerment	X	√	√
	Time scope	√	√	√
2/4	The power of the ruler and the commander to implement the strategy	√	√	√
	Spreading the strategy by media, posters, and publication	√	√	√
	Communication and cooperation	X	√	√
	Applying the Governance and Accountability	√	√	√
	Training	X	X	√

5.4.3 Barriers to Strategic Plan Formulation Process in Dubai

During the assessment of the SPFP by RADAR self-assessment tool, the researcher identified the barriers that affect the SPFP from excellence perspective based on the following questions: *“What are the barriers and the important issue that the Dubai Government , security sector, Dubai Police faced during the SPFP?. How the governments overcome these barriers?”*

From the RADAR self-assessment, the researcher identified the barriers with (X) signal based on the four policy and strategy excellence criteria's for the governments, security and Dubai Police strategy level as the below table:

Table 5-21 Barriers to the SPFP Identified from Implementing RADAR Self-Assessment

Excellence criteria	Barriers	DG	SS	DP
2/1	The culture diversity affects the SPFP lead to Lack of studying the current needs of the Citizens as first priority.	X	X	X
	Lack and Non trust in the international consulting thinking tank	√	X	X
2/2	Lack of benefit from Self-assessment reports of DGEP and the assessment process in general based on the bureaucratic culture.	X	X	√
	Lack of Financial and human resources	X	X	X
2/3	Lack of comprehensive SPFP approach and special environment analysis process (SWOT and PESTEL)	√	X	√
	Lack of discovering the corruption via DGEP	X	X	X
	Lack of Database strategy	X	X	X
	Lack of reviewing and assessing process for the SPFP in general and the lack of awareness, and poor culture of the benefit of RADAR.	X	X	√
	Lack of Time	√	X	√
	Lack of Budget & Financial plan	X	X	X
	Lack of continuous improvements.	X	X	√
2/4	Lack of Mid- term strategy	X	X	X
	Manager bureaucracy lead to Resistance to the strategy, focusing in daily work and top-bottom method, and not preparing the future plan, Poor communication, lack of motivation and, lack of empowerment, lack of communication, lack of training, and avoiding the assessment and evaluation process.	X	X	X
	Lack of alternatives plan and identifying the risk	X	X	X
	Lack of linking between the organisation plan and the individual level	X	X	X

5.4.4 Arab and Islamic Factors Affecting Strategic Plan Formulation Process

To understand in depth the Arabic and Islamic culture, the researcher asked question "How do the Arabic and Islamic culture affect the formulation process? And how does the individual culture affected the formulation team? The researcher via the semi-interview met Muslim and Non-Muslim, and different nationalities of the

17 respondents to investigate the Arabic and Islamic culture aspects that relate to Dubai culture aspects the affecting the assessment of SPFP.

5.4.4.1 Government Level

There is total agreement among the top level and middle level interviewees , two of high and mid level respondents, who mentioned a high value factor as being inherent Islamic and Arabic values such as the respecting and obedience of the Ruler from the people. If the Ruler seeks to protect the interests of the state such as *Sheikh Mohammed* when adopt strategic plan for Dubai and excellence award...etc. Furthermore, they believe that Islam, like Christianity, involves people in working together as a team to do work to a high quality standard. One of the TM stated:

“Dubai culture is part of Arab and Islamic culture ,Islam encourage people to work together and lessening to the ruler if there is benefit from the ruler order for the society Muslim or non-Muslim, one of important factor is the consultation and conversation between the ruler and public, the people obedience to the ruler direction to develop the performance of Dubai, g and national identify such Arabic language, this lead Dubai to be as cosmopolitan city and has a good environment for social relation with all different backgrounds based on the Islam system, and these affect the managers ,employees from different culture as part of Dubai culture, but generally are worked as team to formulate the strategy” [IR1: HSPEC].

Two of the TM agreed that the Ruler as leader of Dubai had a large impact when he adopted the excellence program since 1999 to spread the self-assessment culture for the government organisation, saying:

“Islam encourages the people to work well as the god always watching and looking to them, and this affects the formulation teams” [IR2: GCDGEP].

Two of the MM coordinators of the social development sector and the security sector agreed with the TM respondents, affirming that the system of government in the UAE is based on the tribal system previously applied in its society. One of the answers:

“The tribal system devoutly respects the instructions and directives of tribe's leader who is now the Emirate's Ruler. The Ruler oversees the performance of the government departments by virtue of the people's loyalty to the Ruler and their consultation with him concerning the implementation of the strategic

plan, and the ruler concern and interests of society are more important than the interest of the individual” [IR3: SSC].

The other MMs believed in the role of leadership as an Islamic value to drive the state to the best position: people must respect the Ruler’s orders and decisions based on the Arabic tribe process and system, self-control from the people during the work, obedience to the Ruler, and early consultation between the Ruler and the people. The interests of society are more important than the interests of the individual. In looking at the successful role of the UAE citizen employees in the SPFP, they mentioned three important factors, one answer being:

“first, the conversation and consultation between the ruler and people to solve and improve the state performance and dealing with the people needs ,second the national identify (language, religion and traditions and customs in respecting the high rank people based on the Arabic tribe rules ,third, seen that Dubai even has multinational people and employees were not seen to have any negative impact on the SPFP teams or in studying the citizen needs, which means, there is no negative impacts from cultural diversity ” [IR5: SSC].

The researcher collected the main factors and asked the security sector team as a main part of the Dubai Government strategic plan sectors to investigate and find their opinions and find the common answers.

5.4.4.2 Security Sector Level

Two of the top level and middle level (HSJSS and HESJST) in the security sector agreed with the above factors which emerge from the government team level, but one of the middle level added **the role of UAE citizen** (Emiratization from both gender) in the SPFP, to communicate with each other to develop the Dubai performance as a national duty. One of the answers is:

“The first experience of preparing a security plan in particular by native competences stresses the UAE citizen ability to formulate future strategic plans, and should depend on them in other sectors to build the UAE human capital and save financial costs ” [IR9: HST].

Two of the middle level members added the **importance of the Arabic and English languages** and the education for the formulation team members during the

formulation process, and a similar view dealt with the answer of one of junior level who mentioned the importance of Islamic military discipline and commitment. One of the answers:

“Some our security team members has a good English with Arabic language, which lead us to communicate with different parties and finding the best practices in the internet, and the our Islamic and security work ethic oblige us to do the formulation in perfect way, but honestly I hope if we have enough number of the team qualified in the strategy field” [IR10].

Two MM and junior levels refuted the government opinion and thought the multi-national ties; population and culture diversity have an effect on the UAE citizen needs and are a big challenge for the security work. They believe that the Government ignored an important issue that should address the UAE citizen’s needs in all sectors, whilst they agree that there is no negative impact in the SPFP strategy teams except the security sector due to the privacy of the sector and the high skills of the UAE employees. The researcher also added the collected factors from security sector level to the government level and asked the Dubai Police respondents to find the common factors and deal with the answers.

5.4.4.3 Dubai Police Level

As the Dubai Police was main case study of the research, the researcher met the Commander of Dubai Police (CHQDP) and HDPSPE with two of middle level of the strategic executive team in Dubai Police such as the Director of Strategic Plan department to ask them about the main Arabic and Islamic factors that emerge from Dubai cultural aspects based on the long experience in strategic plan formulation process since 1995. One of middle of Dubai Police respondent declined to determine the factors. The CHQDP mentioned the importance of the role of Sheikh Mohammed as leader mentioned above, but he added:

“The history of military strategic thinking in Islam affect the strategy by leading and encouraging the people to get the high skills, exploitation of the time, working hardly not as laziness and working in the honest value to increase the performance government and employees productivity, and we cannot missed the relationship between emirate of Dubai with the UAE moth-

erland (federal) to lead the government strategy as they build together the UAE in 1971, and we should concern on the services for the UAE citizen as first priority based on the government strategy among the multi-nationalities residence , also the importance and the success of the UAE employees (Emiratisation) from two gender in the SPFP” [IR12 :CHQDP].

A similar view to the above answer came from HDPSPE who dealt with the importance of the leader in Islam, such as Sheikh Mohammed as Leader of Dubai and the commander of Dubai Police as leader, to drive the strategy forward. Furthermore, as the individual culture of Dubai Police strategic team and the diversity culture as challenge for Dubai Police and the government strategy because Dubai suited all nationalities and fulfilled their needs through studying their present and future expectations, irrespective of ethnicity, colour or religion. He said

“Islam encourage Muslims people to respect all religions and colours without discrimination and working together to get the high productivity , In Dubai we are leading different nationalities, genders, and militaries and civilian from both gender working in Dubai Police and we are all working to helped and secure all nationalities based on our roles with Islamic ethic, Police values and Human rights rules, but the government departments should concern on the UAE citizen ” [IR13 : HDPSPE].

“ Always Police work facing different challenges, I want to say we are facing around 200 different cultures which means it is very difficult challenge to study the needs, but we are using annually survey to assess the customer, partnerships, and employees satisfaction and reach more than 90%” [IR14 : HSP].

The researcher observed some factors such as: the history of military strategic in Islam affect the strategy, the relationship between emirate of Dubai with the UAE motherland (federal) to lead the government strategy, the importance and the success of the UAE employees (Emiratisation) from two gender in the SPFP, especially the success of females working from amongst UAE citizens such as the head of strategic thinking section in the strategic planning department that participate in the SPFP, the effect of multinational ties on studying the citizen needs, studying the

stakeholders needs, obedience to the higher rank and respecting and securing the human rights for all nationalities and from different colours and religions as Islamic and Police order, value and ethics.

Consequently, all respondents from different level totally agree about the negative impact of culture diversity and multinational ties on people in studying in depth the UAE citizen needs. The researcher determines the common factors for the three levels. The researcher used the (√) sign signal to show common factors that have an effect on the SPFP, while the (X) sign indicates that there is no effect for the given factor on the formulation processes.

Table 5-22 Arabic and Islamic Factors that affects the SPFP at government, Security and Dubai Police Level from excellence perspective

Excellence criteria	Arabic &Islamic value	DG	SS	DP
2/1	Implementing the ruler decision based on tribe system and Islamic	√	√	√
	Police and military value emerge from Islamic military discipline and commitment	X	√	√
	The Islam value such as the interest of society more important than the interest of the individual	√	√	√
2/2	Respecting the ruler order from Arabic tribe and Islam religion value to develop the human life	√	√	√
	Loyalty to the UAE	√	√	√
	Strategic formulation teams have Arabic and English language skills	√	√	√
	God surveillance	X	√	√
2/3	National identify(Arabic language, Islam and custom and tradition	√	√	√
	Some Arab managers focusing in daily work and not future strategy plan	√	√	√
	Self- control during the collecting data	√	√	√
	Emiratization role specially the female in the SPFP	√	√	√
	Dubai Relationship with motherland (UAE federal)	X	X	√

	Resistance to evaluation process as bureaucratic culture and as personal criticism	√	√	√
2/4	Respecting the ruler			
	Self- control and obligation to formulate and implement the strategy very well	X	√	√
	The conversation and consultation between the political leadership (ruler) and the public	√	√	√
	The loyalty and obedience of the people to the ruler based on the tribe system	√	√	√

5.5 Findings Of Documentary Analysis

This part of the chapter is dealing with the findings of documentary analysis to support the findings of the semi-structure interviews as mentioned in the methodology chapter that deals with the using of RADAR self-assessment to assess the SPFP. And exploring the organisational and cultural factors as key themes. The researcher conducted interviews at the governmental level, represented by the EC, security sector and HQDP after obtaining prior approval from these parties in the beginning of the research, in order to remove difficulties, and take away any reservations that may accompany the stages of data and information collection, especially reviewing and checking documents, ensuring to return documents back and verifying concluded results in the interviews. This part deals with description and analysis documents.

5.5.1 Description of Documents

The researcher was able to check the documents to attain a richer overview of critical factors by using the six-steps approach of (Creswell,2003) according to the main themes of this study that related to the RADAR self-assessment of SPFP and the organisational and cultural factors. The first step of documentary analysis requires the researcher to find the appropriate documents for the Government's strategy, security sector level, the researcher finding that the **Government** developed vision and a strategic plan to 2015 based on the Ruler's decision but without focusing on the citizens' needs. Furthermore, there is no communication plan (top-down, bottom-up) , while the **security sector** formulated the plan based on the

government plan, and special SPFP approach for the sector emerge from the Dubai Police SP guide. Furthermore, the researcher in the **Dubai Police level** examined the strategic plan Police guide approach and some environment analysis reports for the last three years based on the quality assessment process reports that require minimum three years for the assessment. He also observed an example of the communication plan guide, strategic plan departments, and stakeholders such as the partnership, suppliers, customers and employees of Dubai Police. The researcher obtained all necessary documentation in the Arabic language such as The UAE government Strategic Plan Features. This volume exceeds 250 pages which would have been difficult to amend to this thesis, however the following are appendix no 7, and 8. The researcher describes the documents as per the following table:

Table 5-23 Description of Documents

Document	Source	Date	Description	Type
Ruler decision	DG Strategic Department ,Executive Council	2006	Decision to adopt the Dubai Government strategic plan include from five sectors,	standard
Dubai strategic Plan, vision % strategic goals to 2015	Internet DG Strategic Department ,Executive Council	, Oct 2005	Environment analysis framework (SWOT and Bench marking).	High strictly secret
Dubai Government Strategic planning Guides	DG Strategic Department	2006	SPFP ,Sectors and executive team role and responsibilities	High strictly secret
Highlighting Dubai Government strategic plan	DG Strategic Department	2005	plan, vision, and strategic sectors of DG 2007-20015	High strictly secret
BSI survey result	DGEP	2008	Assessment of DGEP	Secret
DGEP Guide	DGEP	2007	Excellence criteria's	standard
Security SPFP guide	Security team	2006	Formulation process -Benchmarking reports	High strictly secret
HQDP strategic plan guidelines	Dubai Police	2005, 2007	Formulation process based on excellence requirement	High strictly secret
Dubai Police strategy 2008-2015	Dubai Police	2007	Policy, vision,mission,value, commitment and goals	standard
environment analysis reports	Dubai Police	2007	-SWOT, PESTEL and benchmarking with Singapore and South Yorkshire Stakeholders Surveys	High strictly secret
communication plan	Dubai Police	2007	-Top-down, down-top strategic plan communication process	High strictly secret

Among the reasons that the researcher from amending all Arabic available documentation was the secrecy of information in Dubai Government and Dubai Police would never release this information for any purpose including academic work.

The most important elements in the SPFP inputs were specifically represented by the approach of SPFP for the three strategic levels and collected analyses at the level of the government, security sector and HQDP through S.W.O.T analysis. This becomes more important in the light of the fact that collected data as input in the SPFP included top secret information about analysing Dubai economic, social, cultural, security, infrastructural and environmental settings, and comparing them with other global cities which have achieved high rate and scores in reports of global competitiveness, human resources development and transparency.

5.5.2 Documents Analysis

The documentary analysis starts with the strategic plan for the government and HQDP strategic plan as stated in Chapter Four. The government and HQDP recognised the need to sustain the level of growth of the emirate's economy which required a Vision and Mission to deal with this issue as shown in the following statement:

The vision “Dubai *where the future begins*” Highlights Dubai Strategic Plan, 2015).

While the mission“ *Achieving comprehensive development and building human resources, promoting economic development and government modernization, Sustaining growth and prosperity, protecting nationals' interest and wellbeing, providing an environment conducive for growth and prosperity in all sectors*”(Highlights Dubai Strategic Plan, 2015).

Therefore, Dubai Police commander formulated a Vision that recognised excellence (2007-2015) that aligned with and emerged from the government vision as per the following statement:

“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 excellence levels”. (Dubai Police, 2007).

While The Mission is:

"To strengthen the feeling of security and protection of rights and to provide a service that will win people's satisfaction" (Dubai Police, 2007).

To implement this vision, the Dubai Government and Dubai Police formulate strategy as mentioned in Chapter Four. According to Dubai Police documents, the Commander of HQDP decided to formulate the strategy based on the following process:

First step: Studying the internal and external factors affecting the Dubai Police, **second step:** Identify and renew the vision, mission, goals and general strategies, **third step:** Development financial plan, **fourth step:** Dissemination and implementation strategy, **fifth step:** strategic assessment and Control, and **six step:** Assessment and Review the process based on RADAR. " (Dubai Police strategic plan guide, 2007).

To find specific examples that support the key arguments about the assessment of SPFP the researcher illustrate example of DG and DP strategy as per the below table:

Table 5-24 Dubai Government and Dubai Police Strategic Plans, 2007-2015

Dubai Government Strategic Plan 2007-2015	Dubai Police Strategic Plan 2007-2015
Achievement of comprehensive development, and human resource building.	The prevention and reduction of crime rates.
Economic development and government sector modernisation.	Detection of crimes and the arrest of criminals.
Keeping the sustainability of growth and prosperity.	Readiness to deal with crises and disasters effectively.
Preserving the interests of the Nationals as well as Public interests and well being of the people.	To control the security of the roads
Providing an appropriate environment that leads to growth, prosperity in other domains.	

Source: Government and Dubai Police Eight-Year Strategic Plan

It is also important to review the above documents, so as to verify credibility of interviewees, which is one of the most important conditions of RADAR self-assessment. It is important to review proofs and demonstrations, which prove the authenticity of results to give weight that reflects the strength of each result. On returning the documents back, the researcher discovered that it is not allowed to photocopy them or disclose any secret data, such as results of the plan, and names of cities and countries used in the bench markings. This was confirmed by the researcher in the first chapter, in which he explained the reasons behind choosing the subject of RADAR self-assessment of SPFP, because the researcher had suggested the research thesis and received feedback before preparing proposal draft.

This was done through the procedures that the researcher defined before conducting interviews. One of these procedures is waiting in the interview place, upon completing each interview, in order to check documents in the same place of interview, and taking enough time to review and return documents back to concerned authorities subject to the interview, after photocopying some documents that the interviewed research subjects accepted with no reservations. During the RADAR self-assessment, the researcher noticed, according to EC documents, how analytical data about global cities is poor. Detailed indicators about the security sector were not too much better, except some global indicators that demonstrate security status. These indicators were observed in international reports, such as Mercer Quality of Life Index.

5.5.3 Documents Supporting RADAR Self-assessment of the SPFP

It is important to review the above documents and archived data, as well as reports and performance summary for each sector including internal and external environments (SWOT and PESTEL), specifically strengths and weaknesses, opportunities and challenges, defined strategic goals, performance indicators and targets. In addition, the strategic summary includes strategic initiatives, as well as bench markings, which were conducted at the level of each sector with more detail than was indicated in the introduction. The data analysis shows that it can be considered a spring board that lean on the best practices and applications. However, the researcher noticed that documents did not embrace any indication or data related to investigating public opinion, particularly the UAE citizens in first place, and residents in the sec-

ond. For the government level. This reflects how weak are the studies, which address the needs of all concerned stakeholders at the level of all sectors as two categories:

“Positive consequences and negative consequences” (Dubai strategic Plan, vision strategic goals to 2015-2006)

Appendix no.14 shows the list of documents, which were reviewed, and which were prepared by consultants and global think tanks.

Where the HQDP are concerned **the excellence as the vision** explained and identified the stakeholders needs but without providing special programs for the citizen’s needs, just training and requirement based on the security work for all nationalities. The HQDP document explains the issues in the strategy such as:

“Security is an acquired right of every citizen, resident and visitor...., citizens given the utmost priority as to recruitment and training” (Dubai Police strategy (2008-2015), 2007)

5.5.4 Document Support Identify Organisational Culture Factors

Based on the Government and Dubai Police strategic plan, the analysis reported that the strategic level is concerned with the excellence concept and in critical factor issues such as leadership commitment, especially **political leadership**, for developing the economy via the government and private sector, and security should support the economy. As Sheikh Mohammed policy, mentioned:

“With the grace of God, efficiency of our policies, loyalty of our leaders, the 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 requirement of stabilized safety and security and justice are to be available ” (Sheikh Mohammed Policy : 2007).

DGEP self-assessment reports also mentioned the importance of leadership, in that:

“Leadership drives the strategy by formulating vision, mission and goals that translate the government strategy” (DGEP, 2007).

There were documents about organisational culture and Arabic and Islamic values which derived from the commander of the HQDP and how they affect the SP and the formulation process in particular, to implement the Dubai Police working without any bias to any nationality, religion or colours. Seven important values that align with the Arabic, Islamic and Police work, innovation, governance, and the quality are:

“Integrity and loyalty, Honesty and transparency, Justice and fairness, Proficiency in work. Brotherhood and cooperation, Politeness, and Recognition and rewarding of individual contributions”. (Dubai Police strategy (2008-2015), 2007).

The researcher noted the above **barriers** noticed and found that the document did **not** address the organisational factors for the success of the SPFP for the government level, and lacked organisational factors such as bureaucracy based on the process in the government level and security and Dubai Police. Based on the Police process work, **with exceptions** there are in Dubai Police some communication tools between the commander and all ranks from different levels via email, and a suggestion programme. Also there is lack of a comprehensive SPFP approach at government and in the security sector, lack of motivation policy, lack of communication among departments, continuous improvements, and lack coordination mechanism, and lack of empowerment with regard to collecting data. The approach also failed to specify the governmental departments where data was collected and analysed, which reflected some results that were observed in the interviews. This will be touched on by the researcher later in the next chapter, leaning on literature review that support or deny these points. The researcher also noticed that the role of formulation team, beyond the date of completing the formulation process, was not defined. The only thing referred to in this regard is the due date to submit the plan according to stages, in which procedures and processes related to plan formulation are specified. These stages were highlighted in the interview results according to specific weekly and monthly table.

In addition, the researcher recognized a team, which is dedicated to renewing and developing the strategy at the level of HQDP, under the supervision of the Commander of Dubai Police, and with the membership of general managers. He found

that Dubai Police has documented all procedures based on ISO 9001 certificate as first Police Force in the world to receive this certificate. In documents from the Commander and leadership is stated:

“We assure that a commissioned officer will be present in the following cases; important and troubling reports, accidents involving fatalities, accidents involving severe casualties, Issues affecting the state’s security, strikes and riots, major incidents, and crises and disasters”.(Dubai Police strategy(2008-2015), 2007)

A specific direction was issued for this team, in which roles, required procedures and team performance mechanism are defined. This direction is published for all Police personnel and is concerned with developing necessary policies, trends and priorities for the Police. There is another executive team, which is responsible for implementing the strategic plan. This team is led by the general manager of total quality, the manager of SP department and the managers of SP departments in 29 general departments and Police stations. The executive team in HQDP is endeavouring to analyse the internal and external environments and submit an analytic report to the strategy develop team, in order to ensure strategic balance in top-down-bottom-up formulation process (see appendix no.11).

Another point observed by the researcher while reviewing documents, is that the SPFP approach, which was developed by the government to formulate the governmental plan, was a general outline distributed to teams. On the contrary, it was remarked that no detailed approach was distributed to formulation teams in spite of the fact that the researcher found a comprehensive approach was secret. This justifies the statements of interviewees, in the security sector and in HQDP, about not benefitting considerably from the approach.

As mentioned previously, the researcher noticed that the approach lacked "*motivation and encouragement for team members*". This led to giving teams a free hand to suggest improvised incentive policies to honour their members, which resulted in complaints from some members, even in the SSPFT, because some members in HQDP and some other departments were granted gold medals for the first time since establishing HQDP in 1956.

The researcher was able to read a summary of the most important initiatives observed by each team at the level of the five sectors. These initiatives were not exposed to the external public or the mass media. This uncovers another aspect of shortage in the approach, which is not specifying informative policies to be followed in publishing and marketing the plan, in order to ensure easy access for all stakeholders and all parties concerned, though the governmental plan was published by the Ruler of Dubai through all mass media, either TV, radio or press. It was also printed in booklets and brochures, and published in the government electronic gate in Arabic and English.

The researcher also noticed another significant point: the approval plan did not contain performance indicators, and goals up to 2015. It did not refer to the mechanism of integration and correlation among sectors and what each sector requires from the other one.

5.6 Expectation Contribution to the Knowledge from the Case Studies

Finding Results

Since the results, which were obtained from RADAR self-assessment of the SPFP based on semi-interviews, were supported by data and information concluded from data reviewing and researcher's direct remarks during interviews, especially in the assessment stage, the researcher found an atmosphere of trust, transparency and cooperation amongst all parties. This proves a positive indicator for all officials in the senior and middle level in the three sectors subject of study. The researcher noticed that their goal is to benefit from his study, so as to achieve continuous improvement. This was confirmed by the researcher when he observed certain pieces of information, which were stated or not stated in Chapter 2, Literature Review, and it can be explained in the following points:

1. The researcher found some resistance to strategy by delaying in giving data and thinking in the future which led to lack of cooperation, communication and coordination among some government departments as bureaucratic culture.
2. The negative impact of cultural diversity in studying the UAE citizen's needs

3. The UAE citizens (Emiratisation) succeeded in participating in DGSP formulation, despite their poor experience and small numbers in the strategy field based on the minority of the UAE citizen as mentioned in chapter 4.
4. The role of UAE female citizens and their success in working within supervising teams, and government plan formulation teams, was manifested. UAE women even led some work teams, which revokes the claims of restricting the freedoms of Arab and Muslim women, or not allowing them to work like men, and confirms women's rights, granted by Islam and UAE constitution, to work as an efficient element in UAE community, and the Emirate of Dubai in particular. This led the researcher to explain further in Chapter 6.
5. The researcher, alongside his assessor's colleagues, was able for the first time to set up weights for subsidiary activities that stem from each subsidiary standard supporting each stage of implementation for RADAR self-assessment tool as a scientific contribution.

The expectation contribution is suggestion RADAR self assessment tool that deal with the Dubai culture aspects, providing new policy and strategy excellence criteria that deal with the UAE citizen needs , Special SWOT and PESTEL for the security and Police sector and criteria for avoiding the corruption in the Police Force.

5.7 Chapter Summary

This chapter has explained the findings from the qualitative analysis based on semi-structured interviews with 17 respondents in the three strategy level, Dubai Government , Security sector and Dubai Police levels together with checking the documentary evidence and direct observation, based on using RADAR self-assessment tool process to assess the SPFP which provides valuable in-depth information on the assessment of the SPFP, organisational and cultural factors, Arabic and Islamic factors and barriers affecting the SPFP from excellence perspective to the two case studies in Dubai and the UK. The multiple data sources, documents, and observations are very useful tools to improve the internal validity of the study. Moreover, this chapter addresses the reasons for the decision of the Dubai Government to formulate the SPFP, and the benefits and the process of the DGEP.

The researcher has presented unique findings based on the key themes of this study (RADAR self-assessment, organisational culture factors, Arabic and Islamic culture factors, and barriers to SPFP) that have not been reported in previous studies examined in the literature review in general and Police work in particular as shown in the following two conclusions.

5.7.1 Conclusion from Part One

The first part of this chapter analysed the results of interviews with 17 of TM, MM and Junior managers and experts in Dubai and the UK who are dealing with the strategy and quality fields to build an overall view and to investigate the self- assessment (RADAR) of the SPFP as the key theme of this study, as per the following table:

Table 5-25 Summary of Interviews Findings Result based on the first Main key them (RADAR)

Main themes	Main interview questions	Level	Findings of interviews
RADAR Self-assessment	How can RADAR self-assessment tool help in assessing the Strategic Plan Formulation Process (SPFP) of the Dubai Governement sectors, focusing in security and Dubai Police according to the strategy excellence criteria? Why?	Government	-The government applying self-assessment in DGEP but without getting benefit and needs for applying assessment process with integrating with governance concept for formulation and implementation based on self-assessment excellence process and continuous improvements with low cost and minimum time according to the lack of understanding the RADAR assessment process, this lead to lack of continuous improvements -The DGEP focusing in the stakeholders needs but without studying the citizen needs -DGEP fails to address in long term strategic level and focus in short term.
		Security Sector	-The assessment and evaluation is individual criticism - lack of experts and consultation in security and strategy field according to the government needs to increase the scholarship in strategy and quality field due to the lack of the UAE citizens qualified..
		Dubai Police	-DGEP and RADAR failed in identify risk management, finding corruption, costly and not fit with the strategic level - Some General Mangers needs to win the DGEP to

			avoid the blame from the ruler.
Stakeholders Needs	Does the SPFP include the current needs and future expectations of all stakeholders? And what specifically are needs and expectations of the society relating to the UAE culture?	Government	<ul style="list-style-type: none"> -Trust culture the international consulting think tank more than local consulting office. -Concerning in benchmarking. -Lack of studying the stakeholders needs in general and citizen needs and future expectation except social development sector -lack of communication and coordination.
		Security Sector	<ul style="list-style-type: none"> -Clear vision for the security - high communication between security departments - non-trust and lack of international consultation in security and the sector needs to increase the UAE citizen qualified due to the privacy of the sector and multi-nationalities population. - lack of special SWOT framework, and need to create framework - getting benefit from best practices - Suggestion creating strategic initiatives and risk management authority. - Police and military culture affect the SPFP
		Dubai Police	<ul style="list-style-type: none"> -There is concern in studying the stakeholder's needs annually but not citizen needs due to the role of Police work concern on human rights. -Concern in training, education - Police and military though culture affect the SPFP -applying the (Top-down, down-Top) in the formulation process, - trust in UAE citizen staff and non trust in consultation think tank
Environment Analysis	Does the SPFP include accurate information obtained from organisational performance measures, research and studies and the results of organisation learning?	Government	<ul style="list-style-type: none"> -Formulate the strategy based on the ruler vision and the statically information from Dubai statistic centre. - getting benefit from self-assessment report for excellence sector only. - Lack of identify financial and human resources. - using the visits to government department to collect the data. - There are loyalty to the UAE country and the ruler as Arabic and Islamic culture. .
		Security Sector	<ul style="list-style-type: none"> -Formulate the security strategy based on the ruler vision and government mission -High communication and cooperation between the security departments to ensure the relation between the security stability and the economy stability. - Training held by Dubai Police for security team. - The surveillance from the god and the Police and military though.
		Dubai Police	<ul style="list-style-type: none"> The commander commitment toward change and clear vision. -Concerning in education and training.

			-There are bureaucratic culture with some managers
Preparing & Reviewing Process	How the government, security and Dubai Police prepare, review and update the SPFP? And what specifically are aspects of the UAE culture to be considered?	Government	<p>There is formulation approach based on the UN methodology</p> <ul style="list-style-type: none"> -lack of comprehensive SPFP approach that include review for the formulation process - there is missing the mid-term strategy - Lack of budget. - lack of time - Bureaucratic culture that affect the time and lead to rigid coordination and communication as Arabic culture. - Not accept the evaluation culture as Arabic culture.
		Security Sector	<ul style="list-style-type: none"> -formulation the strategy based on the ruler vision that transferred from the head of security sector Not accept the evaluation culture as Arabic culture - limit and lack of time affect the formulation process and don't gave opportunities to assess the formulation process - not mid-term plan - no budget
		Dubai Police	<ul style="list-style-type: none"> -Formulate the strategy based on the commander vision - concerning in education and training - high communication - providing equal services for all people - no mid-term plan - no budget align with the strategy - The military and Police though affect the formulation process to do in perfect way.
Communication, Awareness and implementing Strategy	How the government communicate the strategy to increase the awareness of all people, and deploy the strategy through targets, as result of the SPFP? How the specific culture Aspects Are consideration in communication and deployment?	Government	<ul style="list-style-type: none"> -the power of the ruler as Arabic and Islamic culture the concern of the ruler in spreading the strategy via media - the ruler has give the general managers empowerment and motivation and concerning training - lack of communication between the formulation teams and the government departments -some resistance to the new organisations structure
		Security Sector	<ul style="list-style-type: none"> -self-control from the security sector and the obligation and punctuation as Police culture. -high communication between the security departments to implement the strategy - concerning in training - no resistance to the change - lack of communication with other sectors -lack of motivation

		Dubai Police	<ul style="list-style-type: none"> -The importance and power of the commander if formulate and implement the strategy due to the Police ethics - the commander share the internal and external parties in the SPFP -the commander spread the strategy via media High communication between internal departments in HQDP and international Police Force such as South Yorkshire and HMIC -concern on the empowerment but there are no specific motivation for the formulation and implementation strategy.
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As a result of this study, the qualitative analysis has shown that the Dubai Government in general and Dubai Police in particular should concern and modify the RADAR self-assessment and strategy and policy excellence criteria to be fit with Dubai culture when dealing with these factors .

5.7.2 Conclusion from Part Two

Based on part two of this chapter, the researcher investigated the second main key themes (organisational culture factors, Arabic and Islamic cultures, and barriers to the SPFP) that related to RADAR self-assessment then to Dubai culture as is shown in the following table:

Table 5-26 Summary of Interviews Findings Result based on the Second Main key themes (Organisational culture, Arabic and Islamic culture, and barriers to SPFP)

Main themes	Main interview questions	Level	Findings of interviews
Cultural differences	How the government aligns people in terms of cultural differences, language, tradition and religion for SPFP?	Government	<ul style="list-style-type: none"> - There is no effect of the difference background of the government employee's cultures (religion, colour, nationalities) on selecting the SPFP team members. - international experts were involved in the formulation teams due to the lack of the UAE experts in the strategy field - The training based on learning by the way is the main tool used by the government to align the differences employees - There are negative impacts from the society cultural differences on formulating the strategy specially studying the UAE citizens needs as first priority
		Security Sector	<p>Only the UAE citizen's employees were selected for the security formulation team based on the biography, position, training and rank.</p> <ul style="list-style-type: none"> - The background security culture was of the criteria to select the members. <p>HQDP made training for the security sector</p> <ul style="list-style-type: none"> - No experts and consultants involved in the security team according to the privacy of the sector.
		Dubai Police	<p>Dubai Police facing and dealing more than 200 nationalities, and established two strategic team from the UAE citizen general manager, the executive team from citizen and different nationality working in Dubai Police in 29 strategy section with different nationalities, are responsible about formulate action plan based on the background Police culture.</p> <p>Concern on scholarships and training</p>
Arabic and Islamic Cultural factors	<p>1-What are the Arabic and Islamic critical cultural and organisational success factors and barriers influencing the quality of SPFP? Why and how?</p> <p>2- How are the barriers affecting the quality of SPFP in Dubai Police, and why?</p>	Government	<ul style="list-style-type: none"> -The role and vision of ruler to lead the government. -The successful role of the UAE citizen employees in the SPFP. - people must respecting the ruler order and decision based on the Arabic tribe process and Islamic value. - Self-control from the people during the work. - National identify(Arabic language, Islam and custom and tradition - The conversation between the political leadership and the public and the loyalty and trust of the people to the ruler based on the tribe system. - The Islam value such as :Obedience to the ruler -Having beforehand consulted between the ruler and the people -the ruler concern on Interest of society more important than the interest of the individual. - managers don't want the evaluation and assessment process as bureaucratic culture
		Security Sector	<ul style="list-style-type: none"> -The role of the UAE citizen officers in the formulation process. - The high skills in Arabic and English in the security team to collect the data. - The negative of multinational ties population and culture diversity on addressing the UAE citizen needs as big challenge for the secu-

			<ul style="list-style-type: none"> rity work. - Islamic military discipline and commitment
		Dubai Police	<ul style="list-style-type: none"> -The history of military strategic in Islam affects the strategy. - The relationship between emirate of Dubai with the UAE motherland (federal) to lead the government strategy, - The importance and the success of the UAE employees - -The success of female UAE citizens work in the strategic planning department -The negative effect of multi-nationalities on satisfy the citizen needs, -Studying the stakeholders needs, -Respecting the human rights for all nationalities based on Islamic and Police value
Organisational cultural factors		Government	<ul style="list-style-type: none"> -The importance and commitment of the ruler role, vision, mission, and the decision of Dubai ruler as Dubai leader and strategic thinker. -The ruler and some leadership readiness toward change. -applying the governance concept and building strategic citizen team work. - Society needs -The self-assessment, resources assessment. - The impact of organisation structure on SPFP. - The environment assessment and analysis. - The awareness of the government departments success in implementing the strategy such Dubai Police - Benchmarking and best practices.
		Security Sector	<ul style="list-style-type: none"> -The ruler vision to make Dubai as financial centre, and the head of security sector commitment. - The knowledge and skills to face the challenges. - Assessment the formulation process and implementing the self-assessment process such Dubai Police. - The communication and cooperation - Benchmarking.
		Dubai Police	<ul style="list-style-type: none"> -The commander vision based on the ruler vision and the Dubai future direction. - applying -Studying the society needs and security feeling, stakeholders such as the partnership, customers, suppliers, and the employees by annually survey and creating special councils -Focusing in training and spreading the awareness of the strategy - Implementing best practices symposium - Internal and external communication and cooperation. - Environment analysis based on SWOT and PESTEL. - Benchmarking and best practices -participating in excellence awards
Barriers to SPFP		Government	<ul style="list-style-type: none"> - Lack of studying the UAE citizens needs and future expectation. -Bureaucratic culture because mangers concern on daily work and routine. Resistance toward change and providing the information for the SPFP, and the government needs focus in training. - lack cooperation and communication.

			<ul style="list-style-type: none"> - lack of time for formulation the strategy - Managers don't like the evaluation and the assessment culture as Arabic culture. - Lack of training -Lack of spreading the ruler vision. - lack of continuous improvements - lack of qualified HR in strategy field, the government should increasing the meeting with senior managements and the strategic teams also increased the contacts with the formulation teams to raise the awareness of the strategy benefit - The impact of culture diversity on the SPFP. - lack of comprehensive strategy process because there is no specific mechanism for the assessment process -The weakness of DGEP in discovering the corruption. - Investigating the financial resources that integrating with the strategy priorities of expenditure. - Lack of Motivation. - Lack of budget.
		Security Sector	<ul style="list-style-type: none"> -No one of security sector participate in formulation the government vision. -Mix culture affect the SPFP to study the citizen needs citizen needs. - lack of time for formulation the sector strategy - lack of experts and consultant in security sector - Lack of special SWOT framework for security sector based on implementing the social development sector SWOT framework.
		Dubai Police	<ul style="list-style-type: none"> -Lack of strategic development - lack of database strategies - lack of studying the - lack of Motivation

Consequently, the Dubai Government and Dubai Police should develop the RADAR self-assessment tool that concerns the cultural aspects to be successful in the SPFP. These interviews and documentary analysis found that there is a relationship between the RADAR and the organisational and cultural factors which can be divided into categories under each of criteria from the policy and strategy criteria and assess based on RADAR that faces Arab cultures.

CHAPTER SIX DISCUSSION OF FINDINGS

6.0 Introduction

It is noted that higher than 75 percent of failure rates of TQM, SP and the excellence awards in the organisation are based on the lack of leadership commitment and the organisation culture values (Oakland 2003; Hooper & Potter, 2000; Cameron & Quinn, 1999, Kekale, 1999). The literature shows that only the EFQM and DGEP models among the quality awards take the cultural aspects and the society needs into consideration but RADAR does not (Forstner, 2010), and most of excellence models success in private sector, so, there is a strong case to use the RADAR self-assessment excellence tool to assess the SPFP in Dubai to identify the organisational and cultural factors, Arabic and Islamic factors, and the barriers to the SPFP to reduce this failure in the government departments in general and Police organisations in particular (Shabsough, 2010).

In this chapter, the researcher examines the research findings and results described in Chapter Five, by discussing and going deeper into the research and analysing the similarities and contradictions between each factor in the literature review in Chapter Two. These addressed the key themes that related to using the RADAR self-assessment, as a quality framework to assess the SPFP, Arabic and Islamic factors and barriers affecting the SPFP from quality perspective, and the finding result in case study in Dubai and the UK for Police work. The discussion of finding result will achieve the aim, objectives and the research questions as stated in chapter one of this study based on the semi-structure interview method and document analysis to supplement the interview finding. The analysis underwent a significant branching in the levels of the SPFP in the government, security sector and Dubai Police as stated in the conclusion of finding result chapter.

The researcher will divide the discussion chapter into two main sections: first, using the RADAR self-assessment tool to assess the SPFP, second, a discussion of the influence of Arabic and Islamic environmental and barriers to the SPFP examined according to the key themes in the literature review. The eventual outcome will build a conceptual framework model that connects with the two sections, as

part of a contribution to knowledge, and which will also guide other researchers as recommendations for future studies.

The discussion of the qualitative finding results contained in this chapter can be classified into three main parts:

Part One: discusses the finding of RADAR self-assessment of the SPFP in Dubai based on the resemblance approaches used by the western academic research (policy and strategy excellence criteria: 2/1, 2/2, 2/3 and 2/4), with investigating the RADAR self-assessment of the SPFP. But the objectives centred on Dubai culture at three strategic levels : governmental level, security sector level and Dubai Police - in particular, that dominated by strong uncertainty avoidance, so that the government should see comprehensive plans to resolve ambiguous situations created by the strategy based on the quality standards (Rees and Althakhri, 2008), and by focusing on the needs, expectations and values of stakeholders and the society needs in general and the UAE citizen needs in particular (Mintzberg, 2008; Wheelen & Hunger, (2008) cited by Maher, 2009; Lim *et al.*, 2005).

Part Two: discusses the analytical findings of the influential organisational and cultural factors which all competent parties agreed on according to the key themes as outlined in Chapter Two, including Arabic and Islamic factors and barriers that effects on the SPFP based on RADAR self-assessment that analysis the effect of cultural differences on the SPFP.

Part Three: The researcher will build a developed conceptual framework model based on key themes drawn up in light of the suggestions and conclusions.

6.1 Issues Related to the RADAR Self-Assessment of the SPFP

6.1.1 Reason and the Formulation Process of Dubai Governement

Strategic Plan

The researcher through this study has recognised several reasons for the SPFP, within three levels: government, security sector and HQDP. He thinks that understanding the reasons for the SPFP in terms of Dubai culture will support the assessment process by RADAR self-assessment and identification of the organisational and cultural factors that relate to Dubai culture aspects casting light on the

Islamic and Islamic factors, barriers to SPFP and how the three levels overcame them.

The qualitative results shows and **corroborates** that the political leadership commitment is one of main important factor to implement the quality self-assessment and the strategy approach successfully (Brain & Lewis, 2004; Kotter, 1995), **and** this result is **inconsistent** with other (See Budhwar and Mellahi, 2007) the majority of respondents consensus between both the TM and MM level, and agree about the reasons for the SPFP in light of the case study in Dubai which are:

Firstly, Future Direction and developing the Dubai Economy and work based on a clear agenda with clear responsibilities and specific priorities for governmental departments (Covey, 2004; Gibson, 2004; Hamel, 2004; Naisbitt, 2004; Wells, 1997), to gain competitive advantage and address the global competitive market confidently (Bin Rashid, 2006; Al-Haj, 2006; Zairi, 1999). This global market is aiming at polarising global investments and tourists to diversify the sources of national income under low and no oil resources (Porter, 2001). This would be achieved by making continuous improvement by establishing relationships between the governmental and private sectors. This would emerge from the excellence culture awareness by implementing excellence award in the government and private sectors to develop performance and quality of products and services of organisations and institutions in the public and private sectors (Grawala and Lorenzo, 2007; Marquez, 2007; Sioncke and Parmentire, 2007; Bourn, 2000; Rowly, 1998). This should be done at the least possible cost and within the shortest possible time (Friend, 2009; Zairi, 1999; Platts *et al.*, 1998), whilst dealing with the effect of national, organisational and cultural factors that relate to the formulation process (Hindawi, 1998, Schneider, 1989), and the role of policy and strategy criteria in excellence awards specifically in developing the organisations (Al-Dhaher, 2009; Zairi, 1999). The organisation can overcome the political, economical, and social, technological, environmental and legislation variables that affect the internal and external environment in both public and private sectors. This in turn affects the level of economic competitiveness for states and institutions (Coulter, 2008; El-hees, 2008; Porter, 2008; Dess *et al.*, 2007; Moore & Wen, 2007; Besterfield *et al.*, 2003). This, means that the government, in turn, needs to formulate a strategy that

makes it possible to reach an annual development rate of 11% for Dubai (Rahman, 2007). This future direction needs smart goals and clear performance indicators to be reported to the Ruler of the Emirate (Tapinos *et al.*, 2005; Zairi & Emark, 2005; Verweire & Berhe, 2004).

Secondly, there is considerable debate about the Dubai Government's approach to the strategy, which focuses on a tendency towards fulfilling the stakeholders needs and future expectation to improve the quality of services through the assessment of RADAR of the SPFP on the three levels via the up-down-down-up method as a kind of strategic balance (Gamble, 2008; Volberda, 2006; Poole, 1998; Mintzberg, 1990). The majority of the respondents from different levels disagreed about the reasons for the SPFP meeting the stakeholders needs to improve the customer satisfaction, such as customers, investors, tourists, residents and all concerned parties based on cultural differences (Porter, 2008; Lim *et al.*, 2005; Porter & Tunner, 2004). There is considerable debate suggesting that the Dubai Government fails to meet the citizens' needs and future expectations from the excellence perspective based on the imbalance of the Dubai population and its cultural differences. This finding agrees with the UN studies, which felt that Arab countries have a lack of developmental studies about the quality of the human development sector for the citizens, and in studying the citizens' needs such as education and training, health, technology, security; innovative and economic projects. It found that some Arab countries applied quality systems, not with the aim of improving services, but for marketing purposes like some western organisations (Clark, 2002). These suspicions were included in international reports, such as (Murray & Ontario, 2007; UNDP, 2003, 2002).

Since the UAE, and specifically the emirate of Dubai, were among those targeted by this accusation, Dubai's actions replied louder than words through obtaining the quality award and creating illustrious projects such as Dubai Media City and its own Internet City, as well as World Islands and Palm Tree Islands, constructed in the Gulf waters. Furthermore, Dubai had enough confidence to produce a strategic plan that led the UN to confirm later, in its human development reports, that the UAE is one of those countries which has high human development levels, and that it is among the most economically-competitive, most secure and most transparent

countries in the world. Abdullah and Mohamed (2009) stated some of the reports and indicators that explain this fact; International living, 2009; Mercer, 2008; Legatom, 2008; Transparency, 2008; DGEP, 2007; Al-Haj, 2006; Salama, 2006; Dubai competition report, 2005).

Thirdly, to achieve the first and second targets, it is necessary to achieve security stability to accompany the economic development and stability and secure the human rights for all nationalities. Several studies confirmed the importance of security stability through Arabic and English literature reviewed (Wit & Mayer, 2010; Porter, 2008; Al-Haj, 2006; Whipp, 2006; Sharif, 2005; Lee, 1999; Al-Rahwan, 1998). Also, in the Police sector, the interviewees respondents confirmed the importance of correlation between the quality assessment and the role of planning in developing the Police Force (Abdulla, 2009; Cockcroft and Beattie, 2009; Verfaille & Beken, 2008; Gerald & Jackson, 2008; Ahmed, 2006), such as the success stories for Police Forces in Australia, Finland, Britain and Belgium (Easley, 2002). These Police Forces were able to build bridges of confidence with their civil societies, so as to establish security and safety within methodologies of a strategic plan and a performance management system, with the purpose of decreasing crime and improving the level of services. The HQDP build the confidence based on annual public surveys about the security feeling and Police commitment and nature of Police work toward the community (Dubai Police, 2010; Morash & Ford, 2002), which found a punctuality and military control in performing the directions and applying the concepts of excellence, together with learning and willingness to take part in the self-assessment of their Police organisation (Al-Matboona, 2009; Al-Dhaher, 2009; Maher, 2009; Al-Haj, 2006; Kaufman *et al.*, 2003; Darwish, 2000; Bean, 1993).

Consequently, there was consensus between the respondents about the SPFP approach, the results revealing that the government adopted SPFP approach based on the UN and the western approach to prepare, review and develop the strategic plan by creating the government vision, mission, goals, either at organisation or state levels (Gamble & Thompson, 2009; Peters & Watermann, 2004). This satisfies some excellence standards such as benchmarking (Zairi, 2007; Babish, 2006). They explained the SPFP approach including three stages. The first stage was designed

for formulating the vision and the government strategic goals in 8 working weeks .The second formulated the goals of each sector to formulate the strategic initiatives and set performance indicators over 42 weeks. Finally came the third stage which sought to compile the plans of sectors over four weeks to formulate the strategic plan of Dubai. And the documents show that the approach of SPFP missed the assessment process for the formulation process which deals with the respondents answers. Some studies show the comprehensive approaches of SP such as (Depperu & Gnan, 2006; Singh, 2004; Temtime, 2003; Longden, 1993).

On the contrary the majority of TM and MM respondents agreed that the SPFP approach was implemented in an incomplete way at all stages of the strategic planning process in the government and security level, whilst the TM and MM in the HQDP mentioned that Dubai Police have developed a special and comprehensive approach (formulation, implementation and control) because of its experience and because it used a mixture between the system of planning and quality from policy and strategy excellence criteria. This supports the security sectors (Zairi, 1999), and two formulation way top-down-bottom-top method as a kind of strategic balance (Gamble, 2008; Volberda, 2006; Poole, 1998; Mintzberg, 1990), to achieve more efficiency and success, towards achieving the vision, mission and desired goals during the stage of data collection and analysis that adding values for the stakeholders, through focusing on motivation, creativity and human resources (EFQM, 2010; Kaplan, 2007). The advantage of this approach is that it is more logical and contains clear and detailed procedures and processes that focus on the needs of those supporting the strategic plan in accordance with the strategic map which referred to the applied opinion surveys. Another advantage is that the approach is connected to other approaches with which it is integrated, such as the approach of administrative process management and performance indicators. This helped the HQDP obtain the award of the best institution to articulate the SP system granted by the OPEN GROUP Institution. This award highlights the excellence and superiority of the HQDP over 30 governmental institutions. (AL-Khaleeg, 2010).

6.1.2 Benefit of RADAR Self-Assessment Quality Tool and the Strategy and Policy Excellence Criteria Relating to Dubai Culture Aspects

The literature review shows in Chapter Two the important role of quality models in improving the competitiveness in the world (Elhees, 2008) and Dubai as stated by studies such (Ahmed, 2009), by satisfying the stakeholder needs by taking into consideration the cultural aspects (EFQM, 2010), However, there has not been research about the impact of the Arab culture in the RADAR self- assessment as universal tool support the strategy approach, especially that RADAR does not address the cultural aspects in any region to compare the current finding in Dubai with others regions (Forstner, 2010).

Also Arab and Gulf writers address the barriers of SP implementation in the Arabic environment, including the UAE, especially in the private sector, and find weak culture. Whilst there are no any studies about the barriers of SP formulation and implementation in public sector (Al-Haj, 2006; Funes *et al.*, 2000; Hindawi, 1998; Bounds *et al.*, 1994; Al-Sheikh, 2001).

The results show that there is a no consensus between TM and MM in the three levels about the positive role and the effectiveness of the RADAR self-assessment tool in the DGEP for assessing the SPFP. They refute the idea that the assessment framework can assess only the process of products and services and result in the public and private sectors as stated by some researchers such (Grawala & Lorenzo, 2007; Marquez, 2007; Bourn, 2000; Rowly, 1998) , Two of the TM in the government and Police level, including CHQDP stated that DGEP fails to align with the long term plan and focus in the short term, and does not align with the governance concept of uncovering corruption as in the Canadian Police and the UK HMIC success (Graham, 2010; HMIC, 2006), and that it fails to achieve the principle of accountability and transparency based on the Police role and Islamic principles (Abdulla, 2009; Ali and Al-Owaihan, 2008).

On the other hand, there are differing views about the benefits and cited a survey field study conducted by the British Standard Institution in 2008, to indicate that the DGEP succeeded in achieved more than 87% of the Ruler's vision by implementing the policy and strategy excellence criteria since 1998 (Lissaur & Rickless, 2008). Some other interviewees agreed with studies of excellence and affirmed that

the DGEP model such the EFQM is one of the best tools to cope with different cultural aspects. In the changing world of today even the RADAR tool need not necessarily concern itself with cultural aspects because it can focus on assessing the stakeholders and society's needs. (EFQM, 2010; Ali *et al.*, 2008; DGEP, 2007; Porter & Tanner, 2004) compared to other assessment tools, such as ADLI, and PDCA.

Therefore, this required finding a realistic correlation between the quality and the SPFP as integral elements that stand as realistic cultural practice in Dubai (Hindawi, 1998). In this regard, in the literature review, the researcher found an importance in the correlation between RADAR and SPFP on one hand, and some of the references, which were authorised by some Arab and Gulf writers, and which address the barriers of SP implementation in the Arabic environment, including the UAE, especially in the private sector, based on the weak culture. Accordingly, the Dubai experience refuted these studies. (Al-Haj, 2006; Funes *et al.*, 2000; Hindawi, 1998; Bounds *et al.*, 1994; Al-Sheikh, 2001).

This argument confirms that the assessment and the evaluation still in Arabic culture is weak in respect of criticism because it adopted a top-bottom approach based on the bureaucratic culture in the Arab environment because it still lives inside some decision makers (Gosling & Mintzberg, 2003; Mintzberg, 1996). Furthermore, this finding can be as recommendation for future studies to investigate the concept of the bureaucratic culture with Dubai culture for the public sector in general and Police in particular, and developing the DGEP within the culture of Dubai. The researcher also will develop special excellence criteria to facing the corruption in Police sector within Dubai culture gaining benefit from the United Nation Excellence Award for preventing and combating corruption in the public service.

6.1.3 Discussion the Examination of RADAR Self-Assessment to Assess the SPFP

In general, as the discussion of the finding result will be explained in terms of Dubai culture, it is notable from the qualitative finding results of RADAR self-assessment of the SPFP in Dubai for the three levels (Government, security sector, and Dubai Police) based on the four policy and strategy criteria using the interview

and documents method. The results of these criteria within the Dubai culture has regard to four critical factors: stakeholders and citizens current needs, internal environment Excellence analysis, prepare, review, and update the SPFP, and the communication and the awareness to deploy the strategy. To ensure credibility in assessing the SPFP, the researcher sought the help of two certified quality assessors. The researchers focused on the four criteria of policy and strategy specifically as mentioned in chapter 2 and 5, in order to give credibility to the research for those interviewed. The researcher also focused on the scientific and methodological aspects of RADAR assessment process to demonstrate that he endeavours to adopt the right approach in the area of assessing or through the results that he is going to present and submit to the officials at all levels in respect of improvement and learning. This has been discussed in detail in chapter 5.

The results of the examination of these criteria are presented in the following points:

6.1.3.1 Studying The Stakeholders and Citizen Current Needs and Future Expectation

It is commonly argued (Andrew *et al.*, 2009; Dess *et al.*, 2007; Neary, 2007; Omnex, 2007; Stonehouse & Snowdon, 2007; EFQM, 2005; Peters & Watermann; 2004; Porter, 2004; Singh, 2004; Balzarova *et al.*, 2002; Nagar & Rajan, 2002; Al-Dabal,2001; Porter, 2001; Hindawi,1988) that stakeholder satisfaction (customers, suppliers, partnership, employees, and the society) is an important factor for the leaders to identify the vision and future direction of the organisation and provide new products and services to achieve the competitive advantage, and continuous improvement (Pearce & Robinson, 2007; Belohlav, 1993; Feigenbaum, 1991). This study contradicts this finding by illustrating that there were disagreement about studying the stakeholder's needs during the SPFP, and showing that there was a lack of identifying and understanding the concept of customer and citizens. An examination of the related literature (e.g. Gray, 2011; Svara & Denhardt, 2010; Poole, 1998) showed that Dubai has adopted the concept of customer rather than citizens similar to the western countries because Dubai is a cosmopolitan city with more than 200 nationalities, and many different cultures. The public sector is heterogeneous which means that identifying the concept of citizen is complex and making

the public accountability is very difficult based on equity, rights and universal access under the eyes of the law. This means that the concept of customer or stakeholders is very narrow, and the security and Police concept of the citizen is very narrow as the security of the human is a right for all people. However, some interviewees pointed out that the DGEP and the Ruler of Dubai always paid attention to satisfy the customers in general and the citizens in particular, from the interview and documents analysis expose that the Dubai strategic plan missed investigating the customer's needs except the social sector did not obtain benefit from the self-assessment (RADAR) that was undertaken by the DGEP every two years to support the internal environment analysis (Giancarl, 2005). However, from the documents, the interviews and the strategic map, the researchers concluded that HQDP had conducted more than 56 public surveys for all categories of outside public, in order to know their future needs and expectations but without focusing in the UAE citizen as the security and human rights for all nationalities are equal.

That is why the strategic plan preparation guide stated this point is an essential pillar in the SPFP (Dubai.ae, March, 2012<http://www.dubai.ae>).

This is an exciting finding, that there is **lack of identification of the citizens' needs in Dubai with the mixed culture as it is very complex**, and this is inconsistent with the Ruler's order and directions, It is also inconsistent with previous studies that DGEP contributed to achieve the Ruler's vision (Lissaur & Rickless, 2008). This means that the Dubai Government should pay more attention to the RADAR self assessment to gain benefit for the future formulation process and in changing thinking from short term to long term. This finding is explained by previous studies such (Mintzberg, 2008; Giancarl, 2005; Singh, 2004; Fahey, 1998; Robson, 1994; Porter, 1985).

Furthermore, this finding can be seen as a recommendation for future studies to investigate the concept of customer with Dubai culture for the public sector in general and the Police in particular.

In addition, there were other organisational and cultural findings that will be illustrated in the second part of this chapter as organisational factors that affect the SPFP, such as the role of the UAE citizen in general and the female in particular,

and the role of the consultation think tank, etc. and barriers to SPFP such working for short term more than long term plan.

6.1.3.2 Environment Excellence Analysis

The literature review shows that the strategic environment analysis is the second stage of the SPFP (Wit & Meyer, 2010; Clark, 2002; Bounds *et al.*, 1994). The leaders gather the important information such as institutional processes, resources and attitudes to ensure the successful strategies to gain the competitive advantage (Pearce and Robinson, 2007), based on the pressure of the competitive environment and strategic needs (Rumelt, 1982), and the relationship between SWOT, PESTEL and SPFP characteristics from one hand (Depperu and Gnan, 2006; Mintzberg and Quinn, 1991), and on the other hand the relationship between quality management and environmental analysis management (Giancarl, 2005). There are different tools to support the internal and external environment analysis such as: RADAR, survey, control chart, Delphi method, brain-storming, performance indicators, bench marking.etc (Maher, 2009; Dess *et al.*, 2007; Porter, 1985).

The qualitative interview finding in this study reveals that there were different efforts to analyse the environment from the three levels. They were in total agreement on the importance of analysing the environment as the second stage after identifying the vision, mission, and goals (Johnson & Scholes, 2008), as per the following points:

Firstly, literature defined that quality in environmental analysis requires commitment from the leaders and TM to support the quality of the SPFP (Acur & Englyst, 2006). So, the interview respondents of the three levels tended to agree that environment analysis processes SWOT and PESTEL were based on the Ruler's vision of Dubai as a political and transformational leader creating a future direction and road map for Dubai's successful future in the global competitive market based on a long-term plan (Budhwar & Mellahi, 2007; Shabsough, 2007; Bin Rashid, 2006; Singh, 2004; Lagrosen, 2003, Koch, 1999), and can work effectively in a collectivist culture such as the Dubai culture (Brain & Lewis, 2004).

Secondly, the literature illustrates the importance of benchmarking for the SPFP (Elhees, 2008; HMIC, 2008; Mohamed, 2005; Al-Muhaisen & Santarisis, 2002;

Jackson, 2001). As in the field finding, there is a consensus about the role of benchmarking as an important tool to support the strategic planning process (Longbottom, 2000), and to identify the weaknesses and strengths (Singh, 2004), as well as identifying the standards of performance and targets to assess the performance indicators and compare the internal indicators collected from different sources such as Dubai statistic centre with international indicators (Singh, 2004; Youssef & Zairi, 1995; Jauch & Glueck, 1988) The Government conducted international benchmarks according to economic growth rates for some Arab and foreign cities and countries which exceeded eight cities and countries. On the other hand, the security sector focused on benchmarking throughout, and benefited from conducting more than 4 international benchmarks with the European Union and Hungarian security plans. The Dubai Police has already benefited from four benchmarking MOU and reviewed 15 benchmarks over the internet and through international reports, which are concerned with life quality indicators, such as the Mercer International Index to compare here indicators, this support the participation of HQDP in the DGEP (Abdulla & Mohammed, 2009; Babish, 2006; and Ali and Camp, 1995).

Thirdly: the majority of the respondents from the three levels said that the identification of financial resources was not linked to the strategic plan. In addition, there was no independent financial plan and budget along with the SPFP to implement the plan, although the previous plan had been budgeted carefully (EFQM, 2010, Al-Dhaher, 2009).

Fourthly, the documents showed that the directions of the Emirate's Ruler were clear, In light of analysed documents and papers, it became clear that the government SPFP was traditional and included six stages, of which the most important was collecting and analysing information and data, using the S.W.O.T technique, as well as benefiting from supportive benchmarks that prop up the competitive environment (Depperu & Gnan, 2006; Acur *et al.*, 2003). Strategic elements for collecting data, represented by quality of services, efficiency of service providers, nature of service users, are highlighted. Analysing human resources, technologies and programs used, the extent of cooperation among departments are also underlined, and the sectors S.W.O.T analysis results, were adhered to (Dess *et al.*, 2007), from the documents, in respect of threat monitoring, the strategic risks were explored but

not get benefitted to based on the PESTEL method, (Johnson & Scholes 2008; Bani Hamdan & Idris, 2007). Moreover, the documents which the researcher had access to mention that the security sector presented an initiative, stressing that there should be established a body or council to manage risks at the level of the Dubai Emirate to monitor all risks. However, this initiative was ignored. The importance of this initiative appeared during the current global financial crisis (Maher, 2009). From this point the researcher can suggest special forms to identify the SWOT and PESTEL for the security and Police sector.

6.1.3.3 Preparing, Review, and Update the Strategic Plan Formulation Process

As the literature mentioned, a good SPFP leads to good outcomes (Acur & Englyst, 2006; Kaplan & Norton, 2001), based on different stages, starting with vision, mission, value, and goals (Faulkner & Campbell, 2006; Peters & Watermann, 2004). Secondly, strategic analysis to formulate successful strategies (Mintzberg & Quinn, 1991). The SPFP approaches embodies future thinking, decision-making, and attempts to control the future (Wehrich & Koontz, 2005; Mintzberg, 1990), and can be for different levels, whether corporate, business, functional, and global (Des *et al.*, 2007; Hill, 1993). As mentioned before the interviewees findings agreed about the preparation and formulation applied in Dubai Government based on the UN approach with getting benefit from benchmarking and for different level (Mintzberg *et al.*, 2009; Zairi, 2007). While the interviewee's shows significant disagreement about the review and the assessment process for the SPFP, and were not taking seriously during the formulation process based on the limit time for the formulation process. This affected the benefit of continuous improvements. This result is supported by some studies that confirm that Arab organisations are not concerned with the evaluation and assessment process based on Arab culture (Mead 2005; Schneider & Barsoux, 2003). In the Dubai Police level there was an exceptional situation which in turn was shedding light more accurately on the assessing of the formulation stage through the total quality approach as one of the tools and methods of strategic management that guarantee the extent of excellence in providing services for the least possible cost and within the shortest possible time (Friend, 2009; HMIC, 2008; Zairi, 1999; Platts *et al.*, 1998).

The document analysis showed that there were lack of assessment process as an important factors and points necessary for the SPFP approach but which were ignored, in spite of the fact that the Dubai Government applied the self-assessment excellence criteria in the government and private sector for more than 10 years, and granting world awards to evaluate, review and improve all processes as it is considered an integrated process in respect of the approach, deployment and assessment and review (EFQM, 2010; DGEP, 2007). There were some meetings between the strategy coordinators and the sector strategy formulation team, while in the HQDP there were structure process for the formulation, implementation and the evaluation (See appendix no.11), also in the government showed there was absence of identifying mid-term plan ,budget for implementation the plan, identify risk management, scenarios and alternative plans to implement the strategic plans for all sectors is another extremely important point which was also overlooked (Shabsough, 2007; Coyle, 2006). The SPFP approach showed nothing about such scenarios or alternative plans. For additional studies which stressed the importance of *risk monitoring* including budget and scenario except the security sector suggested establishing an authority for risk management, whilst the researcher noticed that the HQDP produced scenarios based on its own ten years experience before the government thought to do so. The researcher was able to examine some of these scenarios. He also found that HQDP held a conference on planning in the security field, and benefited much from both Arab and foreign action papers. These papers stressed the role of planning, risk monitoring and formulating scenarios and alternative plans in 1994. However, they were documented and formulated as of 1997 in the Second Police Conference for the Development of Security Sciences (Al-Dhaher, 2009; Maher, 2009; Omnex, 2007; Shabsough, 2007; Wilson, 2000, Moser & Bailey, 1997).

6.1.3.4 Communication and the Awareness of the Deployment Strategy based on Dubai Culture

The literature review found that communication is one of the main factors that political leadership uses (Shabsough, 2010; Cameron & Green, 2009), and leaders use it to transfer their vision to employees (Shahin & Wright, 2004), and decide to go for formulating strategy (Dess *et al.*, 2007; Buchanan & Huczynski, 2004). The re-

sults confirm the importance of communication when formulating the strategy when the ruler asked to build relationship and finding effective communication between the private sector and public sector based on the ruler vision, and when he spread the strategy with the use of different media and newspapers (Appelbaum *et al.*, 2008; Marquez, 2007). Also the literature mentioned that the quality of process depends on the quality of communication and coordination (Arnold, 2008; Al-Haj, 2006), to avoid misunderstandings and poor teamwork (Al-Khalifa & Aspinwall, 2000). This was also identified by some interviewees based on the qualitative finding results from some TM and MM of different level. They agreed with the Ruler's role and the role of the Commander of HQDP in communicating the strategy with different levels and security departments and building team work, whilst they disagreed and found that there was limited and miss-communication between the managers of some government departments, causing delay in collecting and exchanging the data for the SPFP, due to the bureaucratic culture which implemented top-bottom approach for the SPFP and resistance to change (Volberda, 2006). They also found a lack of the participation of sufficient numbers of department employees in respect of awareness, training, working and feeling of responsibility, and a lack of understanding of the aims of the plan and intended outcomes (Armstrong *et al.*, 2007), together with a lack of understanding of the possibility of producing a positive effect later in the implementation stage (Singh, 2004). This emerged from non-distribution of roles, the mixed and unclear authority among the work teams, and indefinite motivation for the team members. (Ahmed *et al.*, 2008).

All of these points were sources of controversy for some officials in the MM, not to mention the unclear integration mechanism among the five sectors, defining roles, authorities and motivation of governmental departments, which are then meant to formulate and implement effective plans (Raganella and White, 2004). These obstacles to the quality of performance and working are further analysed by (Elhees, 2008; Mohamed, 2005; Al-Muhaisen & Santarisi, 2002). While there was good communication amongst the security sector and Dubai Police departments based on security and Police value to work hardly and effectively due to the lack time (Shab-sough, 2007). These results showed that the Arab organisation should formulate a comprehensive SPFP align with communication plan based on mix approach top-

bottom, bottom-top to avoid the fail strategy (Beer *et al.*, 1990).As can seen from the above finding that most of the finding are related to the cultural factors such leadership commitment, communication, motivation, and empowerment, therefore, the researcher is going to investigate this in part two.

From the above discussion based on the interview results, strength and improvements and RADAR score for each excellence criteria at chapter five, and documents. For more credibility, the researcher, together with the two assessors, investigated and scored the RADAR self-assessment quality framework based on the aim of this study and question one in chapter one within, the semi-interview, analysing, documents , and observation method . He used the following abbreviations; (DG) for Dubai Governement , (SC) for Security sector and HQDP for Dubai Police (EFQM, 2010, Forstner, 2010).

The RADAR score in each column is up to 100 for each stage of the four excellence criteria's (2/1, 2/2, 2/3 and 2/4) for the three levels (government, security sector, Dubai Police). Accordingly, the average results are shown in the last row:

Table 6-1 RADARISE Self-assessment of the SPFP

RADAR plan	Excellence criteria's	DG	SC	HQDP
Approach	2/1	55	60	65
	2/2	45	45	55
	2/3	40	45	55
	2/4	45	45	55
Deployment	2/1	70	65	65
	2/2	40	45	55
	2/3	30	30	50
	2/4	45	45	50
Assessment and Review	2/1	40	40	50
	2/2	30	35	50
	2/3	35	35	50
	2/4	25	30	40
Total Score		40.9	43.7	54.0

The researcher shaded the highest number in bold type, and it is noticed that the assessment of HQDP level obtained the highest weight, scoring 54 of the RADAR total self-assessment of the SPFP which has a total score of 80 in the DGEP. The assessment of SPFP security sector's weight reaches 43.7 then Dubai Governmental level plan together with its five sectors which scored 40.9. This means, in respect of the assessment of the SPFP approach;

This result is to be expected, in light of all the results obtained, and indicates the time variation of the ten-year-experience of HQDP in the area of quality, strategy and self assessment compared to the DGSP.

The security sector obtained the second rank. It applied the SPFP approach followed by the HQDP approach. This confirms that Quality is a critical tool of strategic management.

With more and deeper RADAR analysis, it is noticed that the DG approach ignored the important excellence activities such studying the citizen needs, analysing, ignoring the assessment process, and some organisational culture factors such as the communication and the motivation.

On the other hand, it is noticed that the Government was better in deployment and implementation and taking seriously implementing the SPFP approach, particularly criterion 2/1. Also the assessment of the external environment of Dubai was studied and analysed effectively, but there was no public local survey. It scored more highly in its analysis of economic and social world indicators, and international reports. This stresses the accuracy of the results of the study, which confirmed that the government was supported by world think tanks to conduct an analytical study for the external environment of several distinguished cities and states, and to learn about the world economic indicators such as the competitiveness, transparency and human development reports, to make use of their applications and avoid the negative points they faced. The aim was also to learn about the long, mid and short-term strategy in order to specify the needs of Dubai in light of these facts. The purpose was also to know the opportunities and challenges that would face Dubai based on the obtained results and the collection and analysis of the external information. This proves that Dubai applied the SPFP approach only in these specified areas.

However, to reach a high score, the SPFP approach is needed in every sector in a coordinated and timely manner in order to face all possible changes. The study results affirmed the necessity of specifying time limits for each process of SPFP approach. The application of the other criteria, namely 2/2, 2/3 and 2/4 was not on the same level of excellence.

In analysing the stage of assessment and review, it is noticed that the HQDP was by far the best at each of the four criteria. This was noted by the researcher in the previous chapter. According to the guidelines, the assessment of SPFP approach should be included at all stages, and the researcher observed this assessment of the SPFP.

Attention was paid to establishing an administration for strategic planning, a strategy executive team to prepare for the SPFP, and a more senior team headed by a general officer of HQDP to develop the strategic plan to ensure the assessment processes were carried out through clear steps. All remarks were recorded to implement the SPFP after showing the plan via the Internet electronic gate of the Police to take the opinions and feedback of the outside people and the employees. Moreover, the Police held periodic meetings with its partners, suppliers and importers. It also invited people to attend periodic meetings to take part in the SPFP and in the assessing of the plan to ensure it is continually being assessed. The aim was to ensure appropriate efficiency and effectiveness that guarantee continuous improvement for itself and its partners. The researcher had access to the minutes of meetings and sessions to assure himself that these stages were actually being implemented (Child, 2006; Senge, 1990).

Consequently, the HQDP came out top over the security sector and the Government level in all RADAR stages, with the exception of criteria 2 in deployment, where the Government came top and the security sector and HQDP had the same weight. To clarify:

In the first stage: SPFP approach, the level of integration and similarity among the plans of the three bodies was clearer. The researcher found that the SPFP approach of Dubai Government and the security sector have the same weight in 2/2 and 2/4.

However, in the second stage: deployment, in the deployment of SPFP, the government scored highest in criteria 2/1 and had a similar weight to the security sector in criteria 2/3 and 2/4, while the HQDP and the security sector had the same weight in 2/1 with all its aspects demonstrating more correlation in the stage of assessment and review with the plan of the security sector. The plans of the Police and the security sector showed more correlation in the stage of implementation. Notably, the Government was the best at the level of the three plans in the stage of implementation, especially in supporting the policy and strategy.

In the third stage, assessment and review of the SPFP, the researcher found that the plans of the government and the security sector were correlative and similar in the stage of 2/1 and 2/3 in respect of continuous improvements.

6.2 Part Two: Discussion on Organisational Culture Factors And Barriers Affecting the SPFP

There has been little research into the influence of Arab and Islamic culture on the quality and strategy approach (Al Haj, 2006). This study **confirms** that plan approach can be use in the Arab culture as stated in earlier studies (Rees & Althakhri, 2008), and **confirm** previous studies that the leadership commitment is the main factor for implementing the quality and strategy approach (Cameron, and Green (2009). While it is in **contrast** with other studies that planning approach in Islam is only in the hand of God, and **confirm** that the future vision, quality, and planning approach is order of God to develop the human life (Rees and Althakhri ,2008).

6.2.1 Discussion on How To Align Employees from Different Cultures to Formulate Dubai Strategy

The literature review had concluded that obtaining suitable human resources, and defining roles and responsibilities according to skills, and scientific and practical experience to support the job performance, such as the formulation teams that support the process of team formulation. It also contributes to (Hochwarter, *et al.*, 2006; Luthans, 2005), which will minimise time, normalise behaviour among members and urge them to undertake their responsibilities. Cameron & Green, (2009); Daft, (2003); Hill and Jones, (1998)

In Chapter Four, when looking at the cultural mix in Dubai based on the 200 nationalities, there was total agreement from TM and MM **about the lack of the UAE citizen** in the strategy field, as the employees had been selected according to basic criteria that contribute to boosting SP and therefore results and the SPFP can be measured through the efforts of these human resources (Dantzker, 1999), such as : experience, skill, settling, training, learning, work environment and professional excellence in a given institution (Abdulla, 2009). This was attained through analysing the biography of each team member as a basic requirement to evaluate the best human resources, based on education and training by the actual way, due to shortage of time (Shabsough, 2007; Al-Haj, 2006). This result was confirmed by studies that highlighted the role of the quality of human resources in the public sector (Fuentes *et al.*, 2000).

Each strategy team such as the security sector is considered to have a specific privacy, due to its connection with senior leadership's vision. This was actually the case with the analysis of the document that mentioned the selection mechanism for human resources in HQDP, noticed to be frankly stated in the SP practical guide for preparing, reviewing and developing the strategic plan, such as selecting the Police employees based on the HR management guide (Skogan, & Hartnett, 1997)

This goes back to a ten year old culture that was adopted in 1995 when the first strategic plan for HQDP was set at the level of governmental departments .The positive point is to do with multiple skills such as the **Arabic and English language** as a critical factor within the formulation teams. This **contradicts** some studies, which consider that the English language is a big barrier in applying the quality and ISO in Arab world (Obaid, 2009, Al-Haj, 2006; Mohamed, 2005). However, in addition to having various nationalities participating in the teams, the formulation team members were themselves able to search the internet about the best global application, make benchmarking studies and coordinate and communicate with each other.

6.2.2 Discussion on the Organisational Culture Factors

As the researcher has found, there is a strong relationship between quality, culture and the strategic planning process (Hindawi, 1998). There is some research ad-

addressing the impact of Arabic and Islamic culture on the quality of the SPFP, but it has argued that there are studies on impacts of organisational cultural factors on the organisation system in general (Burnes, 2004, Schneider,2000; Vinzant & Vinzant 1999; Deming, 1986), and on the strategy in particular(Johnson & Scholes,2008), with analysing them on national, organisational and cultural factors which impacted on the SPFP (Daft & Mercic, 2009; Schneider, 1989), due especially under economic, political and social variables that affect the work environment in both public and private sectors. This in turn affects the level of economic competitiveness for states and institutions according to some literature reviews, such as: (Coulter, 2008; Elhees, 2008; Porter, 2008; Dess *et al.*, 2007; Moore & Wen, 2007; Bestterfield *et al.*, 2003). He used these references at the three levels to establish those factors which impacted most at the stage of SPFP for best future for Dubai (Mostafa, 2004; Hoffmon & Sirias, 2001; Czuchry *et al.*. 1997; Campbell, 1995)

The majority of the respondents in the three levels agree about that the most successful organisational factor in Dubai is the **Political leadership commitment to formulate and implement the strategy** represented by the Ruler of Dubai (Sheikh Mohammed). This ensures the improvement of governmental services quality in order to find a competitiveness advantage for the Emirate of Dubai, to let it enter into the global competitive market confidently (Bin Rashid, 2006; Zairi, 1999), at the level of the government and institutions (Hughes, 2006), to suggest distinguished initiatives (Bin Rashid, 2006; Hrebiniak, 2005 cited by Maher, 2009), and to build the future.

In general, the interview respondents considered and revealed some factors related to the Ruler's capabilities and skills such as clear vision , leading excellence by satisfying the society needs and motivate the governments and employees, a high level of communication with the government department and the people, providing the authority and empowerment, concerning in the training and education , assessment and evaluation process, and building team work(Cameron & Green, 2009; Appelbaum *et al.* ,2008; Brain *et al.* ,2004; Gonzalez & Guillen,2002; Kotter, 1995; Cyert,1990). This is a useful finding, that the Ruler of Dubai practises a **transformational leadership style that can work effectively in collectivist cul-**

tures such Dubai as cosmopolitan cities that include around 200 hundred nationalities (Brain & Lewis, 2004).

The importance of leadership demonstrates itself more powerfully as a critical factor in drawing future strategies through founding real culture and practices on the ground that the Dubai leadership drew from the Islamic religion that require the consultation with the people for decision making with high quality SP applications (Dess et al. 2007; Singh, 2004, Fuentes *et al.*, 2000). This finding **contrasts** with results of the western studies that Arab countries are dominated by fatalism, attributed to certain interpretations of Islam as planning being in the hand of God (Schneider and Barsoux, 2003) and **confirm** the finding that there is no any conflict between the planning and the God viewing (Rees & Althakhri, 2008). Also, it is **inconsistent** with some studies indicating that Arab leaders are autocratic (Budhwar & Mellahi, 2007, Suliman, 2006; Gross, 1964; La Palombara, 1962; Diamant, 1962). The document analysis revealed that Dubai's Ruler formulated a clear vision for Dubai, as in his book "*My Vision*". The Ruler orders and communicates his vision to the general managers in the government departments to prepare the Dubai environment for the future challenges. The reality and the documents shows the Ruler attending and **encouraging and motivating** the government departments and the employees to transfer his vision and implement the strategy in best way based on the DGEP and RADAR Self-assessment every year, while the researcher found barriers in the general managers in the government departments as in Sect 6.2.3.

The interview respondents in government, security and Dubai Police tended to agree with the above leadership skills. This was proved by the security sector and Dubai Police respondents, they mentioned the Commander of Dubai Police (General Dhahi Khalfan) among the TM of the government departments which urges people to obey their leaders for the common good, and this is supported by (Schraeder *et al.*, 2005; William, 2005, Al-Bahi, 1996). The interviewees confirmed that the leaders of the strategy sectors in general and the security sector in particular paid awareness and interest to formulate the Dubai strategy within the Ruler's vision, with direction toward fulfilling the stakeholders and the society needs.

The TM and MM in the second and third level mentioned that the security sector leader and Dubai Police Commander conveys the vision of the Ruler of Dubai to Dubai Police staffs, due to his experience and belief in the importance of the work according to the planned ideology and practices to achieve quality of services (Abdulla, 2007; Ahmed, 2006), by creating mission and value based on the government strategy. He ensured, based on these documents, that there was a strategic plan for eight years, also there were a big impact of Dubai culture and value on the SPFP such as innovation, justice and human rights, performance quality. He then assessed the process based on the governance concept (HMIC, 2008). Studies of Police work confirm the role of the Police leaders in Australia, Finland, Britain and Belgium Police Forces (Easley, 2002). However there were some government managers not effective in the SPFP due to the dearth of skill in planning, as is clear in next point.

6.2.3 Barriers to the Strategic Plan Formulation Process

In spite of the positive results of the impact of the political leadership (the Ruler of Dubai) and the Commander of Dubai Police, the interview respondents point to some ineffective general managers as barriers affecting the SPFP during the collection of data for analysing the internal environment for the government and restructure the organisational structure after formulating the strategy of Dubai. This is due to narrow thinking and a lack of skill in formulating and implementing a good strategy despite the establishment of the DGEP in 1997 for the government departments and requiring implementing leadership and strategy and policy criteria. This is supported by some studies remarking the weak correlation between quality concepts and the strategic planning system, to reach and achieve the vision of the Ruler of Dubai (Hindawi, 1998).

6.2.3.1 Cultural Diversity Affects the Study of the UAE Citizen's Needs and Future Expectations

One of the main barriers is the culture diversity that affects the SPFP. In spite of the fact that some academic writers mentioned the positive impact of cultural diversity on the strategy, and the lead to competitiveness (Gilbert *et al.*, 1999), some, such as the TM and MM in the Government level, found that there were no influences on selecting the strategy teams, and identifying the citizen needs in formulat-

ing the social development sector. However the TM and MM respondents of the security and the Dubai Police mentioned that there were negative impacts on studying the citizen's needs based on the multinational ties and the imbalance in population numbers (Abdullah, 2007). This was supported by some authors, that UAE citizens should lead and develop the country in general and development economies in particular and that the growth in the UAE had not helped the UAE citizen, (Al-Ali, 2008; Al-Haj, 2006; Suliman, 2006). Milliken and Martins (1996) stated that cultural diversity has a negative impact on individual and team culture and the outcomes in certain cases, and leads to less commitment, coordination costs, and long communication time based on management bureaucracy. In this light, this affects studies of the citizen's needs as supported by (Mintzberg, 2008; Wheelen & Hunger, (2008) cited by Maher, 2009; Lim *et al.*, 2005). This barrier was not discussed before in any of the reviewed literature in Arab societies, and this means that there is a linkage with the cultural diversity and led the researcher to discuss the impact of the manager's bureaucracy as the following barrier.

From the above discussion it is clear that there are two conflicting types of leaders in the public sector. The first type needs a strategy to develop Dubai based on clear standards and procedures to satisfy the stakeholders and the society, and others type of manager's resistance to change and strategy due to the conflict between the needs for strategy within **bureaucratic structure** and the needs for increasing the learning and the innovation with quality implementation (Parry & Proctor-Thomson, 2002). This bureaucratic culture affected and led to some other barriers such as poor communication of the vision, motivation of employees, and empowerment, as found in investigating the RADAR self-assessment for criteria 2/4 in part one to assess the SPFP within Dubai culture aspects.

This was confirmed by scientific studies, which stated that culture has a great impact on the system of SP in the public sector organisation in general, and the Police sector in particular (Daft & Mercic, 2009; Obaid, 2009; Al-Haj, 2006; Schraeder *et al.*, 2005; Crank, 2004; Schinder, 1998).

6.2.3.2 Bureaucratic Managers and Resistance To the Strategy

The respondent results from three levels shows some barriers related to some managers which were effective in the SPFP due to **the lack of knowledge, and skills in the strategic plan process in general**. The influence of bureaucratic administration is one of the most significant cultures that exists in some organisations (Wit & Meyer, 2010; Mintzberg, 2008), in terms of (Slack, 1991) mentioned to the mean of decisions is provide information in some departments, procrastination and delay in providing information and giving changeable and separate timings (Friend, 2009; Mintzberg, 2008; Adamson & Deszca, 1990). This was clearly manifested in MM in some organisations, and affects the speed of taking decisions, of providing data, and illogically spending too much time on it, communicating the ruler vision to the employees, empowerment, and motivating them to formulate the strategy based on the ruler vision, as the following barriers:

First barrier: the respondents stated that managers **focussed on daily work** more than thinking and formulating strategic plan due to their lack future vision, which fact affects the **communication to translate their vision** to the employees (Tregoe *et al.*, 1989), because they work in **one structure top-bottom**, with a **centralisation** approach (Beer *et al.*, 1990). This type of leadership was founded in eastern cultures (Shahin & Wright, 2004), although some other studies in the Middle East deny this result and find that leaders tend to consult the employees in taking decisions, such the Ruler of Dubai and Dubai Police, while require from other Dubai leaders think to decrease the centralisation in taking decisions from the part of the government (Williams, 2002; Harrison, 1999; Hih & Taylor, 1991) based on the excellence criteria (EFQM, 2010).

Second barrier: the majority of participants in the three levels showed consensus that the **bureaucratic culture** leads to **resistance** from some managers because the SPFP renewed the work environment and created new responsibilities for some, whilst exempting some others from certain responsibilities, such as: establishing completely new departments, such as Dubai Economic Council, Knowledge and Human Development Authority and Community Development Authority; or changing laws, such as amending the law of Dubai Electronic Government Establishment. Furthermore, based on the Ruler's vision, the SPFP require governance con-

cept to ensure the successful implementation of the Dubai strategy, This was confirmed by some studies, such as (Sharif, 2005; Moser & Bailey, 1997). This bureaucracy is very visible with some managers of governmental departments after their competences were moved to other government departments such as Police Forces (Al-Haj, 2006; Singh, 2004; Jermier & Berkes, 1979 cited by Abdulla, 2009).

Third barrier: the participation also mentioned that part of bureaucratic culture and resistance to the SPFP affects the **employee's empowerment and participation in the formulation process**. This is because the managers think that the employees may make mistakes and want to **avoid the blame** from the Ruler based on the governance of the strategy (Maddock, 2002), Another reason that affects empowerment was in the managers thinking that they **like the power** based on power culture and prefer **not to delegate the authority and not to trust them** in Arab world. They like to adopt decision making as centralised and dislike teamwork (Buchanan & Huczynski, 2004; Schraeder *et al.*, 2005; Carnall, 2003; Claver *et al.*, 2000).

Fourth barrier: researchers such as (Besterfield *et al.*, 2003; Feigenbaum, 1991; Freed and Klugman, 1997) stressed feedback as an important factor in an efficient open communication process, where information could be shared and problems could be solved properly. **However, weak communication, and coordination** to transfer the vision was a barrier among Dubai Government departments that slowed decision-making (Dess *et al.*, 2007). Most of the MM answers concerning these issues, who actually paid field visits, and worked hard in the stage of information collection and analysis and in the formulation of the strategic plan (Early, 1992); it became clear that there was an existing heritage of weak communication and coordination among governmental departments (Crank, 2004; Singh, 2004; Adamson & Deszca, 1990). This was the reason that affected some officials, especially in MM, and made them delay in providing data and wait for **top-bottom method because there is lack of strategic database**. Documentation at the government level to support the SPFP is affected by the internet use. (Bani Hamdan & Idris, 2007).

Some department officials were not willing to cooperate with the formulation team because of their limited view of the government vision about supporting the formulation team members, and thinking that the team members represented a specific department, not the government or teams formed by the Ruler of the Emirate. This made it difficult to collect information and data needed for teams, and affects the quality of the governmental performance (Dess *et al.*, 2007; Segars & Grover, 1998; Earl, 1993), studies were conducted and agree with statement in this regard (Johnson & Scholes, 2008; Al-Haj, 2006; Peters & Watermann, 2004; Hayes, 2002; Fuertes *et al.*, 2000). This studied in Arabic societies in Syria and Qatar deal with this barrier (Awan & Bhatti, 2003 ; Al-Khalifa & Spinwall 2000).

Fifth barrier: the respondents in the three levels disagreed and mentioned that government does **not motivate** the employees well because they only receive a certificate from the Crown Prince, and some managers motivate the employees with a small amount of money which is not comfortable with the effort (Dess *et al.*, 2007; Sung & Ashton, 2005), this issue was founded in Arab environment based on some studies such (Al-haj, 2006; Mohammed, 2005).

Sixth barrier: there was also agreement among the respondents in finding that there was a lack of **financial resources** to support the formulation process such providing the training, and benchmarking visiting for the success countries. On the contrary, the government spends a **lot and trust in international consulting think tank** (Morris *et al.*, 2000). This result was found in the Arab world such as Yemen (Al-Zamany *et al.*, 2002).

Seventh barrier: Lack of assessment and measurement (Tapinos *et al.*, 2005). There was debate about the assessment, evaluation and time for assessing the formulation process based on the role of RADAR self-assessment to ensure the continuous improvement in the formulation process such the environment analysis (Omnex, 2007; Mintzberg, 1990). Most of the respondents felt that there was not any structure and formal process for the assessment and the evaluation of the SPFP except some meetings between the executive experts and the strategy sectors team due to the lack time and a desire to finish the strategy based on the schedule time (Friend, 2009; Dess *et al.*, 2007, Bamber *et al.*, 1999). This is consistent with the

studies about the Arab countries that are seeing assessment as criticism (Mead, 2005; Schneider & Barsoux, 2003)

Eighth barrier: there was an important factor that influences the leadership decision as the role of **consultation in the SPFP** at the three levels: different literature review mentioned the importance of the consultants in the SP process to support the decision makers (Al-Haj, 2006; Sing, 2004; Fuentes *et al.*, 2000). A study conducted in Great Britain ensured the importance of the consultants (Davis *et al.*, 1997). Also, in the Arab world, the proper use of experts, and the conclusion of clear contracts with them, helps determine the duties required to be carried out by each party. Thereupon, the costs would be rationalised. A Libyan study conducted in the education sector emphasised this point (Lambert, 2003). Another significant factor related to the trust in the experts is the issue of trust. This which found in the government level as the majority of the interviewees said. The interviewee's answers unanimously agreed on **recruiting and trusting** in international experts to develop Dubai sectors, studies confirm the importance of consultancy in Strategy (Singh, 2004). The benefit of international experts and consultants was considerable in the sectors of economy, trade, infrastructure, environment and government excellence.

While there was debate about the benefit of the consultants based on the cost, time and experience (Stevenson & Barnes, 2001; Buchanan & Huczynski, 2004), this was not considerable in the social development and security and justice sector. For example, the security sector did not seek the assistance of foreign and international experts, and the HQDP relies on its own experts, who are multi-specialised and hold more than 300 Masters and PhD degrees from the best international universities and find that the recruitment of UAE experts is more appropriate. Arabic studies corroborates the finding result based on the culture differences (Al-Haj, 2006; Fuentes *et al.*, 2000), Dubai Police, on the contrary, use international consultants to develop the security based to the vision of the Commander of Dubai Police to invest in Police officers and provide the financial resources to develop performance without using external consultants. The researcher also outlined the lack of think tanks, coupled **with the lack of skills in planning field as mentioned early** Moreover; the use of experts would not enable the consulting companies to introduce

new activities that require additional costs and more consulting activities. (Dess *et al.*, 2007). The researcher found from the interviews that there was a need for stronger contact between the experts and the employees, and that this would not take place unless the experts gained the trust of the employees. He found that the experts of the Executive Council were poorly-trusted by members of the security sector and HQDP in particular. This was affirmed by the TM and MM in both bodies. (Christopher *et al.*, 2009).

However, the researcher noticed that bureaucratic leadership and resistance was small to some extent in the security sector and by Dubai Police, unlike some other Police Forces (O'Connell, P & Straub, 2007; Crank, 2004). This was because all managers of security and judicial departments belonged originally to HQDP, where they worked as Police officers, then moved to other departments, such as Courts, Public Prosecution, Migration Department, and Civil Defence, where they passed on their practical experience and high scientific degrees. This resulted in small resistance to change in some work procedures, such as electronic links among departments as communicating tool, adapting some plans, and pursuing specific targets at the level of the Emirate by more than one department in the security sector. Experience and studies, especially those conducted by Police researchers, confirmed these forms of resistance to change in the HQDP or the Police sector in general. (Al-Matboona, 2009; Shabsough, 2007). Other studies, which originated in the Arab environment in Yemen and Qatar, confirmed resistance to change, especially for new administrative applications (Curry & Kadasah, 2002; Al-Zamany *et al.*, 2002; Al-Khalifa & Aspinwell, 2000).

6.2.3.3 Misunderstanding and Lack of Comprehensive Strategic Formulation Process Approach

As the researcher referred to earlier, there are different approaches of the SPFP (Acur & Englyst, 2006; Quinn, 1998; Anderson *et al.*, 1991), some of them applied top-bottom/ or bottom-top procedures and processes (Mintzberg *et al.*, 2009). All these approaches confirmed the necessity of linking between existing behaviour and formulation methods (Beecroft, 1999), which vary from one environment to another (Temtime, 2003), and confirmed the role of the quality and excellence ap-

proach as one of the tools that ensure continuing and improved learning for the strategic management (Al-Dhafer 2009; Sioncke & Parmentire, 2007, Zairi, 1999).

By analysing the results of interviews and documents, it became clear that the government plan applied some kind of strategic balance (Acur & Bititci, 2004), and applied some excellence tools such as benchmarks (Babish, 2006), without illustrating the assessment of the formulation process based on consulting think tank and the UN formulation approach.

The mechanism of the SPFP is left for each department, so that strategic goals for the emirate are drawn according to future trends, provided that the inner and outer environments for departments should be analysed. Therefore, the line of process flows in a bottom-up method, i.e. from departments to sectors (Mintzberg, 1996). However, from a systematic perspective, this point was not frankly confirmed. The researcher observed that the HQDP plan openly and clearly included implementation of the strategic balance mechanism, because of the large size of HQDP, in terms of top-bottom flow. This was as a result of analysing the bottom-top internal environment and came from investigating the views of human resources, customers, partners, stakeholders, public and staff (Abdulla, 2009), while the goals formulation and balanced scorecard as some of the bottom-top tools used to convey information, (Leaderer, & Sethi, 1996; Earl, 1993) This method was trialled by the Australian Police and American Police (Easley, 2002; Hann & Mortimer, 1993; Queensland Police Service 1992).

From the above-mentioned, it becomes clear that misunderstanding was apparent in the mechanism of approach formulation, and in the second point of approach implementation. It is clear that Government ignored the creation of a comprehensive approach for the assessment of the formulation process, identifying strategic risks, initiatives, and scenario plans.

6.2.4 Overcome Barriers to the SPFP

Based on the interview respondents common answers to overcome the barriers. To overcome the bureaucracy shown by some officials (Wit & Meyer, 2010 Gosling & Mintzberg, 2003), and meet **culture diversity and** citizen needs, the researcher

suggested that the Dubai Government should concern itself with three main points:

- 1- Creating a new category in the DGEP for the best government leadership based on the leadership excellence criteria in DGEP which already overcome all the barriers and reduce the bureaucracy.
- 2- Based on **cultural diversity**, the government should study the **absence of UAE citizen needs** among the differences culture as first priority for the government (Fahey, 1998), to align the Dubai strategy with the UAE strategy and thus converge with the recommended requirement founded in chapter two (Mintzberg, 2008; Lim *et al.*, 2005). Literature review confirmed the value of citizen and stakeholders or customers as one of the basic excellence inputs, and one of the main variables about the formulation approach according to the policy and strategy excellence standard to ensures continuous improvements that were absent (EFQM, 2010; Wit & Meyer, 2010; DGEP, 2007; Faulkner & Campbell, 2006; Rappaport, 2006; Zairi, 1999; Deming, 1986; Freeman & Reed, 1982). This result will support the recommendation of this study.
- 3- Concerning in the **training and education** as it affects the strategic decisions, communication and their reviews (Friend, 2009; Asaari & Razak, 2007; Gosling & Mintzberg, 2003; Kay *et al.*, 2003), the researcher was able in this regard to investigate how all interviewees in the three levels suggested training, workshops and education to understand and grasp the formulation processes and avoid the barriers. He found that defining, and training in, the formulation processes for all parties rather than defining inputs and outputs, and how that link between inputs and result in outputs, this is confirmed by some studies (Sioncke and Parmon, 2007; Al-Ghalibi *et al.*, 2006; Hax and Majluf, 2006 Sharif, 2005). The interviewees believed that the formulation approach was quoted from the UN internationally-adopted methodologies, which fulfil the concepts of economic competitiveness (Acur, *et al.*, 2003; Das and Warketin, 1991), Meanwhile, some others believed that the approach was developed by global think tanks and consultants in the United States and Britain, and was focused on the general principles (Jatinder *et al.*,

2004; Chowdhury, 2003), so they recommended training as an important, influential and conveying culture and knowledge factor that affects the quality of the SPFP (Vale *et al.*, 2003; Sun *et al.*, 2000; Badri *et al.* 1995). This is confirmed by the global excellence models (Kay *et al.*, 2003), to improve the linking between existing behaviour and formulation methods (Beecroft, 1999), which affects the integrity mechanism among the strategy sectors (Singh, 2004). Weak interest in systematic planned training in the process of formulation confirms what was included in the answers of some interviewees, who reported the little training and the weak role of the Executive Council in providing adequate training for supporting the five sectors, especially the security sector.

- 4- Studies in Britain, Sweden and China confirmed this solution (Al-Haj, 2006), and vary from one environment to another (Temtime, 2003). On the contrary, the researcher found that, on the level of HQDP, there is a formulation approach for the required training plan of formulation, implementation and assessment teams (Pearce & Robinson, 2007; Feurer & Chaharbaghi 1995). This approach is distributed according to professional classifications. The researcher confirmed this point when he reviewed the Police training plan (Ahmed, 2006), and found that there were actual courses in this respect, in addition to providing scholarships in the field of SP in advanced countries, which confirms the importance of training and education in the strategic planning (Feltes, 2002 cited by Abdulla, 2009). The following are the studies that the researcher found to overcome the barriers (Porter, 2008; Dess *et al.*, 2007; MBNQA, 2004; Porter & Yergin, 2006; Sun *et al.*, 2005; Daft, 2003; Balzarova *et al.*, 2003; Dickenson *et al.*, 2000).

6.2.5 Islamic And Arabic Culture Factors

6.2.5.1 Islamic Culture Factors

The literature review highlights the effect of the Islamic culture on management activity and its application in respect of the SP or the interest in the human resources based on the fact that work is worship and a cornerstone in Islam. The following are the most important studies which the researcher cited (Interact UAE,

2010; Abdulaziz, 2009; Awad, 2009; Shabsough, 2007; Al-Haj, 2006; Darwish, 2000).

The Islam value pay attention to the strategy as important tool to develop the human life as a work approach, and as a form of worship (see Al-Quran, Yousif; verse 35; Abdulaziz, 2009; Awad, 2009).

The Holy Quran, the Tradition of the Prophet (Peace & Blessings of Allah be Upon Him) and the tradition of His companions have applications to administrative science. They inspire hard work, planning, organisation, direction and surveillance. All this has constituted a magnificent value in the Muslim society such as Dubai as a moderate Arab and Islamic environment (Al-Quran, Yousif, verse, 47-49, Al-Anfal, verse, 60).

Some implementation of the planning process in the Arab world contrasts with the Islamic direction to look to the future, and to think and work to achieve desired goals (see Abdulaziz, 2009; Rees & Althakhri, 2008; Shabsough, 2007). Some Muslim communities misunderstand the Islam view of future planning, and neglect in following it, preferring following word "*Insha Allah*" meaning "if God wills" instead of planning (Furnham, 2005; Schneider & Barsoux, 2003). Based on the interviewee results there were some barriers emerging in the government level during the collection data from bureaucratic leaders, as some managers were not preferring the long term plan and focusing in daily work, which means this barrier was not related to the Islam direction and value. This study confirms there is no conflict between that the future planning and the *Allah* hands.

According to those interviewed there was a common agreement on some Islamic and tribal factors which had an effect on the SPFP such as: **first**, the relation between the leader and the subjects based on the Islamic direction and the role of tribes and the necessity of obeying rulers drew it from the original Arabic traditions (UAE interact, 2010, Jamal, 2001), which pay great attention to the people's obedience to their ruler if such obedience is in the interest of society and the nation as a whole (Shabsough, 2007; Ahmed, 1992).

This Islamic factor had great impact on the Arab culture (Mohamed, 2005), and definitely on the UAE culture. Obedience to Allah comes first, then obedience to the prophets and last the obedience to the Rulers.

Second, paying more attention to the interests of society than personal interest (UAE Interact, 2010; Obaid, 2009).

Third, the necessity of consultation between the Ruler and his subjects in the interests of the nation at the political, economic and social levels (Ahmed, 1992; Khan, 1985). This factor also includes the prohibition of doing harm to other societies and the respect of all religions. Consultation (Shura) is one of the most important principles in Islam (Abdulaziz, 2009; Al-Haj, 2006). Muslims at all times and places are given the opportunity to select the mechanism which is appropriate for implementing the principle of consultation according to the Quran and Haddith (Al-Quran, Al-Shura, verse, 38; Al-Imran, verse, 189), Al-Hadith (Prophet Muhammad's Speech, Bin Majah).

Based on the common interviewee's answers, the researcher has summarised **the positive cultural features in UAE culture**. This is represented by several factors that are extremely important such as:

Firstly: Aligning with the organisational factor in the interest of political leadership in adopting SP and performance quality as an approach to developing the Emirate of Dubai and the United Arab Emirates in general and setting out a vision right up to 2021, and doing this through setting achievable priorities; and encouraging people to put fear of change aside as an actual culture to be adopted by the Emirate of Dubai and the UAE (UAE Government, 2007). This was confirmed in the book written by the Emirate's Ruler "*My Vision*" and the Khaleej newspaper (Al-khaleeg, 2010; Bin Rashid, 2006).

Second: concerns on the ability of the UAE citizen, amongst many other multinational colleagues, to maintain a sense of belonging and loyalty to the UAE homeland, and through that a willingness to overstep learning obstacles, in order to develop his own country through playing an important role in the SPFP.

This also highlights the role of UAE Arabic Muslim women, who are encouraged to participate with their fellow brothers and colleagues in formulating the govern-

ment plan (Ali & Al-Owaihian, 2008). This refutes western suspicions and accusations about violating women's rights and not making them equal with men, under the claim that the Islamic Religion opposes this. Rather, the Islamic Religion is free from these false charges, as it gives women their full rights, but according to moral and legitimate criteria that preserve women's rights in first place, even before men. This point became significant during the study, and was not included in the selection of previous literature. However, the researcher has singled out some references in this chapter. The researcher is going in depth in the Arabic cultural factors after the interviewees and Islam deal with some factors as the following factors:

6.2.5.2 Emiratisation

The outcome observed in the SPFP which is presented by participation of native UAE male and female citizens, was the most important outcome on the individual level (Al-Ali, 2008; Suliman, 2006). Here, the researcher refuted doubts raised by some residents about the weak capabilities of UAE people in the professional field or in strategic thinking and planning, due to their poor culture. The researcher also refuted claims expressed by some foreign countries about restricting women's rights and weak human resources capabilities in the UAE as mentioned by the researcher earlier. The researcher will address these points as one of the scientific contributions of this research about the role of UAE citizens in developing their own homeland as the following sub-points.

Although the City of Dubai is an Arabic city, and considered one of the most important commercial cities of the UAE, and uses the Arabic language, the language of the Noble Quran, as the official language in official departments according to the law and constitution (Al-Haj, 2006), Nevertheless, it is the English language that has had, and still has, the biggest impact on work in these departments. It has also had a very great effect on commercial activity through multi-culturism and multi-nationality, by being the common language. The high educational and cognitive level of the UAE youth, who receive their education in English at top local and international universities, has helped them to communicate and develop their country towards easier communication and coordination.

This has been done in light of the principles of Islamic Religion, as well as **customs and traditions**, represented by Quran and Hadith Traditions, which allow learning foreign languages and respect of all nationalities. They acknowledge the fact that each ethnicity has its own religion and traditions, and state that no-one should be obliged to embrace religion (Al-Quran, Alkaferon, verse, 6).

In this regard, the researcher dealt with some reference confirming the role of the UAE citizen in developing and adapting his ability, in order to develop his organisation (Abdulla, 2009; Christopher *et al.*, 2007; Suliman, 2006; Darwish, 1999).

Within the UAE, citizens have been encouraged to a large extent, to develop their ability and adaptability in order to work effectively within these organisations.

The factors that have affected the UAE work environment can be summarised as follows: the terrain, the influence of Islam, language and history, and the people; their traditional and newer roles, generational differences, organisational culture and gender.

Due to large economic growth in the UAE and the Emirate of Dubai in particular, since its establishment, the UAE has been developing, rehabilitating and training its citizens, in order to steer the economy (Al-Ali, 2008) without the need for other nationalities. This is particularly so in specific areas within the emirate such as in the critical specialisations of the Police sector, and within the commercial sector, such as real estate.

This point challenges the controversial concept of the low value of the UAE citizen within the work environment, and gives preferential attention to other nationalities because of their larger numbers (Al-Ali, 2008).

The UAE, as well as the Emirate of Dubai, founded institutions and training academies in order to develop the native human resources in both the governmental and private sectors. It also enacted mandatory laws in 1990 to employ adequately educated UAE citizens in the private sector. Later, the government followed a strategic plan from 2007 that focused on Emiratisation (Dubai Strategy Features, 2007, Rees *et al.*, 2007). Then in the same year, the government extended and reinforced the first plan with a second federal plan that it developed in the second stage for the years 2011 to 2013. In these two plans, the government focused on the role of the

UAE citizen as an utmost value in the development process, and in cementing the unity of the UAE.

The government also stressed the role of re-training and reinstating UAE leadership to implement the strategic plan in the governmental work. It also highlighted the issue of emiratising all jobs in the Police sector through assigning high compensations and incentives to attract UAE citizens to work within the high quality concepts (Abdulla, 2007). This goal will not be attained, except by the UAE citizens themselves. This will raise the level of professional satisfaction for employees through provided incentives, which will therefore reflect positively on the quality of governmental performance, and will thus increase the level of general security perception (see also Fosam, *et al.*, 1998). These incentives have been, and will continue to be, successful within Dubai Police Force.

A highly-confident UAE citizen, then, is a positive point, especially in the field of strategy in general and the Police Force in particular, and it will contribute to consolidating security and quality performance, because of the special nature of this sector in addressing all expected changes. Thus, studies confirmed that planting confidence and taking care of the human resources contributes to the success and practical excellence of these resources as one of the impetuses of successful change. This was also confirmed by Arab and foreign Police studies (Abdulla, 2009; Shabsough, 2007).

The researcher was able to examine an opinion survey conducted for the population of Dubai on their trust in the security personnel and their feeling of public security. The survey showed that the citizens' trust reached 92.8% in 2009 (DP survey, 2009).

The results of the survey proved the ability of the UAE citizen and his culture to bear the workload, develop his country and adapt with different types of world cultures in all sectors, but especially the security sector.

6.2.5.3 UAE Female Citizen

The research refutes the views outlined in the UN human development reports of many years, relating to women's rights. The researcher confirmed UAE women's strong role in developing their country, their respect for the customs, traditions and

Islamic religion of their country. He established that they had equal opportunities with men to hold senior positions such as ministers. Women's equality with men also includes the appointment of women as supervisors of strategic planning work teams for Dubai and the UAE as a whole. UAE women are given the opportunity to participate in the teams entrusted with formulation and performance follow-up. In the following points, the researcher sheds light on the results he obtained from the interviews.

Based on the interviews and the questions raised, the researcher observed women's participation in formulating the strategic plan and their apprehension of the planned change in Dubai. They carried out their roles with confidence and without any discrimination between males and females in the principles of responsibility, rights and duties.

Women have been appointed at the state level as judges, ambassadors in foreign states, and as ministers of economy and social development, etc. In the interviews, it was established that many women held senior positions in Dubai. In the subject matter of the study, UAE women are tasked with coordination among the strategic sectors and supervising the implementation of the strategic plan. This constitutes evidence that women enjoy significant rights and privileges with no discrimination between them and men in spite of the foreign demands and claims that women in the UAE are deprived of their rights. The Islamic religion and the UAE constitution guarantee the freedom of women as a cultural value. This is essential in building the family and the society.

In HQDP, the strategic thinking and creative section is chaired by a UAE woman. Women are also included in the membership of the team charged with implementing the strategic plan for the Police, security and justice sectors. In the formulation mechanism, mentioned above, the researcher outlined that one of the significant up-down points used in formulating the plan in the Police service is the recommendations proposed by the Women Police Board whose membership includes UAE women.

In supporting the analysis, the researcher found Arab studies confirming that women represented 12% of the labour Force of the Arab countries in 1960. In

1980, their percentage in the UAE rose from 3.4% to 13.4%. In this regard, the UAE conducted a survey in which 186 persons participated. The survey aimed to know the society's reaction to the employment of women in government positions.

The answers were diverse. The younger generation advocated this attitude while the older generation was conservative to the same degree. 1.73% of the interviewed young men were of the opinion that the old generation is traditional while 20% were of the opinion that the old generation would consider that there were risks, since women are mainly trusted with the proper raising of children (Mostafa, 2004). Other studies on women in the Arab countries on the same topic differed: the outlook on women's participation in the labour Force was negative in Egypt (Abdullatif, 1998), and their opportunity to hold senior positions appeared to be limited (Mostafa, 2005). But it was positive in the UAE.

With regard to the Islamic Culture, a study affirmed that the people's point of view changes from country to country as women have been given more privileges than men in some countries, although there is only one religion and one principle applied in the women's respect for their duties towards their children and husbands. A woman must protect herself and be veiled from people other than her husband. The distinction lies only in the way in which these principles are implemented from one country to another.

6.2.5.4 Islamic Culture And Police Work

When it comes to Police activities, the Islamic culture has had a great impact. The Islamic culture stresses **obedience to the leaders in the army, guarding and security**, a matter which leads to commitment and interest in providing security and looking after the comfort of the citizens by developing Police human resources capabilities (Abdulla, 2009). The Quran and the Hadith confirmed the importance of providing safety and security to the people. This is clear in the Prophet's Hadith which says: "*Two eyes shall not be touched by the Fire: an eye that cried for fear from Allah and an eye that spent the night guarding in Allah's cause*". This Hadith or Sunnah means that those who work to ensure the security of people faithfully and honestly without endangering their lives, regardless of their sex, race, colour or religion, shall enter paradise and people who stay up at night to worship *Allah* shall also enter paradise. This actually emphasises the role of security in the people's

lives, which has an impact on the strategic plans of the Police Forces. The Islamic religion has a great impact in this regard as there are significant values derived from Islam.

The researcher has found values include truthfulness, honesty, integrity and impartiality that are applied in Police values (Quran, Quraish, verse 4; 2010, montada.rasoulallah.net/index, Bin Abas, Al-Hadith).

In terms of the Dubai culture environment, there were **Arab and Islamic value**; the following factors were mentioned as being significant:

- The nature of Arab and Dubai Leadership. It complies with what was mentioned in the first point of the chapter, whether leadership refers to the political senior leadership or the general managers of the departments, who show distinguished leadership skills. The supreme leadership of the government, represented by the Ruler, should have some characteristics of leadership such as the humane dimension and the ability to provide the proper ground and environment to deal with the needs of individuals to lead the change. These characteristics also include political and moral knowledge, accountability, credibility, the policy of undertaking responsibilities, long and short-term thinking, and leadership by expectation. (AlMatboona, 2009; Cameron & Green, 2009; Binrashed, 2006; Heifetz & Laurie, 1997; Kotter, 1995). The public administrators should have leadership characteristics, such as taking into consideration the unexpected risks, the comprehension of culture and authority, the adoption of planning for development and the consideration of the dimension of time (Katzenbach, 1998).
- The national identity such as Arabic, Islam, customs and traditions.
- The relation of the Emirate of Dubai with the federal system.
- The consultation between the ruler and his people.
- The Islamic values such the obedience to the ruler from Islamic and tribe system
- The internal experience and previous applications.

- The nature of the security work and the system of military control and commitment. It is noticed that the following factors contributed to the success of the SPFP of the HQDP, while they contributed to the weakness of the DGSP.
- The lack of information analysis according to a scientific approach.
- The non-participation of a representative from the security sector and the Police, especially in the formulation of the government vision.
- The weak correlation between the SPFP and the excellence criteria applied by the DGEP.
- The lack of studying UAE citizens and future expectation as it clear in part three.
- Lack of the UAE citizen in the field of strategy.
- The weak culture in respect of the significance of the security sector for other sectors.
- The lack of experience in monitoring risks and developing scenarios and alternative plans.
- The DGEP is not strong enough to apply the concepts of governance, disclose corruption, and implement accountability and financial control.
- The weak strategic culture in providing data and the non-use of the analytical performance reports applied in the departments and in the DGEP. It is noticed that the researcher previously mentioned all these points and ascribed them to the literature review which he mentioned in his analysis.
- The culture diversity of the UAE population.

6.3 PART Three: The Development of a Conceptual Model Framework

A conceptual model framework investigates the relationships between the research issues based on the findings of the research and identifies systematic patterns of interaction throughout the data analysed based on key themes in chapter two and chapter five. The business models are not recipes or scientific models or scale or role models, though they can play any or all of these roles often at the same time

(Baden and Morgan, 2010). The analysis of the model exposes a systematic pattern of consequences by the literature review research of using the RADAR self-assessment of SPFP from the excellence prospective that an organisation seeks to achieve in the complicated world to become a source of competitive advantage (Smith *et al.*, 2010).

Sekaran (2003, p.91) defined the framework as "*a conceptual model of how one theorises or makes logical sense of the relationships among the several factors that have been identified as important to the problem*".

Based on the aims and objectives of the study (Ramanujam *et al.*, 1986; Eden & Ackerman, 1993) stated that the SPFP can only be examined reactively after the strategy implementation. While it is important to assess the SPFP before and after strategy implementation by increasing the efficiency and effectiveness of the SPFP and measuring the input data to consider the value plan and the DGSP in particular at the three levels as is clear in Chapter 5, the government, security and Police sectors deal with the environment change. It means the successful organisation such as Police Force should adopt strategic management, excellence and quality management techniques, and requires the establishment of standards that strategy formulation can be evaluated with Dubai culture aspects (Ahmed, 2006). In analogy to a manufacturing process of private company, where the quality of the manufacturing process determines the quality of product, the quality of SPFP determines the quality of the services (Forstner, 2010).

The researcher has developed a model to assess and govern the SPFP from two perspectives: (McNamara, 2008; Sharif, 2005), first the RADAR tool, second the organisational culture Arabic and Islamic value, and barriers to the SPFP (Forstner, 2010, Daft & Mercic, 2009; Johnson & Scholes, 2008; Dess *et al.*, 2007; Singh, 2004; Sharif, 2005, & Michael & Beverly, 1991).

The researcher has investigated the validation of the suggested framework from four experts in strategy and quality field's. The framework developed by the researcher will be used as a tool to assess the SPFP by the RADAR tool based on the policy and strategy excellence criteria from Dubai culture perspective to identify the critical and cultural factors affecting the DGSP

Bureaucratic leadership and resistance to strategy is a major barrier to the SPFP, e.g. in the data collection phase and restructured the organisational structure. The key themes that could contribute to initiating and improving SPFP assessment are the organisational cultural factors and barriers with Dubai culture are: cultural diversity, bureaucracy, misinterpretation of the SPFP, benchmarking, and nation identifiers.

The researcher created the framework by reviewing the literature and investigating the framework validation. The discussion of the findings was used in the study of the multiple cases selected and the researcher has incorporated many of the factors that were considered to be significant both within the literature, and which were indeed uncovered by the research to fill the gaps as mentioned in chapter two, this point supported by Bowman (2006) cited Markides (1997); Hamel and Prahalad, 1994; Amit and Shoemaker, 1993).

6.3.1 The Conceptual Framework Structure

The researcher was able to investigate the RADAR self-assessment of the SPFP, organisational and cultural factors, Arabic and Islamic value, barriers that affecting the SPFP from quality perspective in the three levels (Government, security sector, and HQDP) based on the nature of the relationship between the concepts of quality and excellence and the SPFP as both are two faces of the same coin and are a strategic tool.

The researcher found that the **assessment** of the SPFP is more difficult than the assessing of the implementation in Dubai. However some studies have found the formulation is easier to assess than the implementation process (Acur & Englyst, 2006), and suggest that the RADAR tools should therefore take into account the following:

- The Culture aspects of Dubai to assess the policy and strategy excellence criteria,
- the policy and strategy excellence criteria should take in account the following points:-
 - The UAE culture Aspects;

- The UAE citizen needs and future expectation as first priority based on the UAE strategy 2021;

-The awareness of long term plan and the assessment and evaluation processes, to reduce the leadership bureaucracy (see Gosling & Mintzberg, 2003; Mintz berg, 1996)

-.The Islamic and Arabic values, beliefs, national identity, customs and traditions

Based on findings in Chapter Five and the discussion in Chapter Six, and on the literature review, the researcher is going to group the finding results that affect the SPFP in Dubai Government as the following group and explain the impact of these groups in the conceptual framework:

- **Government and Organisational factors :**

- ✓ Political leadership commitment.
- ✓ Consultation and conversation.
- ✓ Governance and accountability concept
- ✓ Benchmarking
- ✓ UAE citizens effort in the SPFP
- ✓ UAE female citizen effort in the SPFP
- ✓ Excellence award
- ✓ The military and Police value and pledge.

- **Islamic and Arabic factors:**

- ✓ Consultation between the ruler and his consulters
- ✓ Conversation between the ruler and the people
- ✓ Concerning in the society interest more than individual interest.
- ✓ The people trust and obedience to the ruler.
- ✓ Customs and tradition.
- ✓ National identify
- ✓ Arabic Language
- ✓ Islam religion

- ✓ The obedience of officers to the higher rank.
 - ✓ Dubai relations with the UAE federal system.
 - ✓ Loyalty of the citizen to the UAE homeland
- **Government and organisational barriers:**
 - ✓ Bureaucratic leadership.
 - ✓ Misunderstanding of the SPFP approach
 - ✓ Lack of vision and mission
 - ✓ Lack of communication and cooperation.
 - ✓ Lack of training.
 - ✓ Lack of SWOT & PESTEL framework for security and Police Force.
 - ✓ Lack of finance and resources
 - ✓ Lack of identifying the risks, alternative plan, and scenario plan.
 - ✓ Lack of DGEP to find the corruption.
 - ✓ Lack of budget.
 - ✓ Lack of time.
 - ✓ Lack of empowerment.
 - ✓ Lack of motivation.
- **Cultural barriers:**
 - ✓ Culture diversity
 - ✓ Ignoring studying the UAE citizen needs and future expectation
 - ✓ Evaluation
 - ✓ Resistance to strategy
 - ✓ Blame culture
- **Technical barriers:**
 - ✓ Strategic database

Figure 6-1 RADARISES The SPFP, Organisational culture factors, Arabic and Islamic factors, and barriers to the SPFP are obviously in different colour groups for the three levels:



6.4 Limitation of the Research

It was noted by Yin (2009) that every research is subject to specific limits with respect to the researcher. The research that is the subject matter of this study is no exception.

The research approach is the procedure of collecting and analysing the information that achieves the goals (Zickmund, 2000; Adam & Healy, 2000). Although significant efforts were exerted in this research, it was impossible to examine all effective factors that would impact on using RADAR self-assessment on SPFP. Accordingly, the research limits can be outlined as follows:

The study was confined to the assessment of the SPFP of the government sector, especially the DGSP for 2007-2015 to be used as an applied case which included three levels, the level of all sectors, the level of the security sector, and finally the level of the HQDP. Benchmarking would be conducted with international Police systems in UK. The findings of the study were linked to key themes as (Yin, 2009). This study pays little attention to other applied cases (Saunders *et al.*, 2009).

No study was conducted in the literature review on the RADAR self- assessment of the SPFP in the governmental sector in the society of the UAE in general and Dubai in particular.

No study was conducted also in the literature review on the studying the UAE citizen as first priority in the DGEP that align with the UAE vision in 2021.

Some information was not available for publication, and was therefore not copied by the researcher, such as the states and cities on which comparisons were conducted as benchmarks at the level of Dubai Governement . The researcher examined these comparisons during the interviews and the check of documents, in addition to the results of plans and respecting the protocol of meetings. The interviewed persons and the researcher agreed to respect the privacy of information and not to disclose or publish the same. The researcher had to respect such a request. This did not affect the process of assessing the according to the strategy and policy criteria of excellence. It was necessary to review the documents proving what was going on in the interviews.

The investigations during interviews may be affected by the researcher's perspective on the subject of the study. However, such an effect is low (Yin, 2009; Miles & Huberman, 1994) due to the adoption of a well-organised scientific methodological structure as mentioned in chapter three to avoid any bias. This was affirmed in (Easterby & Smith *et al.*, 2008; Gill & Johnson, 2002; Robson, 1993) stressing that the potential shortcoming in the research is the possibility of partiality. It may be limited. This limitation appeared during the assessment of information collection and analysis stage. Notably, the researcher endeavoured to avoid such bias. The researcher also point to the following comments:

- It is possible that the researcher used unintended indications that led to expected answers by the researcher (Miles & Huberman, 1994). This was avoided as much as possible as he participated in the SPFP of the governmental. This is for the researcher to be impartial and give freedom during interviews to the interviewed persons, especially the middle level to not answers.
- Personal limitations. This means that the researcher may be able, during the assessment to present a specific notice during the interviews, but he sought to avoid this as much as possible.

As part of the limitations of the research, the researcher could not record some interviews from the moral perspective which may lead to the loss of important information, especially with the senior level (Saunders *et al.*, 2009). The researcher attempted to write down the field notes as much as possible or make signs of reminding with the aim to write data and information as much as possible to deal with a specific point. After the interviews, the researcher spent some time writing these points in detail to make use of them in the analysis stage.

The limitations also included the difficulty of dealing with the difference of answers obtained from the interviewed persons, and their reply to what was required (Saunders *et al.*, 2009). So, the researcher was keen on diversifying the sources of information through examining the documents and observation.

6.5 Chapter Summary

In this chapter, the researcher was able to discuss the findings of this study according to the RADAR self-assessment to assess the SPFP within Dubai culture which is dominated by strong uncertainly avoidance. The government and people seek to find a good plan that aligns with their requirement and culture can implemented in easy way to resolve ambiguous situation. There is convergence between the findings of RADAR self-assessment in first part and the investigating of the organisational culture factors and barriers in part two.

At the government, security sector and HQDP the finding results show total agreement about the importance of assessment but some respondents were not sure about the effectiveness of RADAR self-assessment to assess the SPFP within Dubai culture, as the assessment is criticism by some respondents. Also, there were important factors such as the role of the political leadership commitment as transformational leadership and this contradicts with the western literature as mentioned that Arab leaderships are autocratic , and the role of the UAE citizen in general and female in particular during the SPFP. These factors were influenced by the Islamic and Arabic culture. However, there were some agreement about barriers to the SPFP such as ignoring studying the citizen needs as complex concept in the great culture diversity in Dubai with more than 200 nationalities, and finding some bureaucratic leadership thinking in daily work and short term plan rather than long term plan (Porter & Tanner, 2004). Thus, cultural values of Arab countries are different from state to other and can change over time to meet the international standards (Rees & Althakhri, 2008). Accordingly, to the above discussion based on the key themes of this study. The table below explains the convergence point between the literature review and the discussion of field study.

Table 6-2 Convergence, divergence and ambiguity of the self-assessment of the SPFP

Themes	Convergence	Divergence	Ambiguity
RADAR self-assessment of the SPFP	✓	Policy and strategy excellence criteria can modified with Dubai Culture based on the culture diversity	In general RADAR not examined with culture
Organisational and cultural factor (Political Leadership)	✓	Political leadership is transformational leaders within difference culture and not autocratic Managers can formulate strategic plan with Dubai culture based on Islam required	-
Islamic and Arabic value	✓	Tendency to use the conversation and consultation between the ruler and the people The obedience of the people to the ruler for the society interest	
Barriers to the SPFP	✓	There are attempts to move from centralisation (top-bottom) can diverse to mix method (top-bottom; bottom-up) in Dubai culture limited time for the assessment	The assessment is considered as criticism

At the end of the chapter, the researcher acknowledged the limits of the study. This helped the researcher produce recommendations for future studies that are appropriate for improving the assessment of SPFP for the government of Dubai in general and Police in particular and developing the future studies based on the studying the UAE citizen needs as priority customer, the concept of bureaucracy in Dubai and suggestions for SWOT analysis for Police work that relates to Police culture and work.

CHAPTER SEVEN CONCLUSION AND RECOMMENDATIONS

7.0 Introduction

The aim of this research is to verify the suitability of the RADAR technique as a quality assessment tool and method in assessing the SPFP of the Dubai Government, security sector and HQDP during the period 2006 to 2007, considering that the characteristics of both Dubai's cultural and social nature are distinct from other communities, as are those of Islamic and Arab society. This tool is concerned with applying the concepts of governance, learning and continuous improvement by detecting the most important points of strength and points for improvement, then specifically investigating the organisational and cultural factors, barriers, and Arabic and Islamic influences that affect the SPFP. To achieve the aim and objectives, the significant related literature was examined to identify the concepts of the quality framework in general and RADAR in particular, and the organisational and cultural factors that can help in assessing the SPFP and in increasing the success rates of Dubai's strategy. The researcher found from the western literature and the field study that RADAR is the most commonly used self-assessment tool in the world of excellence awards. He also found that RADAR can succeed if it focuses on cultural aspects in assessing the SPFP in Dubai's cultural mix as seen on the government, security and Police strategic levels. A case study methodology using three methods (semi-structured interviews, documents, and observation) was implemented: this chapter will summarise and give recommendations and summarise contributions, and suggest future studies, whilst taking into consideration the limitation of this research to Arab societies.

This study has benefited from the researcher's experience and his background in strategy and self-assessment field work as a quality assessor certified from the EFQM, and from his membership in the British and the UAE strategic planning associations. This is an extra advantage in the Arab world because there is a lack of

specialised self-assessment excellence model expertise. The researcher used both primary and secondary information in order to achieve the aim and objectives of the study, through reading and reviewing past and current literature to understand how the quality assessment framework works with the SPFP and RADAR; the field study was carried out using semi-structured interviews to collect data with a main case study taking place in Dubai and a supporting case study in the UK.

7.1 Fulfilling The Aim And Objectives, And Answering The Research Questions

The main questions raised in the research which would fulfil the main aim of the study were previously determined in Chapter 1. This was to use the RADAR self-assessment quality toolkit to assess the SPFP for the Dubai Government , security sector and HQDP plans and to investigate the organisational and cultural factors, Arabic and Islamic cultural factors, and the barriers that influence them. The aims of the study could be achieved if the following steps are taken:

- A review of the literature that relates to quality frameworks for strategy development focusing on the self-assessment tools that are related to the SPFP via RADAR self-assessment and on identification of the common types of organisational and cultural factors from Arabic and Islamic culture and barriers that affect the SPFP. To reach and achieve this objective, this study addresses the literature review in chapter two in three parts, and lists key themes related to using the RADAR self-assessment toolkit and organisational, cultural, and Islamic factors and barriers affecting the SPFP.
- A new RADAR self-assessment toolkit should be built that considers the characteristics of Dubai as both an Islamic and an Arab society, and of the SPFP in the security sector in a relatively unique cultural environment.
- Specific attention should be paid to Arabic and Islamic critical cultural factors that affect the SPFP and the specific barriers to successful SPFP should be identified. The researcher achieved this objective on the basis of a review of the Holy Quran, Arabic literature and Dubai's culture in chapter four discussing areas such as the customs and traditions, tribes, strategy and economic history of Dubai since 1958 and the Dubai Police Force's history and

strategy, as well as population and cultural differences which are big challenges for the Dubai Government that affect the SPFP from the quality perspective.

7.2 Summary of Literature review

Theoretically, there are various quality assessment approaches to assessing the SPFP. These include generic approaches for example goal-centred, comparative, normative, and improvement approaches (Platts *et al.*, 1996; Raghunathan & Raghunathan, 1994). For the efficiency and effectiveness of the quality assessment in these four approaches, there should be a balance between the formulation and implementation strategic processes and between culture, rewards and boundaries (Karami, 2007; Tapino *et al.*, 2005; Bound *et al.*, 1994). Different quality and excellence framework tools based on the above approaches include tools such as ADLI, PDCA, and RADAR (Kay *et al.*, 2003, Clark, 2002). The tools take into account the organisational factors of leadership, strategy, motivation, recognition and reward (Juran & Godfrey, 2000), and financial resources to provide continuous improvement (Forstner, 2010).

The majority of Arab societies including Dubai apply the RADAR and EFQM models in the government and private sector without considering the cultural aspects (See Forstner, 2010). The key themes of this study, RADAR self-assessment within Dubai's culture, Islamic factors, and organisational and cultural factors such lack of leadership commitment, lack of clear vision and mission, lack of communication, lack of motivation, lack of empowerment are stated in chapter two.

The problematic character of RADAR is due to it not being considered in the context of Dubai's culture. It should be modified in terms of the Arab and Islamic culture on the basis of the limitations of research in this field in the Arab world. This means the aim of this study which is to investigate the RADAR to assess the SPFP within Dubai's culture, will produce a new tool which will lead to the beginning of a better quality future for the UAE in general and Dubai in particular, a tool in which people are a cornerstone in the journey to quality in the SPFP. It will also support Dubai's government and Police Force due to the fact that this study is the first of its kind in this part of the Arab world that makes a critical assessment of Dubai's culture as an Arab, Islamic culture which incorporates cultural diversity

due to the huge number of different nationalities, and which is concerned with studying the citizens' needs.

7.3 Summary of Methodology

To take advantage of this research and to achieve the desired quality in the research, the researcher had to choose the approach appropriate to achieving the goals and objectives of the study as mentioned in Chapter Three which is dedicated to the research methodology. The approach of the research was a "*Phenomenological (Social constructionist philosophy)*", and a case study research design strategy approach (See Yin, 2009). Critical analysis (key themes) based on the literature review has guided this study in choosing the appropriate research approach.

To understand in depth the phenomena, the researcher used triangulation of data-gathering methods; thus semi structured-interviews were carried out with 17 interviewees from TM and MM who were dealing with the formulation and implementation of quality in Dubai This was the basic tool used for data collection by the researcher and the two quality assessors from the EFQM and local bodies to ensure partiality and credibility according to the RADAR self- assessment toolkit in the research strategy adopted. In addition, documents have been reviewed which were introduced by the respondents in the EC in the government sector, in the security Forces and in the HQDP. The observation method was used.

To achieve the aim and objectives, this study tried to answer various interview questions which are described below. The interviewees were asked different question related to the key themes (RADAR self-assessment and the organisational and cultural factors) focusing on four main questions: How can RADAR self-assessment tool help in assessing the Strategic Plan Formulation Process (SPFP) of the Dubai Government sectors, focusing in security and Dubai Police according to the strategy excellence criteria? Why? Does the SPFP include the current needs and future expectations of all stakeholders? And what specifically are needs and expectations of the society relating to the UAE culture? Does the SPFP include accurate information obtained from organisational performance measures, research and studies and the results of organisation learning? How the government, security and Dubai Police prepare, review and update the SPFP? And what specifically are

aspects of the UAE culture to be considered? How the government communicate the strategy to increase the awareness of all people, and deploy the strategy through targets, as result of the SPFP? How the specific culture aspects are considered in communication and deployment? How the government aligns people in terms of cultural differences, language, tradition and religion for SPFP? What are the Arabic and Islamic critical cultural and organisational success factors and barriers influencing the quality of SPFP? Why and how? How are the barriers affecting the quality of SPFP in Dubai Police, and why?

The multiple case studies of the DG, the security sector, and the HQDP contrasted to the international Police Force case study were chosen as case studies in order to accurately describe and thoroughly understand the various elements. Finally, the researcher carried out the analysis and discussion of the findings of the case studies. The analysis of the data in Chapter 5 translates the responses and answers of those who participated in the assessment of the SPFP supporting by documents based on Creswell's (2003) model.

7.4 Conclusion

The researcher obtained reliable and valid qualitative data from semi-structured interviews using open-ended question which were administered to relevant persons who are in charge of quality and of formulating government and security strategies in the Dubai Government and on those Police leaders who are taking the responsibility for formulating the policing strategies for the Dubai Police Force. The findings are directly connected to the rationale of the study which was to find out how to answer questions about applying the RADAR method to assess the process of formulating strategies for the security sector in the Dubai Government as well as in the Dubai Police Force

7.4.1 Summary of Statement Findings

The main finding of this study is that Dubai is the first city in the Arab world to have applied the excellence model and strategy to improve the performance of the public and private sector so as to develop the future economy of Dubai and pass successfully through the international competitive world. This took place on the basis of the Ruler of Dubai's vision for his country and in a way compatible with

Islamic values and carried out future planning in the interests of society (See El-hees, 2008); there are a number of findings as can be seen in the following:

7.4.1.1 RADAR Self-Assessment and Excellence of the SPFP

The main finding showed that leadership drive and strategic development (EFQM, 2010; DGEP, 2007) and the assessment and strategy applied using the top-bottom approach were led by the highest levels of the Dubai Government represented by the political leadership, with the Ruler of Dubai (Sheikh Mohammed) as the main organisational critical factor for the success of Dubai's strategy. However, the assessment and evaluation process is still seen by some as an indictment of Dubai culture on the basis of the bureaucratic Arab culture (Gosling & Mintzberg, 2003). Based on the RADAR toolkit's policy and strategy excellence criteria, the main findings are:

- 1- The Dubai Government has ignored the necessity of studying the stakeholders' needs in general and the UAE citizens' needs in particular to achieve a competitive advantage on the government and security level within the cultural mix of Dubai; the only exception was HQDP that surveyed the stakeholders' needs annually (Gray, 2011; Svava & Denhardt, 2010; Poole, 1998; Belohlav, 1993).
- 2- The RADAR self-assessment and benchmarking report can identify strengths and improvement areas, and can support the environment analysis stage in the formulation process (Wit & Meyer, 2010; Clark, 2002; Bounds *et al.* 1994) based on the relationship between quality management and environmental analysis management (Giancarl, 2005). Furthermore, there was no special environmental analysis framework (SWOT, and PESTEL) for security and Police Forces.
- 3- The assessment and review of the SPFP were not taken seriously because of the bureaucracy of managers which was due to the practice in Arab culture of looking at evaluation as criticism, and of trying to avoid the blame (Mead, 2005; Schneider & Barsoux, 2003) and to lack of time. However, the Dubai Police applied the assessment process based on 30 years experience in inspection and assessment; this was supported by HMIC (HMIC, 2008).

- 4- There was a high level of communication between the Ruler and the managers, and the commander of the Dubai Police to transfer the vision, but there was limited communication and miscommunication between the managers of some government departments, which caused a delay in collecting and exchanging the data for the SPFP due to the bureaucratic culture which implements a top-bottom approach (Raganella & White, 2004). Furthermore, there was a lack of motivation for formulating the strategy.

Finally, the researcher noticed, based on RADAR self-assessment tool that the assessment of the HQDP's SPFP level obtained the highest value (54), and then came the security sector (43.7), and last the government (40.9).

7.4.1.2 Organisational Cultural Factors and Barriers, Arabic and Islamic factors Affecting the SPFP

The researcher came to the conclusion that there was no influence due to the culture diversity in selecting the formulation team, and found some important factors such as:

The political leadership of Dubai can act as a transformational leadership due to the country having a collectivist culture based on the Arab tribal system and Islamic regulations which mean that the citizens will readily adopt strategy, embrace the leader's vision, and take on other ideas from the consultation think tank to help develop Dubai and build team work (Brain & Lewis, 2004; Zairi, 1999); this contrasts with results of the western studies which find that Arab countries are dominated by fatalism which is attributed to certain interpretations of Islam which hold that planning should be left in the hand of God (Schneider & Barsoux, 2003). However the study confirms there need be no conflict between planning and faith in God (Rees & Althakhri, 2008).

There are the highest multiple levels of knowledge of the Arabic and English languages within the formulation teams.

The barriers are:

- 1- The presence of bureaucratic managers mean that there is a lack of vision and mission because they focus on day-to-day work due to a lack of planning skills, and adopt top-bottom and centralised approaches (Beer *et al.*, 1990), This af-

fects communication, and leads to resistance to change, lack of empowerment, blame avoidance, no trust in the employees, lack of motivation, (Buchanan & Huczynski, 2004; Schraeder et al., 2005; Carnall, 2003; Maddock, 2002; Claver et al., 2000), and lack of an evaluation process and lack of time spent assessing the formulation process due to the Arab culture's perception of assessment as being criticism (Mead, 2005; Schneider & Barsoux, 2003; Friend, 2009).

- 2- Cultural diversity affects the SPFP's ability to identify the UAE citizen's needs.
- 3- Lack of a strategic database (Bani Hamdan & Idris, 2007).
- 4- Lack of a role for local consultants in the SPFP and too much trust placed in international consultants (Singh, 2004).
- 5- Lack of UAE citizens in the strategy and quality fields (Christopher *et al.*, 2009).
- 6- Misunderstanding of the Strategic Formulation Process Approach (Gosling & Mintzberg, 2003).
- 7- Lack of continuous improvement.

Finally, the Arab and Islamic factors affecting the SPFP are:

- Trust in and obedience to the Ruler if it is in the interests of the nation, as enshrined in the Quran and the Sunnah (Shabsough, 2007; Jamal, 2001; Ahmed, 1992).
- The consultation between the Ruler and his people in the interests of the nation at the political, economic and social levels (Ahmed, 1992; Khan, 1985).
- The role of the UAE citizens, especially women, in the SPFP (Abdulla, 2009; Ali & Al-Owaihian, 2008).
- Customs and traditions, national identity, and the Islam religion as Arab values (Al-Quran, Alkaferon, verse, 6).

There was a range of factors identified in the framework of chapter six.

7.5 Contribution to the Knowledge

Based on the aim of this study RADAR self-assessment is used to assess the SPFP in the government sector within the Dubai context; this study aims to fill the gaps

in the knowledge and different areas to contribute to the knowledge in the following ways. Firstly, RADAR has not been examined in the cultural context (Forstner, 2010). This study revealed that cultural values can be examined in the light of RADAR in the government and public sectors. Secondly; the policy and strategy excellence criteria for government and private sectors in the EFQM and DGEP excellence model have been designed in different cultures and contexts without considering the citizens' needs; this study reveals the citizen as a priority within the cultural diversity of the UAE in general, and furthermore adds excellence criteria aiming to avoid the corruption and human rights abuses in the Police sector. **The opinion that is expressed here is that the existence of this study can only be justified on the basis of its contribution to knowledge which in turn can lead to providing a better life for the citizens of Dubai. The purpose of this section is to offer evidence that shows the extent and the limitations of core ideas advanced in this study.** Hence the research contributions are as follows

7.5.1 Building a New RADAR Tool For The UAEs And Dubai's Culture

The researcher succeeded in using the RADAR self-assessment tool to assess the SPFP based on the above criteria on the government strategic sector, security sector and HQDP levels, and in investigating the Arab and Islamic cultural features that affect the SPFP and RADAR within the Dubai environment. This study has developed the process of RADAR (Result, Approach, Deployment and Assessment and Refinement) based on the following points:-

R: (Results)

- How the relationship between results and enablers works, in the light of the SPFP; this includes cultural aspects of Dubai's society.
- **A: (Approach)**
 - How does the SPFP approach reflect the cultural environment of the stakeholders in general and of Dubai's citizen in particular?
 - How can we be sure that the SPFP approach supports the strategy of the Dubai Police, and includes cultural values?

D: (Deployment)

- How the implementation of the SPFP approach is taking effect and how is it making the necessary changes to the cultural-specific aspects of the Dubai environment?
- **A & R:**
 - (Assessment on the basis of measured results) Is the scope of the results which have been measured consistent with the strategy of the Dubai Police, including cultural-specific aspects?
 - (Assessment on the basis of measured results): What is the relationship between different results, based on the strategy and cultural values which are included in the strategy of the government and the Dubai Police?
 - (Refinement): How are the government and Dubai Police learning from assessments to implement improvements, and how does this affect cultural-related aspects?

7.5.2 Assessing Policy and Strategy Excellence Criteria for the Government Department Level

There is a great shortage of studies on using the quality framework to assess the SPFP in the Arab and Gulf countries. No studies on the assessment of strategic plans in general or on using quality frameworks to assess the SPFP specifically for Dubai or the UAE were available.

This means that this research provides an important contribution to the knowledge by developing the policy and strategy excellence criteria mentioned in chapter two. Based on the results and discussion in chapters five and six which examine the overlapping complexity of **cultural differences**, the effect of the UAE citizens being in the minority and the priorities of the multi-nationalities customers that relate to the UAE in general and Dubai in particular, the following criteria are identified which are distinct from most other communities:

- 1- Does the SPFP include the current needs and future expectations of all stakeholders? In addition **what specifically are the needs and expecta-**

tions of society relating to UAE culture in understanding and anticipating needs and **developing state-citizen** opportunities?

- 2- Does the SPFP include accurate information obtained from organisational performance measures, research and studies and the results of organisation learning?
- 3- How do the government, security and Police Force prepare, review and update the SPFP, and **what specifically are the aspects of the UAE culture which need to be considered?**
- 4- How does the government communicate the strategy to increase the awareness of all, and how does it deploy the strategy by means of targets, as result of the strategy formulation? **How are the specific cultural aspects** considered in communication and deployment?

7.5.3 Adding a New Criterion for Assessing Police Strategy Formulation Process

Based on the findings and discussion on corruption in government departments the United Nation excellence awards recognised that governments need comprehensive criteria to avoid this. The researcher has benefitted from this aspect of the UN excellence awards (See appendix no.15), and finds that Islamic values also help support the awareness culture to ensure there are preventive aspects based on governance concept. These follow the contemporary method which has been applied in the HMIC in the UK and is mentioned in the literature review. This study suggests the introduction of a new category in the Khalifa and Dubai Excellence Awards that would relate to preventing and combating corruption in the Police based on the UN awards' principles:

- Awareness in the governance concept in government departments based on accountability in the performance process and results on the basis of assessing the needs of the government and Ministry of Interior and the needs and priorities of the UAE federal strategy (2021) and Dubai strategy (2007-2015) as local priorities.
- Awareness and inspection of the Police work values such discipline especially in Police work.

The researcher suggests that criteria be developed based on the European Foundation for Quality Management (EFQM) and the UN approach to policing strategy formulation processes which should be designed specifically for policing organisations in accordance with the assessment criteria required by the RADAR technique for assessing approaches (approaches are those methods or things or ways that enable organisations to achieve their objectives. Approaches are often called enablers). The researcher suggests that the criterion should be focused on policing corruption and protecting human rights and should be attached to strategy formulation process criteria. He recommends that the suggested criteria be focused on the inputs required for policing the strategy formulation process taking into consideration the fact that the work of the Police in its nature is quite different from the work of other government organisations. He suggests a number of items which should be examined in formulating these criteria. It is suggested that the following items be included in any examination:

7.5.3.1 Police Corruption policy

The researcher argues that the suggested criterion should include items on Police corruption to answer questions such as the extent to which the Police organisation benefited from the data and information obtained on Police corruption in formulating Police strategy. In fact the Police organisation is required to prove that it has a policy and procedures deployed to prevent corruption inside the organisation from taking place or to reduce the number of opportunities for it to occur. The suggested criterion requires the Police organisations to consider the information obtained on Police corruption as inputs in formulating Police strategy.

7.5.3.2 Protection of Human Rights

Nowadays maintaining human rights and preventing any kind of violation is an international community obligation which should be expected from all countries without exception. Police and security agencies are those bodies often accused of violating the human rights of individuals. Policing organisations in this regard are required to prove their adherence to the rule of law and provide evidence of how they are maintaining the rights of citizens to ensure that they are not being violated by their personnel; moreover they are required to treat people equally without any

kinds of discrimination. Diversity is a crucial cornerstone in human rights issues; therefore the researcher called for it to be included in the list of items to be examined (criteria) which was designed to assess the process of formulating strategy in policing organisations. The Police performance in managing diversity by deploying the RADAR technique might be assessed by observing to what extent the Police promote a culture of equality and whether they strive to eliminate all kinds of unlawful discrimination based on colour or race. Data and information obtained in this regard are subject to assessment in formulating the policing strategy. The suggested criteria are:

Table 7-1 Preventing Police Corruption and Protecting Human Rights Criteria

Criteria:	
a	Are policies, plans and approaches designed to prevent Police corruption?
b	Are all the Police staff trained and educated about Police corruption (For example how it might occur)?
c	Are there any objectives and targets for eliminating corruption and reducing its occurrence?
d	Have any tools been adopted to control Police corruption?
e	Are the corruption policies, plans and approaches in the Police organisation fully integrated with approaches deployed in the Police (For example the personnel policies and approaches used to train the Police staff)?
f	Are there any mechanism to monitor and document the cases of corruption and human rights abuse?

7.5.4 Designing New Areas In The SWOT And PESTEL Analysis of Policing Organization

The researcher recommends particular specialised practices which are used for examination (SWOT analysis and PESTEL) to be included in the policing analysis; these consist of seven categories (see appendix no.9) based on the result of RADAR self-assessment and the critical organisational factor results from the literature review and findings. The appendix no.9 illustrates the items used for examination which are designed especially for policing organisations. Such findings have not been examined before, which means that this research fills a gap in existing

knowledge and provides an opportunity to contribute to the current knowledge within the field of quality and SPFP in government, security and Police Forces, taking into consideration Dubai's environment.

Finally, this study adds to the literature proving that Dubai's political leadership is transformational and not autocratic.

7.6 The Research Originality

The first claim to originality can be easily attributed to the fact that this is the first study that investigates the SP in Dubai's public sector and in the wider area of the Gulf region. The research's originality stems from a deep understanding of the mechanisms employed for using the RADAR quality tool to assess the SPFP of Dubai's government, security sector and Police and from understanding the Arab and Islamic cultural factors affecting SPFP and RADAR and the barriers affecting the SPFP. It is also a fact that there are no similar previous studies on the quality assessment of the SPFP in Dubai's government, and furthermore, it is the first scientific quality and strategy research on Dubai's Police Force. Moreover, few studies have paid attention to the quality assessment of the SPFP around the world. This means that this study will add to the knowledge of the government, security and Police fields because it is addressing the use of the RADAR quality assessment tool in the SPFP within the context of Dubai. Furthermore, this research addressed the barriers to the SPFP in government departments which in turn enhances the knowledge in the field of the SPFP in relation to the Police Force.

There were no previous studies to study the initiatives launched by the Dubai Government s to adopt SP in order to develop its economic, social, security, cultural, environmental, and infrastructural capabilities. Based on these facts, this research supports and strengthens scientific outputs that promote the application of quality assessment in the SPFP process at the national level especially in the governmental sector.

This study also opens research inquiry into new areas. These areas have surfaced and require further investigation Furthermore, it was against this background that this study examined some important scientific contributions that have been obtained and could be used by other researchers. These contributions are as follows:

This is the first scientific study in the UAE, especially in Dubai, that assesses the SPFP of Dubai as the first official strategic plan. It is also the first study to apply the policy and strategy excellence criteria to the SPFP, and clarify the gap from the perspective of quality and planning. However, this study could not cover all the gaps that have emerged from the literature review, for instance, the requirement to redefine the model to focus on citizens rather than on customers. In addition the issue of corruption is another area that requires the investigative skills of a researcher to assess the impact on the model.

This is also the first study that assesses the strategic plan for the Police and security Forces in Dubai in accordance with the SP system as there are no past studies in this regard. This is especially critical as Dubai Police applied the Strategic Planning and quality system more than 15 years ago. This study contributes towards understanding the influences of the Dubai excellence model on delivering a quality service to the citizens of the state. The innovative aspect is that this study provides a means of assessing and improving the tools that can measure the effectiveness of security and Police quality.

The study is exceptional in compiling the success-leading and cultural factors that affect the process of the SPF. These factors were collected by the researcher from a wide spectrum of past and current literature from western as well as from Arab and Islamic sources in the environment of diverse cultures and religions in the Middle East. Accordingly, this study constitutes a scientific contribution and confirms that Dubai's plan accommodates all cultures and respects all nationalities and religions. Previous scientific studies on SP in the UAE were conducted only for the private sector, and were restricted to the information technology sector. Cultural factors have not been considered by those who conceived the excellence models as well by past and current researchers.

All the factors mentioned above have contributed towards the proposed self-assessment RADAR toolkit being used to assess the strategic plan, not only on the constitutional level, but also on the national level as is practice with international awards.

This study links the criteria of excellence and quality represented in the policy and strategy standard regarding the SP approach. This gives significant importance to the role of quality and excellence. Thus, it ensures the excellence of the SPF proc-

ess in a professional manner. This would lead in the future to the development of knowledge by applying the quality concepts in the planning of developing countries although Dubai is among the countries that have achieved high growth rates as is indicated in global competitiveness reports and global human development reports. This can be considered a scientific contribution and refutation to the international reports that doubt the ability of the Arab countries to sustain their economic growth particularly amidst the current global financial crisis. It is important to admit that the Arab and Islamic studies lack in discussion of the impact of the Arab values, customs and traditions and Islamic values on the SP system in general and the SPFP in particular. This is also a scientific addition by the research. In addition to the above, this study has developed a benchmarking study contrasting the global excellence awards set out in chapter two, although the DGEP was developed more than 13 years ago, but is compared to the excellence models developed before it.

The researcher prepared a normative comparative study comparing Police Forces represented by HQDP and the South Yorkshire and HMIC in the UK. This study found that other Police Forces have applied the SP system recently. However they are to be considered well-established due to the stage of development of the countries in which these Police Forces exist. This study observed that such Police Forces did not make use of the benchmarking agreements concluded with Dubai to develop their strategic plans, and vice versa.

This study has also developed a practical and structural framework to measure the impact of culture on the quality of the SPFP. This framework can be exploited by future researchers from other sectors of the Dubai strategic plan such as the economic, developmental, social, infrastructural, and environmental sectors. They can apply such a framework and link it to the stages of plan development, through the criteria of policy and strategy.

The researcher added a new dimension to using the self-assessment toolkit by providing more details by giving weight to the subsidiary activities that led the subsidiary factor that are complementary to each systematic stage of RADAR: application, assessment and review. This provides a new additional perspective to developing accurate benchmarking which should be employed in implementing RADAR

and determining the best plans at each stage, and determining the most accurate way to implementing the formulation approach.

7.7 Recommendations For Future Research

The researcher summarises his remarks for future studies in a number of important points as follows. It can be said that a number of local governments in the UAE, or governments of other countries endeavour to apply the quality assessment component of the SPFP in conformity with their environment. They aim, by doing so, to improve their services and production according to the needs of their respective population, to achieve their satisfaction whether as investors, residents, tourists or citizens. So the direct and clear-cut method to be employed for future studies can be clarified in the following recommendations:

1. To investigate the concept of “*customer*” and the “*citizen*” – the problem and its nature in Arab organisations in general and Dubai in particular, taking into consideration Police work. These two concepts need to be better understood and redefined within the excellence quality framework.
2. To carry out research on the complex interaction in the Arab world between religions, the state structure, and organisations as bureaucracies based on the complexity of the cultural issues: this is also an area that requires further investigation in order to understand the complex relationships that exist and their impact on security and Police service quality.
3. To study the experiment of the effective political leadership of Dubai in the light of it being transformational not autocratic because it deals with Dubai’s cultural diversity, to develop a role model of Arab leaders that applies the strategy, quality, and governance concept, taking into consideration the cultural values of each society (Rees & Althakhri, 2008).
4. To conduct an empirical study using the quantitative methodology with the quality self-assessment tool. The literature revealed that the performance of excellence award models is best assessed based on the qualitative research paradigm. Further investigation is required to determine whether the combination of qualitative and quantitative tools could produce a better assessment platform for assessing the outcomes of the Dubai excellence model.
5. To use the scientific or practical framework, developed by the researcher in the previous chapter. This framework ensures the application of the RADAR

on the SPFP whether on the national or institutional level to evaluate the benefits of this application, and to overcome all the expected problems which were detected in Dubai for example. This would help determine the excellence criteria which should be chosen to evaluate the SPFP in all other economic, social, environmental, and political government sectors. This would provide the opportunity to conduct a normative, benchmarking study on the role of RADAR in assessing the SPFP.

6. The scientific practical framework can be used in the private sector, and can be used to conduct a normative comparison between the private sector and the public sector in the UAE.
7. Use can be made of the scientific practical framework to make comparisons between the Police Forces and other sectors in the UAE or other countries in a comparative study that provides more depth and research possibilities. In this connection, consideration should be given to the environment and culture of every country in terms of the possibility of application especially when the influential factors are different or similar. This depends on the fact that the model provides a real picture of the people's vision and measurements at this specific time in Dubai.
8. Moreover, this study provides the first actual investigation and solid basis for researchers in the field of SPFP in Dubai although it is clear that the present research cannot cover every point or problem which may arise during the SPFP. This allows researchers to think more deeply at this stage using other criteria of excellence such as leadership, human resources or processes, to ensure their correlation with the policy and strategy criteria. This provides an opportunity for learning and continual improvement to develop a strategic vision for Dubai. This also produces a culture that can be transferred from one country to another.
9. The study can contribute to clarifying the role of the UAE citizens', especially women, in drawing up strategic plans to develop their nation.
10. It can also contribute to recognising the role of experts and consultants in developing the strategic plans for the governmental and Police sectors by addressing the negative points in this study and producing a comprehensive

model for SP based on the models mentioned in chapter five. This recommendation is not intended for researchers but for the Dubai Government : it is necessary to link the strategic plan of the Dubai Government to governance applications, and make the model of Dubai a global model for strategic thinking and planning.

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APPENDICES

APPENDIX1

Interview questions for the government and Security level:

1. What is your understanding of the reasons why the Dubai Government decided to develop a formal strategic plan after eight years of implementing Dubai Government Excellence program?

2. Sir, What was the process used to formulate the Dubai Government strategic plan within government level and security level as part of security, Justice and safety sector?
3. What do you know about the Dubai excellence program? Are you aware of the policy and strategy criteria standard? And what ways are the excellence criteria taken into account in the SPFP?
4. To what extent the formulation approach includes the current stakeholder's needs, future expectation, and the society needs which are related to Dubai culture?
5. To What extent the formulation process approach on accurate the government departments indicators, research and studies and the organization learning? And how the process review work?
6. What about the benefit from government self-assessment reports from the Dubai excellence program?
7. What are the main tools that government used in explain spread and implement the formulation strategy process?
8. How did the government follow and assess the formulation process in the first stage of environment analysis (collecting data and analysis and formulation the goals) of government level then the sectors level such as security sub-sector level?
9. What is your Knowledge about the role of RADAR quality self-assessment tool to assess the formulation process?
10. What is your understanding of how the government sectors align and developed the ability to find the best human resources for the team strategy formulation?
11. How did you develop the expertise to help the formulation process?
12. What was the role of the experts in formulation approach?
13. What was the role of the employees in each sector plan in SPFP? What about security sector?

14. What were the changes in organisational structure required in the government level or in the government departments to satisfy the formulation system?
15. What problems did you face when making these changes and how did you overcome them?
16. What do you consider to be the main factors affecting the SPFP of all sectors and in particular the security sector and why?
17. How does the Dubai culture affect the formulation process? And how the individual culture affected the formulation process?
18. Are the barriers that affecting the SPFP? How the governments overcome these barriers?
19. After the end of formulation process, what is your understanding of the benefits of the assessing the SPFP? How has this been communicated to your department?
20. If you could go through the formulation process again, what would you do differently?
21. Are there are any other issues about SPFP that you want to discuss?

APPENDIX 2

Interview questions for HQDP strategic team:

1. Why did HQDP decided to apply the Strategic plan since 1995? What are the reasons?
2. How do you evaluate HQDP readiness to go for the SP system since establishing it in 1956?
3. How did HQDP formulate the strategic plan, and how does the HQDP culture affect the SPFP?
4. What is your understanding of the reasons why the Dubai Governement decided to develop a formal strategic plan after eight years of implementing Dubai Governement Excellence program?

5. In 1996 Dubai Government applied the Excellence program: What do you know about the Dubai excellence program? Are you aware of the policy and strategy criteria standard? And what ways are the excellence criteria taken into account in the SPFP in HQDP? And how it gets the ability to find the financial and human resources, which are necessary to formulate?
6. To what extent the formulation approach includes the current stakeholder's needs, future expectation, and the society needs which are related to Dubai culture?
7. To What extent the formulation process approach on accurate the government departments indicators, research and studies and the organisation learning? And how the process review work?
8. What about the benefit of government self-assessment reports from the Dubai excellence program?
9. What are the main tools that HQDP used in explain spread and implement the formulation strategy process?
10. How did the HQDP assess the SPFP during the three periods and which way is sufficient for now? And how it follows and assesses the formulation process in the first stage of environment analysis (collecting data and analysis and formulation the goals)?
11. What is your Knowledge about the role of RADAR quality self-assessment tool to assess the formulation process?
12. How did you develop the expertise to help the formulation process?
13. What was the role of the experts in formulation approach?
14. What was the role of the employees in the strategy team in SPFP? What about supporting the security sector?
15. What were the changes in HQDP organisational structure required to satisfy the formulation system?
16. What problems did you face when making these changes and how did you overcome them?
17. What do you consider to be the main organisation factors affecting the SPFP and why?
18. How does the Arabic and Islamic culture in Dubai affect the formulation process? And how the individual culture affected the formulation process?

19. What are the barriers that HQDP faced the SPFP during the three periods (1995-1996-2007), and how the HQDP overcome these barriers?
20. After the end of formulation process, what is your understanding of the benefits of the assessing the SPFP? How has this been communicated to your department?
21. If you could go through the formulation process again, what would you do differently?
22. Are there are any other issues about SPFP that you want to discuss?

APPENDIX 3

Open questions for the HQDP partnership (South Yorkshire Police Force):

- 1- When did your Department decided to go for the strategic plan? And How? And what the role of experts and how much the percentage of employees participate in SPFP?
- 2- What were the changes required in your Department to satisfy the process after your department signed the M.O.U with HQDP?
- 3- How you are assessing the SPFP or SP in general? How has your department benefited from the RADAR self-assessment to assess the SPFP based on the policy and strategy excellence?
- 4- What are the organisational and cultural factors that affected the strategic plan formulation process, and how did your department deal with the factors?
- 5- Do you think the strategy control system in your department is effective in assessing the SPFP?
- 6- What was the role of the employees in helping the SPFP?

HMIC questions:

- 1- After 150+ years of experience in the field of assessing the performance of constabularies in the UK, what is your applicable mechanism in assessing the strategic plan for each constabulary, and specifically the SPFP based on the long experience in applying the EFQM?.
- 2- What are the organisational and cultural factors that affected the strategic plan formulation process, and how did your department deal with the factors

APPENDIX 4

Interview Transcript

This Interview transcript with (HSPEC) in the EC was in Arabic Language then translated to English Language.

Interviewee Position: Head of Strategic Planning- Executive Council -Dubai Governement (HSPEC)

Date: 13/09/2009

Interview Time and place: 11:30 am-13:20 pm – Executive council

The researcher did not introduce himself based on his position with the interviewee during the Dubai Governement strategic plan formulation process but he introduced the two assessors as explained in chapter three and five. He explained the research aim about using RADAR quality self-assessment tool to assess the Dubai Governement strategic plan formulation process, and confirmed that all information will be used only for the research.

1. What is your understanding of the reasons why the Dubai Governement decided to develop a formal strategic plan after eight years of implementing Dubai Governement Excellence program?

First, I want to thank you to choose the Dubai Governement strategic plan as case study for you research with focusing on quality framework because it is first government plan and still new and there is lack research in this topic in Arab countries, to answer your question, I can say in a sentence "vision without execution is a dream, while execution without vision is a nightmare". I want to say it is Sheikh Mohammed decision to translate his vision to develop Dubai Governement performance and creating a framework for performance accountability via formulating a formal strategic plan after the government departments have worked in strategic field since 1987 by implementing the excellence criteria.

Second, to raising the economic growth rates in Dubai to identify diverse income resources which could cover a scarcity of oil and to silence the external doubtful voices which claim that Dubai is not able to continually attract foreign investments.

2. Sir, What was the process used to formulate the Dubai Governement strategic plan within government level and security level as part of security, Justice and safety sector?

*In spite of applying excellence award for more than eight years, there is lack of long-term Strategic Plan culture at government departments also lack of governance system, the Dubai Government decided to work with international consulting offices to design the formulation process except the security sector as it has a specialist requirement. The strategic formulation process consist of formulating the vision, mission and the strategic goals in six working for the government level (economy and trade, infrastructure and environment, social development, security, justice and safely, and the government excellence sector), **second**, formulating the main directions and goals of each strategic sector to formulate the strategic initiatives and set performance indicators over 42 weeks. **Finally**, compile the plans of sectors over four weeks to formulate the strategic plan of Dubai.*

3. What do you know about the Dubai excellence program? Are you aware of the policy and strategy criteria standard? And what ways are the excellence criteria taken into account in the SPFP?

In my experiences, the Dubai excellence award is similar to the EFQM award and the excellence criteria's are familiar to the government departments since they were applied in 1994 in private sector and 1997 in the public., the departments have learned from the award but still have problem in implementing the excellence standards.

1.1 Could you explain how they have problem and why?

The criteria's were quite general and not detailed; particularly policy and strategy criteria focus in short term and mid-term strategy not long-term. As well as the general criteria is the role of leadership in formulating the strategy .The main reason for the problem that the criteria's are copied from international award and the government departments and employees did not participate in prepare and formulate the excellence award while the government departments and employees are participate in the formulation process of Dubai Government strategic plan.

2. To what extent the formulation approach includes the current stakeholder's needs, future expectation, and the society needs which are related to Dubai culture?

The government formulation process approach included the excellence criteria's such as benchmarking and studying citizens needs ,for instance in social development sector is focusing in the UAE citizen requirement such as the house, education, health and concerning the traditions and customs and the religion.

3. To What extent the formulation process approach on accurate the government departments indicators, *research and studies and the organisation learning?*
And how the process review work?

We focused on statistical information from the Dubai statistic centre which include the main indicators and all useful information for the formulation requirement. We haven't review the process but we always review the implementation of the formulation process approach with the strategy formulation teams.

4. What about the government self-assessment reports from the Dubai excellence program?

This report supported the excellence sector strategy.

5. What are the main tools that government used in explain spread and implement the formulation strategy process?

Workshops, meeting, and training

6. How did the government follow and assess the formulation process in the first stage of environment analysis (collecting data and analysis and formulation the goals) of government level then the sectors level such as security sub-sector level?

Based on the strategic formulation guide and approach, the main outline of the approach mentioned to the roles, responsibilities and competences of the high committee and formulation team members. The process began with collecting data and information. The teams conducted an analytical study of the internal and international environment. They were given a timeframe to finalize the formulation and implementation of the strategic plan. The assessing of these formulation process were employed by conducting periodic review from the executive council supervision team for every stage finalized in each sector. But honestly, the approach didn't include a mechanism for assessing and following up the strategic formulation process

7. What is your Knowledge about the role of RADAR quality self-assessment tool to assess the formulation process?

I don't have enough information how RADAR work, and there are a lack of understanding of RADAR among the formulation members teams but generally they have done a big work in formulation process even without RADAR.

8. What is your understanding of how the government sectors align and developed the ability to find the best human resources for the team strategy formulation?

Based on the C.V for each person and each strategy sector focusing in experiences ,job ,training and the qualification without looking to the nationality, religion and colure, except the security team all members are UAE citizen, which means the formulation team combined differences culture. But the order of the ruler was encouraging the employees to work in the formulation process.

9. How did you develop the expertise to help the formulation process?

Experts from the executive council and international consulting such as Boston from the USA excluded the security sector from the security departments in Dubai only.

10. What was the role of the experts in formulation approach?

They helped the team's members by providing them training (learning by the work) and supervising the environment analysis until the final draft for the strategy.

11. What was the role of the employees in each sector plan in SPFP? What about security sector?

Helping in collecting data from workshops or visiting the government departments and some private sector based on each stage of the formulation approach, I want to say that the employees in security sector worked hard to finish the collecting data in short time.

12. What were the changes in organisational structure required in the government level or in the government departments to satisfy the formulation system?

We tried to change the thinking way for some departments or employee to go along with the ruler vision to build new future for Dubai, for instance we conducted some changes in government structure. The protection of human rights was transferred from the Police Force to new government department, another body was also established called energy council ,“Knowledge and Human Development Authority” ..So on.

13. What problems did you face when making these changes and how did you overcome them?

Few problems in giving the information or agreeing on shifting or changing some organisational structure but generally they accept the changes because the ruler is agree and they believe in his idea.

14. What do you consider to be the main factors affecting the SPFP of all sectors and in particular the security sector and why?

There are different factors, the main factor is the ruler as Dubai leader commitment to formulate the strategy, team work, consultation between the ruler and public, training and national identify such Arabic language, customs and tradition and the interest of the society

15. How does the Dubai culture affect the formulation process? And how the individual culture affected the formulation process?

Dubai culture is part of Arab and Islamic culture ,this lead Dubai to be as cosmopolitan city and has a goon environment for social relation with all different backgrounds based on the Islam system, and these affect the managers ,employees from different culture as part of Dubai culture, but generally are worked as team to formulate the strategy.

16. What are the barriers that affecting the SPFP? How the governments overcome these barriers?

There are lack of senior management commitment in some government departments, misunderstanding of formulation approach, lack of effective cooperation and communication between some government departments, lack of motivation and lack of qualified HR in strategy field. And the government executive council increased the meeting with senior managements and the strategic teams also increased the contacts with the formulation teams to raise the awareness of the strategy benefit and overcome the barriers.

17. After the end of formulation process, what is your understanding of the benefits of the assessing the SPFP? How has this been communicated to your department?

There are several benefit of assessing the formulation strategy ,the government can clarified efficient agenda to improve the process of formulation and implementation to reach the desire

performance and submitting periodic reports to the ruler includes of the importance, strength and improvements area ,performance measurement, the awareness of the employees and stakeholders needs, for continuous improvements.

18. If you could go through the formulation process again, what would you do differently?

I think I will go again through the formulation approach and involved the employees in the strategic department in the government departments and the Dubai Governement excellence program to build new and a comprehensive approach that combine the quality and strategy criteria.

19. Are there are any other issues about the SPFP that you want to discuss?

I want to say that the quality of strategic formulation and implementation process is very important issue for Dubai and I hope that all government departments works together to build the competitive advantage of Dubai.

Thank you very much for your time and I hope to finish this work and provide you a copy of this study.

APPENDIX 9

Police Environment Excellence Analysis

**Recommended by
Abdalla BinSultan**

Environment Analysis

- Internal Analysis
- External Analysis

Internal/ External Analysis

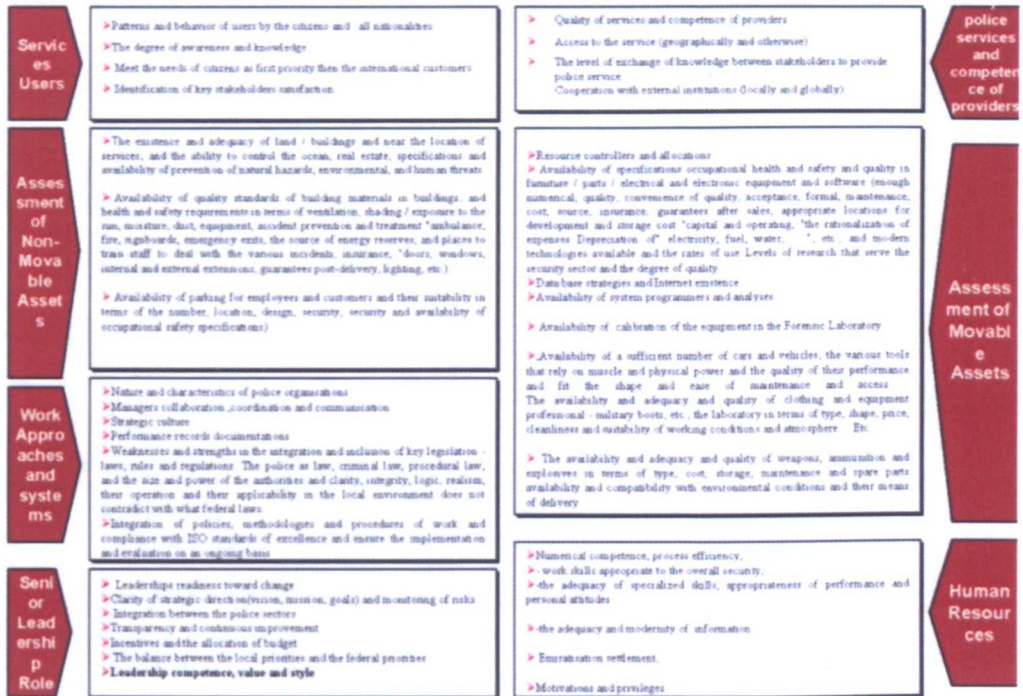
SW

- Quality of police services and competence of providers
- Assessment of Non-Movable Assets
- Human Resources
- Assessment of Non-Movable Assets
- Services Users
- Work Approaches and systems
- The role of senior leadership

PESTEL

- Political
- Economical
- Social
- Technical
- Environmental
- Legislation

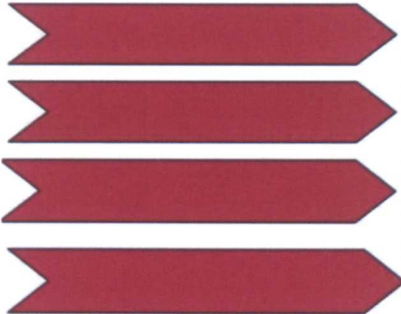
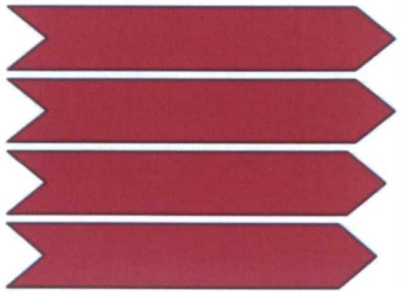
SW Analysis



Quality of police services and competence of providers

	Strength	
	weakness	

Assessment of Movable Assets

	Strength	
	weakness	

Human Resources

Strength	
weakness	

Services Users

▶	<p>Strength</p>
▶	
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Assessment of Non- Movable Assets

	Strength	
	weakness	

Senior Leadership Role

	Strength	
	weakness	

PESTEL Security

- Political
- Economical
- Social
- Technical
- Environmental
- Legislation

External Direction

The impact of external political challenges on the efficiency of the police work in reducing the serious crime rate and the security of roads, rehabilitation and punishment, and the main areas of police work and support

- Political:**
- Government direction and foreign relations
 - Degree of government supervision
 - Pressure of social groups, organizations, legitimate "unions, associations - private and public, charitable, cooperative and professional",
 - influencers and the keys of thought, political movements of illegal political allies internally and externally, locally, nationally, Gulf, Arab, international, military threats and opportunities

Opportunities

➤ ---

Threats

➤ ---

External Direction

The impact of external economic challenges on the efficiency of the police in reducing the serious crime rate and the security of roads, rehabilitation and punishment, and the main areas of police work and support

➤Economical

- Public-Public/public - private competitiveness
- The range of public /private demands
- Industries structure and experience
- Economic changes, inflation, prices, investment, economic growth, the movement of funds, economic crimes, economic activities
- Economists Allied internally, externally, locally, nationally, Gulf, Arab, international, engines and external national economy and changes in it.

Opportunities

➤ ---

Threats

➤ ---

External Direction

The impact of external social challenges on the efficiency of the police in reducing the serious crime rate and the security of roads, rehabilitation and punishment, and the main areas of police work and support

> Social

- > The cultural diversity
- > The influence of media,
- > Societies pressure
- > Social groups, (the relationship between police and the social activities such as groups of citizenship and social groups and organizations coming, where mobility, rivalries, conflicts, where trends change, peaceful, and levels of violence.

Opportunities

> ---

Threats

> ---

External Direction

The impact of external technical challenges on the efficiency of the police in reducing the serious crime rate and the security of roads, rehabilitation and punishment, and the main areas of police work and support

➤ Technical

➤ Technological changes, technological trends related to police work, new inventions, technical problems, or a list of innovations to come, their effects on the conditional And positive and / or negative, cost, sources)

➤ Cyber crime

➤ Information security

Opportunities
➤ ---

Threats
➤ ---

External Direction

The impact of external environmental challenges on the efficiency of the police in reducing the serious crime rate and the security of roads, rehabilitation and punishment, and the main areas of police work and support

➤ Environmental

- Existing environmental problems and future threats and opportunities related to the marine environment, threats and opportunities related to the air environment, threats and opportunities related to the wild environment,
- the expected effects or list each. Likelihood of occurrence,
- the environmental conditions in the neighboring countries of environment-related national and / or local)

Opportunities

➤ ---

Threats

➤ ---

External Direction

The impact of external legislation challenges on the efficiency of the police in reducing the serious crime rate and the security of roads, rehabilitation and punishment, and the main areas of police work and support

> Legislation

- > External changes in the international law ,
- > External impacts in National , regional, international, human, technical." Trends change human rights,
- > legislation under the breasts, under legislation phasing,
- > legislation under the amendment,
- > Legislative authority and the extent of the link with and cooperation / conflict

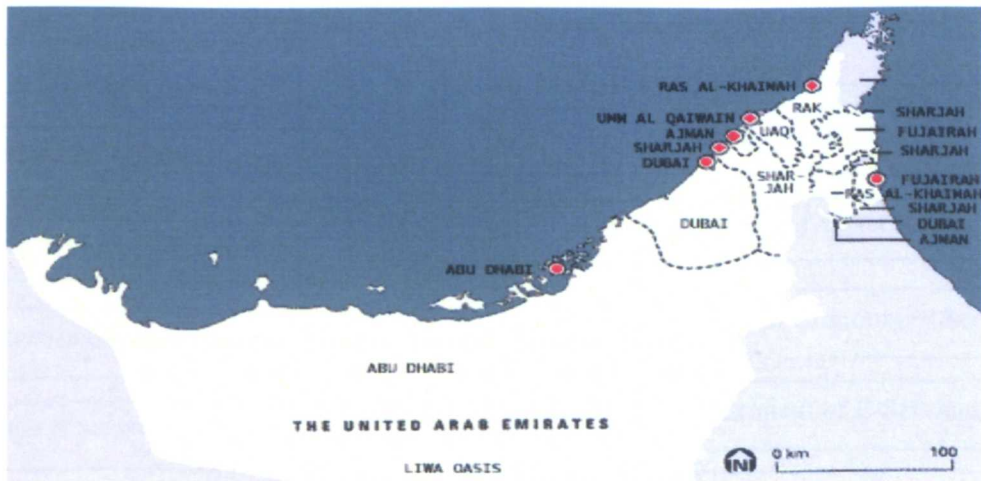
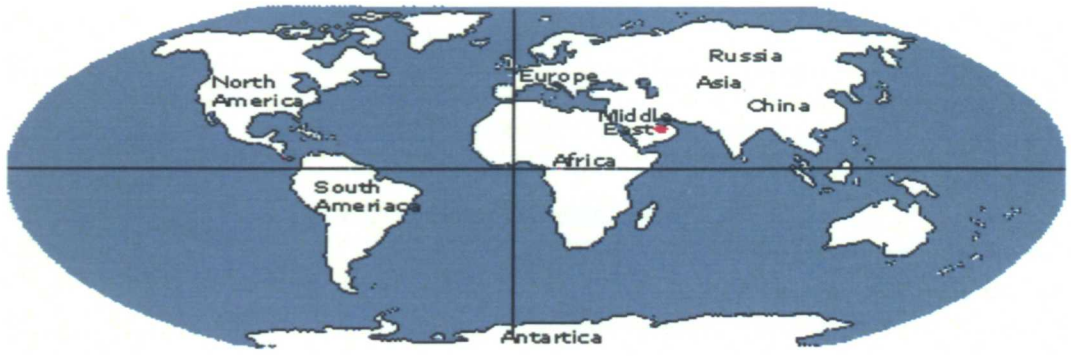
Opportunities

> ---

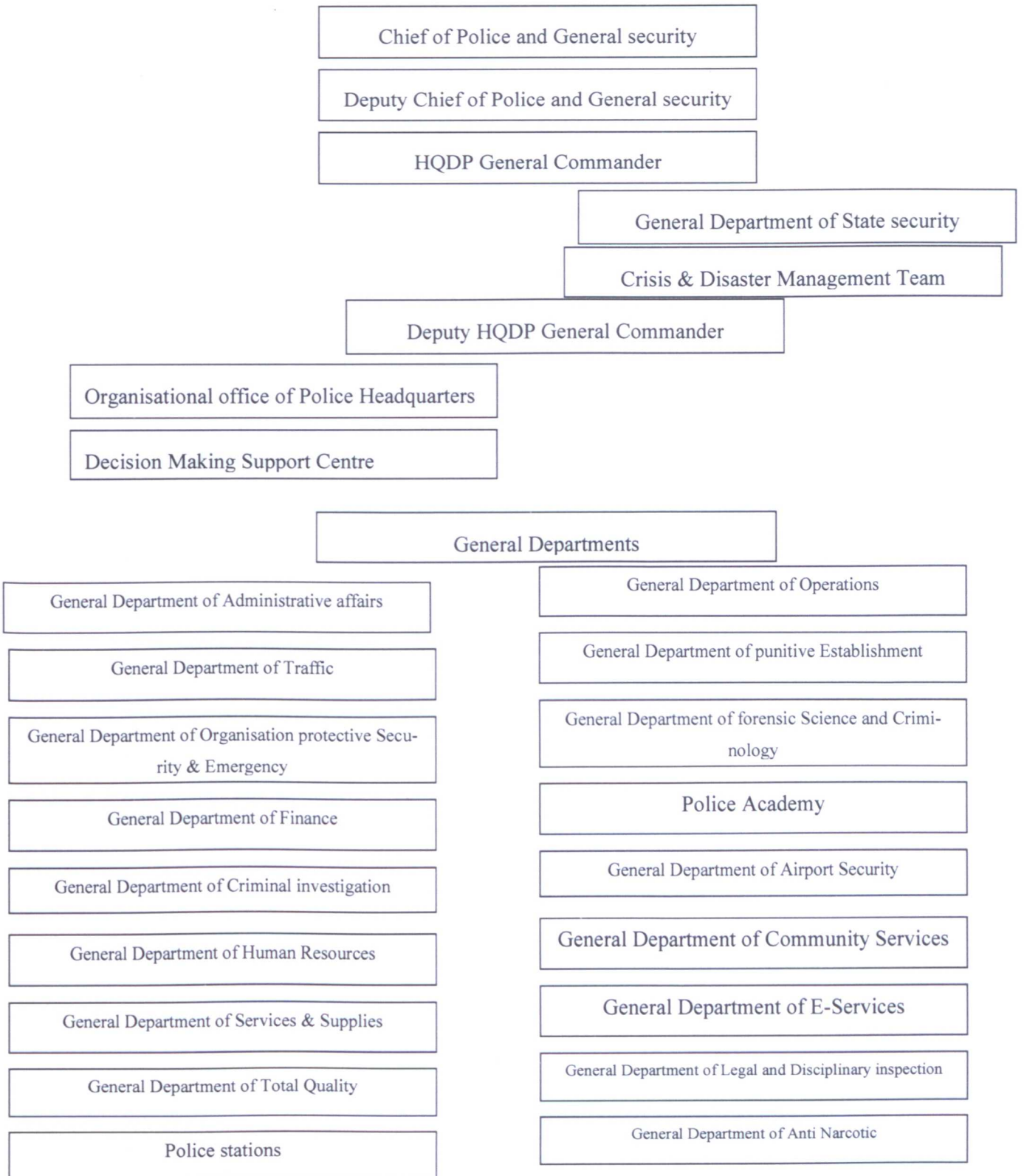
Threats

> ---

APPENDIX 12



APPENDIX 13



APPENDIX 14

Ruler decision

Dubai strategic Plan, vision % strategic goals to 2015

Dubai Governement Strategic planning Guides

Highlighting Dubai Governement strategic plan

DGEP Guide.

Security SPFP guide

The HQDP strategic plan guidelines.

BSI Survey result.

Dubai Police strategy 2008-2015.

Communication plan

Dubai Police environment analysis reports

APPENDIX 15

United Nation excellence Award (Preventing and combating corruption in the public service)

Criteria	Description
Promotes Trans-	Creates mechanisms to increase the public's ability to seek and receive information in a timely manner, observe, monitor and analyze government decision-making and

parency	processes. The mechanisms can be documentary, face-to-face, meetings, and/or electronic.
Promotes Accountability	Utilizes documentation in various forms which can serve as evidence of a government's conformity to legal, procedural and fiscal requirements, and improves processing of complaints and handling of grievances.
Promotes Responsiveness	Promotes initiatives to raise public awareness of corruption and government action to prevent and combat it; encourages public opinion's monitoring and filtering of government decisions and the views of concerned sectors of the community; promotes partnerships between the public and the private sectors to prevent corruption; includes an obligation to disclose information on the organization, functioning and decision-making process of public administration and demonstrates openness through consultative mechanisms with the public.
Promotes Integrity and Measures to Prevent Abuse or Misuse of Public Power	Promotes and effectively implements regulation models for the public sector, including provisions addressing conflict of interest, and professional codes of conduct; enforces disciplinary or other measures against public officials who do not comply with such regulation models, and periodically publishes this information.
Promotes Innovative Management of Public Finances	Promotes and implements clear and consistent regulations and procedures for budget preparation and adoption, as well as effective scrutiny and monitoring of public revenues and spending to prevent corruption, including through e-procurement and other means. Periodically publishes information on public revenues and expenditures through electronic or other means of communication.
Transforms Administration	Undertakes transformation within a large framework rather than incremental improvements. Innovative methods, tools and techniques, in the context of a given country or region, are applied to promote regulatory simplification, change of organizational culture to promote ethics and integrity, as well as administrative reforms aimed at reducing bureaucratic steps and hurdles required to obtain a service, and increased use of automated systems through the application of ICTs.
Introduces a New Concept	Introduces a unique idea, distinctively new approach to problem solution, or unique policy or implementation design, in the context of a given country or region, for preventing and combating corruption in the public service.