

**A Case Study of Police Public Relations in the United Arab Emirates  
Ministry of Interior**

**Thesis submitted for the degree of  
Doctor of Philosophy**

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## **ABSTRACT**

### **A Case Study of Police Public Relations in the United Arab Emirates Ministry of Interior**

This study examines the role of public relations in police organisations. It takes as its case study the organisation and practice of police public relations in the United Arab Emirates Ministry of Interior. From examinations of secondary sources, it argues that public relations is very important for negotiating an environmental understanding by organisations. This is particularly important in a country such as the United Arab Emirates with a very large immigrant population. The review of secondary sources also brought out the significance of media and sound management strategies to successful public relations campaigns.

Primary data for analysis were collected through a combination of official documents containing the public relations strategies of UAE ministry of interior, interviews with members of the top management police public relations managers; content analysis of one mainstream newspaper and the monthly Police magazine, as well as survey questionnaire administered to both members of the Police Force and members of the public.

The findings from the data collected highlight the indispensability of sound public relations strategies and understanding of the way the mass media work to successful public relations campaigns. Hence, the main finding of the study is that the mass media and relevant public relations strategies are important for organisations that want to use public relations to negotiate a mutual understanding between the organisation and its public on one hand and between the organisation and the environment on the other.

## DEDICATION

*To my parents, for their care and prayers*

*To my wife and children for their love and understanding*

## **ACKNOWLEDGEMENTS**

Many people contributed towards my successful career in life and they are too numerous to mention due to space constraints. To all, I say thank you.

My first thanks go to my creator for the special gifts of life, health and understanding that made all these possible. From the moment I came to this world up till now, my parents have showered me with enormous kindness. They are the flowers of my life and from them I learn the meaning of love.

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## **LIST OF ABBREVIATIONS**

**UAE: United Arab Emirates**

**GCC: Gulf Cooperation Council**

**GMT: Greenwich Meridian Time**

**AED: Arab Emirate Dirham**

**DH: Dirham**

**GDP: Gross Domestic Product**

**DSB: Direct Satellite Broadcasting**

**WAM: Emirates News Agency**

**FSC: Federal Supreme Council**

**FCM: Federal Council of Ministers**

**FNC: Federal National Council**

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# CHAPTER ONE

## INTRODUCTION

### 1.1. Background

Investigating and analysing the effectiveness of public relations in a developing country such as UAE is a very complex process, which needs to be explored and understood from multiple perspectives. The problems associated with the use of public relations to reach out to the publics in general are multidimensional: educational, economical, political, social and cultural, each exerting its own influence in different ways. One problem is that of situating public relations within the specific needs and situations of the publics.

Writing in the context of Muslim countries, Abdul-Gader and Al-Bureay (1994) stress that the growth and development in a Muslim country such as the UAE should be viewed in contextual perspective. They suggested without a proper consideration of social and contextual factors, public relations might cause greater inefficiency, which might consequently hinder its effectiveness within organisations.

In another context, but generally supportive of the arguments above, Giddens (1984) stresses the same point when he explains that there is always a relationship between social units (individuals or organizations) and the social context within which they exist. This is true because organizations do not exist in a vacuum; both internal and external factors influence, directly or indirectly, their functions. Organizations, especially in the public sector, are more affected by various opportunities and constraints, and by the general conditions prevailing in the country (Abdul Gader and Al-Bureay, 1994).

In a developing country such as UAE, economic, cultural and social factors place severe constraints on the country's economic, industrial, social, and technological developments. As a developing country, one of the challenges facing the UAE is that of maintaining balance among the diverse and complex web of relationships that have been brought about by development.

How could the government maintain balance and order in a situation where more than 70% of the population is made up of foreigners with diverse values and cultures? How could the government manage the new web of relationships- jobs, countries, investors, visitors etc- that come from the successful transformation of a mono-product economy (oil economy) to a largely diversified economy that the UAE is today? How could the comprehensive transformation of vast desert lands into modern cities with up-to-date infrastructures be maintained? How could a government trying to reach out to the world of commerce balance the need to protect the traditional values of the country with the values of other countries the commercial cooperation of which it is seeking? How could the government balance the desire for autonomy on the part of the constituent emirates with the need to forge a federal union that will be strong enough to represent all the emirates in the union fairly? How could the government maintain order in the potential disorderliness of diversities presented above?

If public relations is about maintaining understanding among the various publics of an organisation, the above problems posed as questions represent the challenge of public relations in the UAE. The different relationships outlined above represent different publics of the government of UAE. To what extent can public relations maintain order in the seeming disorder of the growing diverse and complex society of the United Arab Emirates? In this study, I will attempt to investigate and analyse the factors that influence the practice of public relations in the Ministry of Interior in UAE.

## **1.2. Public Relations**

Public relations have been conceptualised in different ways. Here, I want to examine some of the conceptualisations. As stressed by Windahl et al. (1991) there have been arguments that public relations represents the actual realisation of the two-way communication process (Windahl et al., 1991). Earlier, Grunig and Hunt (1984) classified the development of public relations into four stages, referred to as four models of public relations. The four models are press agent/publicity model, the second model is public information model, the third model is the two-way asymmetric model, the fourth model is the two-way symmetric model, which represents a two-way communication or understanding between an organisation and its publics.

Similar to Grunig and Hunt's (1984) model described above, Baskins et al. (1997), writing from the context of the United States stated that public relations developed in three stages in the US. The first stage is the period of manipulation. Here public relations is assumed to use whatever means are available to achieve desired public opinion and action. Traditionally, practitioners of this type of public relations have been called press agents. The second stage is information. In this context, public relations is regarded as a conduit for information flowing from organisations to the public so that the public will understand, sympathize with, and patronize the organization. Practitioners of this form of public relations are called publicity agents. The third stage is mutual influence and understanding. Here public relations accepts the responsibilities of stage two, but also provides information and counsel to management on the nature and realities of public opinion and methods by which the organisation can establish policy, make decisions, and take action in the light of public opinion. Therefore, from the conception of Grunig and Hunt (1984) and Baskins (1997) public relations in the latter stage could be said to mirror a two-way communication between an organisation and its public. Grunig and Hunt (1984) as well as Baskins (1997) discussions above represent of models of theories underpinning the practice of public relations in contemporary times which will be examined in fuller detail in the theoretical framework chapter.

Other conceptualisations of public relations emphasised the day-to-day activities carried out by public relations professionals. For instance, Sullivan (1965) defined public relations as:

a function of management which measures, evaluates, and predicts opinions, attitudes, and reactions of groups within an institution and of groups outside the institution and which controls the communications process between these groups and subgroups to their mutual benefit and benefit of the community (Sullivan, 1965: 12).

Cutlip et al. (1994) contend that public relations is the planned effort to influence public opinion through good character and responsible performance, based upon mutually satisfactory two-way communication. On the other hand, the International Public Relations Association views public relations practice as the art and science of analysing trends,

predicting their consequences, counselling organization leaders, and implementing planned programmes of action, which will serve both the organisation and the public interests (PR News cited in Grunig and Hunt, 1984).

In its quintessence, Harlow (1976) defines public relations as the distinctive management function, which helps establish and maintain mutual lines of communication, acceptance and cooperation between an organisation and its publics. It involves the management of problems or issues. It helps management to keep informed on and responsive public opinion. It defines and emphasises the responsibility of management to serve the public interest. It helps management keep abreast of and effectively utilise change, serving as an early warning system to help anticipate trends; and uses research and sound and ethical communication techniques as its principal tools (Grunig and Hunt, 1984). Further, *Public Relations News* defines public relations as the management function, which evaluates public attitudes, identifies the policies and procedures of an individual or an organization with the public interest, and plans and executes a programme of action to earn public understanding and acceptance.

From the foregoing, public relations can be described as a kind of communication action influenced in the beginning by the mainstream thought that mass communication action is just an attempt to influence the audience, or in the case of public relations clearly defined publics. However, later clarification of the functions of public relations conceptualised it as a communication action that presupposes a two-way cultivation of understanding between an organization and its public. Hence, today, public relations is much more a management philosophy as well as management action for negotiating organizational understanding with the environment.

Public relations conceived this way is a management function, which evaluates public attitudes, identifies the policies and procedures of an individual or an organization with the public interest, and executes a programme of action to earn public understanding and acceptance (Kotler, 1985). It is also a communication action that uses means of mass communications such the print and broadcast media to reach out to the publics of an organisation and could also use the same means to get feedback about what the public feels about the organisation.

It is therefore possible to argue that based on the definitions of public relations examined in the foregoing discussion, the effectiveness of public relations in contemporary world, to some extent, lies in the ability of public relations professionals to deploy the resources of mass communication to specific needs and situations of the audience or public. This study will therefore look at how the above fact plays itself out in respect of PR practice at the Ministry of Interior in the United Arab Emirates (UAE).

### **1.3. Development of Public Relations in the UAE**

Public relations is a fast growing area in the UAE and especially in the governmental sector where most of the public relations practitioners in the UAE are working. Khajah (1985) studied the reality of public relations in the UAE and came up with mostly negative results. Al Shamsi (1990) was, however, optimistic. He saw the future of public relations in the UAE as very bright. He explained this by the new policy adopted by the UAE University recently, and the existence of big and developed foreign companies where public relations is practiced. The University produced its first batch of public relations graduates in mid 1998, and he expected them to transform the old and traditional conceptions of public relations in place now in a few years time.

In another study, Badran and Ayish (1990) argue that public relations either in the private or the public sector in the UAE have been carried out as a one-way communication. Therefore, it could be argued that public relations in the UAE is facing some difficulties such as the traditional understanding of public relations among the practitioners and top managers in the private sector, which in turn have a strong impact on its development in the UAE. In many public relations departments in the UAE, diverse and mixed functions with marketing, advertising and other communication activities still exist.

Finally, for the UAE, one other factor was the slow development of public relations in both the private and public sectors. There is a remarkable progress being made, and this can be traced to relevant professional education and growing business. In addition to that, public relations professionals in the UAE felt a strong need to establish a professional group for the practice of public relations in the UAE to undertake similar duties as the Institute of Public Relations, in the UK (Awaad, 1996). The first step

was taken following the conference held on the subject of public relations by the UAE University in 1995. Later on, *Al Ittihad* newspaper announced a public relations practitioners and academic gathering in 1997.

#### **1.4. Research Problem**

The UAE was chosen for this study because it represents a country, which, within a short span of time, has moved from being a desert and an undeveloped territory to a state where tremendous growth in many aspects of life has been achieved. It is a country where both the public and private sectors are playing significant roles in economic, industrial, and social development; and a country with which the current superpowers of the world consult for international stability and welfare, because of its strategic position both geographically and commercially. Yet there has not been any research into the role of public relations in the overall development of the UAE. There is the tendency to apply results of studies carried out in other countries to the specific situation of the UAE. The present study is therefore considered as a pioneer effort in the field of public relations in the UAE. This study takes its importance from its being the first research on how the Police in UAE use public relations to foster understanding between the diverse communities in the UAE.

#### **1.5. Research Questions**

The main objectives of this research are framed into the following research questions:

How do the police see their role in the society?

How do the members of the public see the police role in the society?

What is the relationship between police perception of their role and the public perception of police roles?

How do the police reach out to the public besides routine policing responsibilities?

What do police officers understand by public relations?

What organisational efforts are put into balancing the perceptions of the public with that of the police?

#### **1.6. Method of Investigation**

To collect primary data for analysis, both quantitative and qualitative research methods were used. Under the quantitative methodology, survey questionnaire was used to seek the views of police officers and members of the public on their perceptions of the Police

in UAE. Also, content analysis of one mainstream newspaper and the Police magazine was carried out to determine the impact of police public relations in the media. Under the qualitative methodology two methods were used. In the first instance, in-depth interviews were conducted with four members of the top management in the Ministry of Interior as well as Heads of Police Public Relations in five of the seven Emirates in UAE. The annual plan containing the public relations strategy of the Public Relations Directorate was also analysed as were the documents and publications of the Ministry of Interior.

## **1.7. Organization of Study**

**Chapter One:** provides a general introduction to the entire study. It discusses the relationship between communication and society on one hand and communication and public relations on the other. It explains the rationale behind the choice of United Arab Emirates Police public relations as a case study. The chapter also summarises the methods used to collect and analyse the primary data of the study.

**Chapter Two:** This chapter provides a general background to the context of study, the United Arab Emirates. It discusses the historical, political, social, economic and cultural factors that might bear on the role of the police and the practice of police public relations in the UAE. The chapter also discusses the media scene of the United Arab Emirates. It discusses the trends and constraints in media development and practice. It discusses the evolution and current state of the print and broadcast media as well as news agencies and public relations practice. The media scene in the UAE was discussed within the context of the theories of the press and media regulation in the UAE.

**Chapter Three:** This chapter examines the context of study that is policing in the UAE and the evolution and organisation of public relations function within the UAE Ministry of Interior. This chapter examines the organization of public relations in the UAE. It explores the development of police public relations in the UAE. It provides an overview of the historical processes that led to the establishment of separate departments to deal with police public relations. It also examines the development of the police public relations in the Ministry of Interior and the responsibilities assigned to public relations in the Police over the years.

**Chapter Four:** This chapter discusses the theoretical frameworks that were considered as useful conceptual, methodological and analytical tools for the entire study.

**Chapter Five:** This chapter discusses the methods used to collect primary data. The study combined both quantitative and qualitative methods. It collected data through the use of interviews, survey questionnaires, content analysis of a mainstream newspaper and the police magazine as well as official documents such as the annual strategy and plan for public relations in the UAE Police.

**Chapter Six:** This chapter discusses the public relations plan and strategies of the Ministry of Interior for 1999 and 2000. It examines aspects of the plan that deal with both internal and external publics and how they bear on the practice of public relations in the Police generally.

**Chapter Seven:** This chapter analyses the views of members of the top management in the United Arab Emirates Police Force. The chapter sought to find out the understanding of public relations by officers in charge of public relations and members of the top management in the Ministry of Interior through the use of in-depth interviews.

**Chapter Eight:** This chapter presents the results of the content analysis of the monthly Police magazine and one mainstream newspaper. The chapter also did an analysis of selected items in the Police magazine to examine the editorial philosophy of the magazine.

**Chapter Nine:** This chapter presents the results of survey questionnaire. Two different categories of questionnaires were used. The first category was administered to members of the public to collect data about the impression they have of the Police in the UAE. The second category of questionnaire was administered to members of the Police Force to collect data about their impression of the Police in the UAE.

**Chapter Ten:** This chapter synthesizes the arguments in the contextual and theoretical framework with the data collected from primary research. It integrates the arguments and draws appropriate conclusions and recommendations from the discussion.

## **CHAPTER TWO**

### **THE UNITED ARAB EMIRATES**

#### **2.1. Introduction**

This chapter provides the context for discussions in the subsequent chapters. The chapter begins with a general history of the UAE. It then discussed how political, economic and social factors combined to provide a unique identity to the UAE today.

In order to discuss and analyse the communication activities and the public relations practice in the Ministry of Interior in the UAE, it is necessary to look at the role of factors such as historical, economical, demographical, educational, political, and others which are considered as having had an effect on the development of public relations in the UAE.

#### **2.2. Historical Overview**

The UAE became an independent state on the 2<sup>nd</sup> of December 1971, consisting of six Emirates; Abu Dhabi, Dubai, Sharjah, Ajman, Umm Al Qaiwain and Fujairah. In early 1972, Ras Al Khaimah the seventh Emirate joined the Federation. Prior to the unification in 1971, the UAE used to be called the Trucial States, being under the British protection for a long time, dating back to 1766 when the Dutch influence came to an end in the Gulf region.

The area (The Arabian Gulf) had been the domain of Portuguese, Dutch, French, and British for a long period of time (Al Jaziri, 1996). This explains the importance of the location of the Arabian Gulf in general, and the UAE in particular for other countries, in different times and stages. This was due to the unique geographical location of the Gulf region, which can be said to provide a link between the sea route to India or the Far East, and to the Overland route to Europe from Basra (Fenelon, 1978).

However, further developments which culminated in the forming of the United Arab Emirates in the view of His Excellency, the UAE President, arose from a desire to increase the ties that bind the different Emirates together, as well as from the conviction that they were all part of one family. Although there was no previous experience as a federation, proximity to each other and the ties of blood relationship

were two of the factors which led to the establishment of a federation (UAE President, Sheikh Zeid Al-Nahyan, 2000).

### **2.3. UAE Location**

The United Arab Emirates have a unique location, which is perceived to be both positive and negative at the same time. The Emirates lie within the north tropical latitudes 22-26 North, and longitudes 51-56 East. The climate is warm and sunny, with an average temperature of 26c between November and March, and cool nights with an average temperature of 15c. High temperatures up to 50c and high levels of humidity are the norm between June and August.

The UAE occupies the south front of the Arabian Gulf, also having a shorter north front on the Gulf of Oman which makes it an important location from a strategic and economic point of view, based on the sea as both a means of communication and source of wealth (Abdul-Salam, 1978). To the west and the south, the country is bordered by Saudi Arabia, while Oman borders the country from the east. It also has an enclave of the Musndam Peninsula that commands the straits of Hormuz.

The whole country covers 83,600 sq. kilometers, including hundreds of islands (United Arab Emirates Yearbook, 1998). Islam is the religion of the country, while Arabic is the official language. The seven Emirates of the UAE vary greatly in their size and population, and an understanding of the features of each Emirate will be useful for understanding the factors shaping the practice of public relations in all the seven Emirates.

**Abu Dhabi:** is the capital of the UAE. It covers 87 per cent of the country's territory, and has most of the petroleum wealth.

**Dubai:** is the second largest Emirate. It has been involved in trade even before the unification. Today, Dubai is a well-respected business and trade center the world over.

**Sharjah:** is the third largest area in respect of population. It covers 2600 sq. kilometers and it has more than the other Emirates a huge amount of reserved natural gas. It is also distinguished in education, culture and history. Sharjah is called the cultural capital of the Arab states.

**Ras Al-Khaima:** Covering an area of 1700 sq. kilometers and located in the north bordering on an enclave of the Sultanate of Oman, Ras Al-Khaima occupies the tip of the Musndam Peninsula. It is involved with trade and agriculture. Before the unification, Ras Al-Khaima was the capital of the Al Qawasim alliance which had fought against the British forces in 1809. Historically, and today, English literature calls it Julfar.

**Fujaira:** is the fifth largest Emirate in area and population size. It covers an area of 1200 sq. kilometers and is the only Emirate confined completely to the eastern coast of the UAE.

**Ajman:** is the smallest Emirate in area and population size. It covers 260 sq. kilometers, with no natural features, except that of being on the coast.

**Umm Al-Quwain:** Another small Emirate, covering 770 sq. kilometers, and like Ajman it's only feature is that of also being on the coast.

## **2.4. UAE Political System**

The UAE federation is one of the most unique federal unions in history. The country is making efforts to achieve a level of balance between the state authority and control from the central government on one side, and the independence of each of the emirates on the other.

In spite of the federal law, each emirate has the right to organize its internal affairs, and to enact and implement some laws which should comply with the basic constitution. The UAE constitution also gave each emirate the right to sign treaties with other states within the region, although within the confines of the federal constitution (Pattik, 1986).

This complicity brings about a kind of diversity, which is reflected in all aspects of life in the UAE. Hence, it is worth looking more closely at the political structure of the UAE, and other issues that have had direct effect on governmental development and indirect effect on the development of public relations in the UAE.

## **2.5. The Political Structure**

The UAE has a very complex and unique political system, which can be traced back to the nature of the unification of the emirates. There are three organs of government under the provisional federal constitution:

### **The Federal Supreme Council (FSC)**

The Federal Council consists of the rulers of the seven Emirates, and it is considered to be the supreme decision-making body. To pass a decision on substantive matters it must be passed by a majority of five, including Abu Dhabi and Dubai.

### **The Federal Council of Ministers (FCM)**

The Council of Ministers, described in the constitution as the executive authority for the federation, includes ministers for the federation, and headed by a Prime Minister, chosen by the President in consultation with colleagues on the supreme council. The Prime Minister, currently the Vice President, selects the ministers, who may be drawn from any of the federation's component emirates, although, naturally, the more populous emirates have generally provided more members of each cabinet. The current 21 member cabinet, comprising 17 ministers and four ministers of state, was appointed on 25 March, 1997 under the terms of decree No, 67 of 1997 and according to the proposal of the vice president H.H Sheik Maktoum bin Rashid Al Maktoum, who was requested by the President to form a new government.

### **The Federal National Council (FNC)**

The Federal National Council (FNC) has 40 members drawn from the emirates on the basis of their population, with eight from Abu Dhabi and Dubai, respectively, six each for Sharjah and Ras Al Khaima, and four each for the rest three emirates. Presided over by a speaker, or either of two deputy speakers, elected from among their number, the FNC is responsible, under the constitution, for examining, and if it wishes, amending all proposed federal legislation, and also empowered to summon and to question any federal minister regarding ministerial performance.

One of the main duties of the FNC is to discuss the annual budget. Specialized subcommittees and a research and studies unit was formed to assist FNC members to cope with the increasing demands of modern government.

## **2.6. Social Changes in the UAE**

The UAE had witnessed quick and rapid development, which resulted in rapid social changes, either positive or negative in all aspects of life. To begin with, the UAE moved from traditional society to a modern one in a short period of time, from illiteracy to wide spread education, from a desert to a green oasis, from simple society to a complex one, from a simple economy depending on fishing, farming and pearl industry to a global economy.

There are many factors that have contributed to these changes. Among them is the revenue from petroleum exportation which has brought about a strong economy. Communications, both telecommunication and transportation, contribute to those changes by enabling the individuals to adapt to the latest technology such as Direct Satellite Broadcast (DSB), internet, and contacts with other cultures within and outside the UAE. These interactions with different communities, varied cultures and languages and other factors have been direct stimulants of the social changes in the UAE.

As has been mentioned at the beginning of this discussion, the UAE has a very unique location, which puts the country in a sensitive and, in some ways, vulnerable position. The natural conditions of the UAE did contribute to the social changes. Firstly, as a result of the location being on the Omani coast and the Arabian Gulf, it has given the UAE the advantage of trade and pearl fishing, as well as direct contact with other languages and cultures. Secondly, the geographical position is a point of integration between the East and the West. Thirdly, the length of the UAE's coastline has created natural problems such as illegal entry, which has contributed to the imbalance proportion of the UAE's population. Finally, the import of unskilled labor from different nationalities beginning from the 1970's for developing the country's infrastructure. These direct interactions with others in the UAE have influenced the citizen's values, traditions, attitude, and culture and social solidarity, which have resulted in high proportion of crime in the UAE (Al Qassimi, 1985).

It should be noted, however, that the new found wealth has brought with it many benefits to the people in the UAE, such as: higher standard of living, education, free health care of the highest standard, and social security. The affluence has enabled

people to travel far and wide, for leisure or education thus exposing people to many different cultures and traditions throughout the world, improved leisure activities to enable them to spend their free time more constructively, enabling women to pursue a career outside the home, to be a practical and important variable in the work force of the UAE (Ghubash, 1998).

On the other hand, crime rate has risen because of the social changes in the UAE. UAE citizens also became more dependent on imported labour force to carry out domestic services (Al Harithy, 1997). One of the goals of the Ministry of Interior is to maintain law, order and friendly co-existence among both citizens and foreign residents of the UAE. One way it could do this is by public relations, and it is the aim of this study to examine how this is done, how effective the exercise has been so far, and how it can be improved? This will be discussed more elaborately in the next chapter.

The history of the UAE has been influenced by common Islamic values that bind the society together and the unbroken tradition of governance that provided a stable environment for development. Unlike the arguments that portray countries in the Gulf such as UAE as subsisting only on oil, what binds the society together is more than oil. To be able understand the factors at play in UAE, it is important to understand the historical, political economic and social factors that shaped the country.

The UAE is at an exciting crossroads in its development. The twenty- seven years since its establishment as a federation have been used to foster a unified and stable political structure capable of adapting to dramatic social change. This includes building a diversified economy in order to be less dependent on fluctuating oil revenues, and raising from the desert sands a comprehensive infrastructure of cities, houses, schools, hospitals, highways and telecommunication facilities. It has also successfully mounted a green revolution in terms of agriculture, tree planting and general landscaping. It has also provided world-class education, health and social services to a burgeoning population. At the same time, the UAE has been reaching out to the world of commerce through tourism and trade. And in the field of international relations, it is bringing deeply held principles of justice, unity and tolerance to bear in its dealing with the world community.

Although the progress in the UAE has been remarkable, the UAE government is much more concerned with preserving its treasured cultural heritage. This is in the belief that it is only through knowing and appreciating the cultural legacy of the past that a secured future can be forged. The next section examines the media scene in the UAE and how the media scene influences the practice of public relations in the UAE Police.

## **2.7. Media Scene in the UAE**

It is generally argued that the mass media informs, entertains and educates. Lasswell (1948) argues that the media perform the following functions: the surveillance of the environment; the correlation of the parts of society in responding to the environment; and the transmission of social heritage from one generation to the next.

In the UAE, the mass media are a part of the system that makes up modern government such as public service, security, health, education, and others. For this reason, the UAE Federation established the Ministry of Information and Culture in 1971, with the following objectives:

To create the virtuous citizen who is aware of his duties and rights, and contributes to the building of modern society. It should be noted here that modernization is a very wide concept and can be applied in different ways. How it has been applied in the UAE will be discussed later in this section.

To create public awareness of events taking place in the country and the world.

To transfer the UAE heritage and traditions to the coming generation.

To activate tourism in the UAE.

To back up and support arts, music, publishing in all respect of life.

To establish cultural events continuously.

To supervise the mass media in the UAE in order to ensure it educate, entertain and raise the awareness of UAE citizens.

To coordinate with the Ministry of Tourism in supervising the media outside UAE.

To spread Islam and its values and to fight bad habits, values and phenomenon.

However, in spite of the priority and responsibilities given to the Ministry of Information, writers such as Al Khajah (1998) argue that there is a lack of clear

national communication policy in the UAE. This problem was traced back to the nature of the UAE federation and the lack of understanding, by policy makers and the people generally, of the role of mass media in the society.

## **2.8. Media and Development in the UAE**

As discussed earlier, December the 2<sup>nd</sup>, 1971 marked a turning point in the transformation of the traditional Bedouin communities to a modern state known as the UAE. It was the beginning of the various efforts that have continued today toward various aspects of development of the society and the people of the country.

Development is the primary concern of many governments in countries all over the world. However, the question is what does development mean, and how far is the UAE media playing a role in the development process? Development has been looked at from different perspectives. Hence, development is sometimes conceptualized in economic terms as an economic process, as in economic development; as a political process as in political development; as a social process as in social development (Boyd, 1982).

However, common to the different conceptions is the process of transformation of a traditional society or process to a modern one. The media are expected to mediate this process of transformation. Therefore, media scholars such as Lerner (1958) and Schramm (1964) wrote extensively on the role of the media in the transformation of traditional societies to modern ones. Though, there are criticisms of the all-powerful role assigned to the media, the writings of Lerner (1958) and Schramm (1964) were very influential especially in the developing countries making efforts to catch up with the developed countries.

The UAE government invested a lot on people and institutions as part of the process of developing the country. Mass communication education and training programmes was part of the process. The present day UAE has a wide variety of mass media, such as newspapers, radio and TV stations. For instance, there are four television channels established by authorities other than the UAE central government. These are in Abu Dhabi, Dubai, Sharjah, and Ajman (Channel Four). Of these, Ajman is the only one considered private, while Dubai and Sharjah are owned by local authorities. Abu

Dhabi is owned by the State and supervised by the Ministry of Information and Culture. There are also four radio stations namely, Abu Dhabi, Dubai, Um Al Qaiween, and Ras Al Khaima. Once again, Abu Dhabi Radio is owned by the State and supervised by the Ministry of Information and Culture. The others are owned by the Local Authorities of the individual emirates. Apart from these local media channels, the people within the UAE can receive hundreds of external channels via direct broadcast satellite (DBS).

Within the UAE, the mass media are either established or funded by the Government to a large extent, as is the case in most third world states. They are answerable to the Ministry of Information. In the UAE it can be said there are seven local media and culture institutions operated and utilized mostly for the benefit of the local governments. In addition, there is a federal media and culture institution functioning for the benefit of the UAE federal government.

The early establishment of public institutions such as mass media organisations could be explained as the realization of the important role played by the mass media all over the world, and especially in the UAE, where there is a need for the media to support the unification and to spread general public awareness and to direct the public opinion to some important issues in development. In fact, in the UAE the mass media have played vital roles from the 1970s by supporting the new federation.

The UAE experienced rapid technological development in the field of mass media. Moreover, the mass media have been influenced by the political organisation of the UAE federation, where mixed ownership (both public and private) and massive competition in establishing mass media have been experienced among the seven emirates. As a result of this, it can be argued that, these different media promote the interests of each emirate and not that of UAE. Today, the Ministry of Culture and Information have established a new schema, which is primarily to encourage local people to join different mass media institutions in the UAE. Furthermore, a review of the publication law has been undertaken to give more freedom and security to journalists.

There are many obstacles confronting the mass media in the UAE. The political system of UAE and the publication law are both strong obstacles. The printing and publication law restricted the freedom of the press, where the Ministry of Culture and Information seems to be acting as a gatekeeper. Another problem is the small number of local people in the UAE mass media institutions, which is affecting Arabic the local accent of the language and the UAE culture. It affected media content and even promoted other languages and cultures in the UAE, which in turn represents a big problem of identity.

Most of the periodicals in the UAE depend on Arab and foreign news agencies and rarely have their own correspondence. Another problem is the validity and credibility of the news and whether it does reflect or discuss the UAE peoples needs (Al Auwani, 1978). In a society such as the UAE where most of the inhabitants are non local (more than 70% of the whole population), different languages, cultures, traditions, habits and even religions, it can be argued that the problems will be putting more pressure on the mass media in the UAE.

The public relations department in the police organisation in the UAE is not insulated from the above described environment. The police management realised the importance of public relations and has therefore established such departments in all police public directorate in all the seven emirates. But the question that could be asked in the light of this discussion is: how far is it effective and to what extent can it achieve the police goals? This will be addressed in the next chapter where the case study of the public relations department in the Ministry of Interior in the UAE will be dealt with.

## **2.9. Development of the UAE Police**

Prior to the unification, the structure of the Police in the Emirates was very simple. It was administered directly by the “Sheik” or the ruler. The Police was responsible for the security of the Sheik, for bringing together parties in conflict, and ensuring the execution of judgments or sentences.

The first semi-organized police force was established in Dubai in 1956. However, it was not organized as would be expected today. The Police Force consisted of

individuals who were directed by the ruler. These individuals (Guards) were responsible for the security of the governor, *i.e.*, his residence, the government buildings, and guarding the markets. In addition, there were other simple functions like bringing offenders to justice and executing the sentences.

As discussed earlier, immense economic development occurred in the UAE in the mid-sixties as a result of the oil exploration and exportation. This led to improvements in the services and the establishment of public utilities such as health, media, education, the police and others. Some of the services became officially regulated, including the police. As a result of being regulated, the police took on a new form, being uniformed, trained and increasing its trained and highly qualified personnel.

On 25th June 1972, the Cabinet issued a decree (No.1), to establish the Ministry of Interior of the UAE. It was in this decree that the main functions and duties of the Police were defined. As mentioned earlier, the constitution of the UAE gave each Emirate the right to impose its own legislation and sign treaties with other foreign neighbouring states. This complex political status is reflected in the Police organization. For instance, the local authorities of the seven Emirates have the right to establish a local police in spite of the existence of a national police force. However, it must be noted that there is not much difference between the local and the federal police in the UAE. The only difference relates to the division of policing tasks from where administration is directed. The local Government controls its internal affairs, and other aspects of policing except securing the borders, the carrying out of immigration work, fighting fires, and controlling the traffic which were left to the federal police (Al-Mahmoud, 1992)

In three of the Emirates, Abu-Dhabi, Dubai and Sharjah, the local police play a vital role. This distinguishes them from the other Emirates police, yet the distinction between these three Emirates and the other four, one may stress, is a direct result of the political and economic strength and impact of these three Emirates on the whole Federation (Al-Aajel, 1994).

Dubai's local police is the only local police force in the UAE with its own uniform, flag, police training college and school, and is funded directly by the local

government. It was argued that the police force in Dubai ought to be administered directly by Dubai, in order to cope with the rate of change occurring in people's lives there. Dubai is considered to be a trade center in the Middle East and is a multi-racial city.

On the other hand, it has also been explained politically as an act of practicing independence, which is provided for by the constitution of the UAE. In fact, this is another aspect of the reflections of the political issues in the UAE on the police structure. The administration and organization of the federal police in the United Arab Emirates is centralized under the control of the Ministry of the Interior (Al-Aajel, 1994).

## **2.10. Police Role in the UAE**

The Police in the UAE is the arm of the local government. In 1958, the Police Force in Abu-Dhabi began its service. It was very simple and under the Sheik himself. The police role at that time was classified as law enforcement. In addition to law enforcement, it also carried out the following functions:

Securing the ruler, the Sheik.

Securing the government buildings.

Guarding markets.

Executing sentences.

Bringing offenders to justice.

Carrying out any orders from the ruler.

Hence, the Police was not 'service' police. It was a police force in its broad sense: armed, and poorly selected and trained. The policemen were ordinary citizens armed with guns. However, this applied police forces in the Emirates pre- 1971. Today the police role in the UAE has become broad and covers all aspects of life in the country.

Al-Aamery (1994) classified the police role in the UAE into four main functions: security, administrative, judicial, and social. However, Hussain (1993) believed that the police role in the UAE can be divided into main three roles: social, law enforcement and judicial.

Other police experts in the UAE such as Darweesh (1987), however, argued that the police should direct its efforts to prevent crime and enforce law, and also that they should deliver some other services, such as dealing with drug problems and handling 999 calls. It was, however, emphasised that these services should not contradict the prime duty of the police in fighting crimes. It should follow therefore that priority is given to crime prevention, detection and law enforcement.

From the above, it seems that whilst there is agreement that law enforcement is a prime focus, there is less agreement on the part to be played by the Police in social issues and administration. Where social roles are mentioned, it is in relation to their relationship with particular crimes rather than services as such.

The Police Act No.12/1976 sections 3 & 6 stated that the Police is a civil organization. It has its regulations and uniform and it is assigned the following duties:

To preserve the security of the country on land, on sea, and in the air.

To prevent crimes, control and investigate crimes after they have been committed.

To protect the people and their properties.

To maintain the public order.

To supervise the work of immigrant workers, regulate the traffic, help in disasters etc.

The Police in the UAE play a vital role in working for the benefit of the community. As is the case all over the world, the Police in the UAE are the only organization which works 24 hours to provide services for the benefit of the community. The police of the UAE provide many different services i.e., handling calls, helping in disasters, handling dead bodies, looking for missing individuals and items, providing security and supervision of private festivals and peaceful demonstrations, solving domestic disputes, etc (Al-Aajel, 1992).

The service role of the Police is a new trend in Arab countries including the UAE. The new trend in the Police which replaces force with service is diametrically opposed to the old understanding of the police role in countries such as the UAE, which kept the police away from the public, in order to keep its authority among the people. The social or service role of the police is not in opposition to the other agencies, which are operating in the community. All agencies in the society, including

the police agency, can operate side by side with the full cooperation and coordination among themselves and the public.

It is difficult to classify the Police force in the UAE according to whether it is a police service or a police force. Obviously, in one sense, it is both. It enforces the law of the land to prevent crime and detect it and also delivers many services to the public. Yet, the service role does not receive as strong a focus as the law enforcement and judicial roles and the service roles it carries out are crime related (Darweesh, 1987). The historical use of the Police in the Emirates, and, since 1971, the UAE may explain this. While the importance of the service and social functions of the Police have been recognised in the UAE, this is a comparatively recent development.

The importance of the service role is greater than the simple provision of services that no other agency provides. The recognition of this role, and support of it by the public, can help to improve police image. Yet, do the public expect aid and assistance from the UAE police officers? And do the officers themselves value it? Is there a good relationship between public and police? If not, can it be developed? These are the questions that are vital to explore if the UAE Police is to continue to be able to develop and cope with our rapidly changing society. And what are the present relations between the Police and the public, and how can public relations play a role in enhancing the relations?

The UAE is one of those fast developing countries, which has been using public relations strategies in most of the private and public sectors; civil, police, or military services. The Ministry of Interior of the UAE is one of the first public administration bodies which used and benefited from public relations, to achieve its human, national, administrative and security objectives as stated in the Federal Law No. 1 in 1972, amended in Federal Law No. 13 in 1974. This will be discussed in detail in the next chapter.

## **2.11. Summary and Conclusion**

This chapter has examined the general context of the study. As discussed in the previous chapter, effective public relations is about the management of the environment of an organisation both internal and external. Therefore, looking at the

historical, political, social and other factors that could affect the effective performance of the public relations role by the Police in the UAE is considered important for this study. This chapter also discussed briefly the media scene in the UAE. A significant number of public relations activities relied on the use of the mass media. Hence, gaining an insight into the media environment in the UAE is considered important for this study. In the chapters that follow I will discuss more elaborately how the above factors influence the police public relations in the UAE Ministry of Interior. Before this, however, I will examine in the next chapter the specific context of police public relations in the UAE Ministry of Interior.

# **CHAPTER THREE**

## **POLICING AND THE ORGANISATION OF POLICE PUBLIC RELATIONS IN THE UAE MINISTRY OF INTERIOR**

### **3.1. Introduction**

In order to discuss and analyse the role and effectiveness of public relations in the communication process, it is necessary to look at the environment of public relations. In the case of police public relations in the UAE, this involves providing more explanation on the role, objectives and structure of the Ministry of Interior. This chapter discusses the history and organizational structure of the Ministry of Interior, bringing out the relationship between the Ministry and the Police. It also examines the development of police public relations in the Ministry of Interior and the responsibilities assigned to public relations in the Police over the years.

As discussed earlier, immense economic development occurred in the beginning of the 70's in the UAE when the unification of the Emirates that made up the country took place as a result of the oil revenue. There were improvements in all services and the establishment of public utilities such as health, media, education, police, immigration and other services. Subsequently the Ministry of Interior was established on 25 June 1972. The cabinet issued decree No. 1 to establish the Ministry of Interior of the United Arab Emirates with the main following functions:

Securing the country from any terrorist action and supervising the safety and public order.

Establishing, organizing and supervising the police force in the UAE.

To be in charge of immigrant workers, issuing passports and residency.

Organizing and supervising the public administration, which fall under the direction of the Ministry.

Any other functions that are entrusted to the Ministry according to the law, supervise the security within the capital of the UAE.

Supervise the traffic in the UAE.

Funding the regional police forces with the agreement of the emirates local governments.

Any other functions that are entrusted to the Ministry according to the law.

From what has been stated above, there is a wide range of duties assigned to the Ministry of Interior. There are many roles performed by the Ministry of Interior within the society according to Decree No 1, which was referred to above. This can be classified as security, administrative, organizational, service, and supervisory role. To perform the above stated broad duties, the Ministry of Interior structure was designed to meet the broad functions stated earlier.

As argued previously, it is important to take into consideration local situations or environment in the development of programmes for different countries. Each country therefore adapts structures and organisations to suit local needs. As a result of the peculiar circumstances of the unification of the different Emirates in the UAE, the structure of the Ministry of Interior evolved over the years to reflect the situation in the country. In 1974, there was an amendment of the structure. This was then followed by different changes in 1981, 1984; the last was in 1995 on April 6.

Al Sewady (1999) argues that the continuous changing of the UAE Ministry of Interior structure can be explained as a response to the rapid changes in all aspects of life, and policing policies in the UAE. This was due to the oil revolution, which created a strong and powerful economy, which in turn transformed UAE from a traditional society to a modern one within a short period of time. This also led to the expansion of the UAE economy and a high number of expatriate's immigration, which created a number of social, economical, and other challenges. These factors and others mentioned earlier created the need for modernising the Ministry of Interior structure. In 1995, a cabinet decree came out with new and important amendments, which gave more control to the Ministry of Interior. This was in addition to the functions stated earlier, and in the light of the previous amendments in 1974, 1981, 1984, and 1995.

In addition to the earlier stated functions, the Ministry of Interior also took on more responsibilities. These include: supervising the civil defence (fire fighting, helping in natural disasters and war) and combating drugs and illegal immigrants, in addition to the security of the UAE borders on sea, air and land.

## **3.2. The Structure of the Ministry of Interior**

### **3.2.1 Minister of Interior**

The Minister of Interior, who is accountable to the council of ministers, heads the Ministry of Interior. The Minister performs several functions among which is the preparation of an overall strategy of the Ministry and general supervision of the Ministry. The Minister is also charge of the budget and expenses within the Ministry as well as responsible for entitling the Home secretary and the general managers or the high-ranking police officers. Finally, the Minister passes and executes the federal and other laws.

After the Minister comes the Home Secretary who is accountable to the Minister on all matters of policing in the UAE, and is considered to have a direct supervision on the police affairs in all the UAE except Dubai police, where he has theoretical but no practical supervision -Dubai has its own local administration, logo, uniform and fund. The Home Secretary is assisted by three assisting under secretaries, each of them responsible for one part of the following functions: management and planning, security affairs, nationality and immigration (details included as Appendix I).

### **3.2.2 The Assistant Under Secretary of Management and Planning**

The Assistant Under Secretary of Management and Planning is in charge of the following general directorates:

- 1-The General Directorate of Planning and Development: responsible for the annual strategy of manpower development and research.
- 2-The General Directorate of Administrative and Finance Affairs: responsible for manpower employment, and funding.
- 3- The Directorate of Information Technology and Communication: responsible for providing the Ministry of Interior with all the information required. In addition, it is in charge of maintaining effective communication between the different police departments in the seven emirates.
- 4- The Directorate of Police Sport Union is responsible of organizing and contributing to all kind of sports in and out of the UAE.
- 5- The Directorate of Public Relations.

### **3.2.3 The Assistant Under Secretary of Security Affairs**

The Assistant Under Secretary of Security Affairs is responsible for the direct supervision of the public security in the UAE. Furthermore, he is responsible for the following directorates:

- 1- Centralized operation, police air force, security and coast borders, special squads unit.
- 2- Civil Defence: responsible for firefighting and rescue operations in natural and warfare disasters.
- 3- The Directorate of Communication: responsible for maintaining direct contact between the different departments in the Ministry of Interior and other departments
- 4- The General Directorate of Police College: responsible for preparation of and specialized training for the officers as well as commissioning of research studies and to keep pace with the latest developments in the world in the field of policing.

In addition, other departments supervised by the Assistant Under Secretary of Security Affairs include the Center for Police Research, Directorate of Traffic, Prisons and Rehabilitation centers of criminals and other departments (details included as Appendix I).

### **3.2.4 The Assistant Under Secretary of Nationalizing and Residency**

The Assistant Under Secretary of Nationalizing and Residency is responsible for implementing the UAE general policy matters on nationalization and residency. Therefore, he supervises all the nationalizing and residency departments in all of the seven Emirates (details include as Appendix I).

There is no rigid model or structure that is followed in all parts of the world. Each organization, whether private or public, adapts its own structure to cope with its circumstances. Generally speaking, the Ministry of Interior structure is classified into four different areas, namely policing matters, administrative, public security, and nationalizing and residency. This classification of the Ministry of Interior's functions is based on geographical location and types of work. In such a big and important organization, it is necessary to have such classification. In the future, the structure of the Ministry of Interior might change again in response to developments in the UAE. The Police in the UAE have been developing over the years in order to be able to cope with the constant changes in all aspects of life in the UAE.

### **3.3 Police Public Relations**

Concern over police-public relations has always been present even in the developed world. Over the last two decades, since the 1970's, far more attention has been paid to this issue in the western countries. The growth of neighbourhood watch and community policing in 70s in England and Wales is one example. In many societies, the police role is dependent upon public support. Police effectiveness is dependent upon community understanding and a favourable attitude towards their role. The police officer must be able to relate to the needs of the community, and he or she must deal directly with the public. The role of the police is also affected by the attitudes of their own individual members towards themselves, their job, and the particular community, which they serve. Police personnel who have a positive attitude towards their own abilities and their role in society feel correspondingly well qualified to handle most incidents that they encounter. Also, those who feel that the police image is favourable among the majority of the public are more likely to be effective in fighting crime and perform their role (Westbrook, 1981).

The attempts of the public and the police to understand each other are complicated by the fact that there is never one "public", but many, and all with differing values and views about crime and the role of the police. Modern roles and performance of the police therefore call for clear as well as objective consideration.

Performance of functions outside the areas of crime control and the maintenance of public order is not necessarily incompatible with a high standard of police service however. Indeed the public image of the police may be more favourable where police service includes considerable supportive activity in addition to more repressive services.

The police in using their law enforcing powers will generally be effective, with public support, and generally less effective without it. Police who are consistently required to enforce unpopular laws will gradually lose public support for their general duties; and where laws are unacceptable, civil violence and even rebellion can result. This leads to the seeming paradox that a weak police with public support, at least in the long run, may be more effective than a powerful police lacking public support. Thus, the concept of policing by consent of the policed is very important.

In a study on the relations between the London Public and its Metropolitan Police, Belson (1975) highlighted the immense benefit the police can get from having an accurate understanding of the way the members of the public views the role of the police in the society. In England and Wales, the police were presented initially as being in tune with the people, understanding the people, belonging to them and drawing strength from the people. Although it could be argued that this in fact was not the case, and the police were using the public, especially the lower classes. It has been widely argued that public belief in the police, as a body that is there to help them, is approachable and friendly, is a necessary part of police perception. Where this public perception is seen to be changing, it is argued that police image is in crisis. Surveys showed the wide range of tasks that the public expects the police to perform. Yet a lack of confidence in the police has been found (Belson, 1975).

#### **3.4. Police and Public Relations in the UAE**

Since 1971, the year in which the UAE came into existence, there were several conferences held in the world and at the level of Arab and Gulf Cooperation Council (GCC) countries, to enhance relations between the police and the public. The UAE participated in most of these conferences as a member of the United Nations, Arab and Muslim Nations, and as a member of the GCC countries. In 1975 the UAE participated in a crime prevention conference, which was held in Switzerland by sending five delegates from the Ministry of Interior, Justice, Youth and sports, Social affairs, and Ministry of Foreign affairs.

At the Arab countries level, the UAE participated in the police leadership conference in Jordan, from 22-25 April 1974. The recommendations made were mostly to promote the service role and to direct the police officers to deal with the public in a friendly way in order to get their support. Between the 28th April and the 2nd of May 1974, the Arab police leadership met again in Libya, and recommended all social aspects, such as psychology, sociology, and others to be incorporated in the Police colleges and institutes curriculum.

Between the 9<sup>th</sup> and 13<sup>th</sup> April, 1977, the Arab police leaders agreed in the Kingdom of Saudi Arabia to set up a police and public relations department in all Arabian

countries and to have regular annual meetings for the public relations managers to discuss issues among themselves.

On October 4<sup>th</sup>, 1978, Arab countries Interior Ministers met in Iraq and recommended long term crime prevention strategies through the individual, the community, and other social institutions. The first conference of the Ministers of the Interior in the GCC, held in the Kingdom of Saudi Arabia from 23- 24 February 1982, also emphasized the role of public relations in achieving policing objectives.

In addition, the 10<sup>th</sup> conference of the Arab police leaders held in Tunisia between 23<sup>rd</sup> and 24<sup>th</sup> September 1985, emphasized the internal role of public relations in satisfying the police officers or the employees, and the activation of the social, educational, cultural and other organizations to cooperate with the police hand in hand to bring peace and justice to the society.

Between the 4<sup>th</sup> and 6<sup>th</sup> February, 1986, the Arabs Interior Ministers Council agreed in the conference held in Morocco to pay more attention to the media in enhancing general public awareness, and to have regular meetings for the police public relations directors, every two years

The fourth police public relations directors meeting took place in Tunisia on the 26<sup>th</sup> and 27<sup>th</sup> September 1987, and came out with important recommendations. These include, among others, to create a mutual trust between the two parties, the police and the public, and to reward the citizens who have cooperated with the Police. Moreover, it recommended that the Police should work on raising the public awareness on how to prevent themselves, property and belongings from criminals. The fifth meetings for the police public relations departments' directors in the Arab countries also came up with a unique and valuable recommendation. For the first time it was accepted that citizens could work with the Police as volunteers.

At the 10<sup>th</sup> annual meetings of the Interior ministers of the Arab countries in Tunisia 1993, they agreed to set up a security information office to produce annual strategy for security awareness, and to be followed as example in all Arab countries. (The Police Public Relations in the UAE, 26 January 1994, p.16-20, the Ministry of

interior, Abu Dhabi). As a result of these meetings, there have been signs over the past years that the UAE police management realized the importance of police public relations.

In his research, Al-Aamry (1994), a police officer in the UAE, emphasized the importance of the public relations department in the police. Al-Aamry (1994) believes that the public relations department can play many roles some of which include measuring the public satisfaction and educating policemen/women. Police public relations could also play the role of creating communication channels among the police themselves, and between the police officers and the general public. It can also explain the police role in society; create a good atmosphere and contribute to crime prevention policy through the public relations wide channels.

Furthermore, there have been efforts from the Police to enhance their relations with the public, through different programmes. For example, the Minister for Interior passed a ministerial law in March 1994, to form a committee, headed by the General Director of Sharjah Police Force, Lieutenant Colonel Al-Muaala. Also on the committee were the General Director of Public Relations in the Ministry of the Interior and other experts, researchers, editors and writers in magazines, periodicals and papers. This committee examined the state of police public relations and made recommendations for improvements.

In addition, many other programmes, conferences and campaigns, were undertaken and designed for different ranks of police officers in the UAE, to improve their public relations skills, especially when dealing with crowds and in solving difficult situations. Also, there were some other courses given to officers in different ranks and different police forces. In addition, many conferences were organized by the Ministry of Interior or the local police departments to deal with how to enhance the police public relations in the UAE. For example, between 27<sup>th</sup> and 29<sup>th</sup> October 1996, a meeting was held at the Ministry of Interior, Abu Dhabi to discuss the role of mass media and socialization organization such as family, sports and youth clubs, and others in spreading the security awareness and crime fighting.

The meeting recommended the activation of the community as a whole to assist the work of the Police. Public and private sector organisations were also asked to play a vital role in doing so. The Ministry of Education, through its curricula and teachers, was assigned the responsibility of imparting in the coming generation of police officers the right teachings and values.

Between the 15<sup>th</sup> and 17<sup>th</sup> December 1997, the Ministry of Interior organized a conference in collaboration with Ras Al Khaima police, on the police training for the coming century. It was recommended that the police training authority should replace traditional police training, which concentrate on physiological and law theory, with practical and needed subjects such as the art of dealing with the public (public relations), and the use of latest technology and theory in communication (Al Ajel, 1997: 24).

There are other examples indicating positive goodwill and determination of the UAE police management to improve relations with the public, and to convince them of the vital role they can play in crime prevention in the UAE. Hence, it could be argued that the UAE police management paid attention to the subject of police public relations as part of global, regional and local organizations. Police public relations became the subject of discussions at conferences held in the UAE, in the Arab countries, and even the world over.

It could be argued that the police management in the UAE understand that enhancing relations with the public should take priority in order to get a full cooperation of the public. Subsequently, many public relations departments have been established in different police departments with staff and resources. Unfortunately, in spite of having such understanding, the police public relations research carried out in 1994 was the first academic research carried out on public relations in the UAE (Ministry of Interior).

On 26<sup>th</sup> January 1994 the Minister of the Interior established the first committee in the police history of the UAE, to study the present police public relations, and suggest how to improve it. A questionnaire survey was prepared and distributed to the informed members of the public and the general public in Arabic and English, and to

the police in Arabic language only, and to the Asian community in English as they are considered the majority in the UAE.

The informed members of the public are those who are well known in the society such as journalists, artists, lecturers and others occupying such positions, while the general public were picked up in places where they mostly had contact with police, such as nationalizing and residency department, traffic department, police stations, civil defence, and rescue police department “999 call handling”.

The languages selected were according to the minorities existing in the UAE. The outcome showed that 80.9% of the researched public were satisfied with the service delivered by the police, 87.7% of the public were satisfied with the civil defence, while 70.2% with the Nationalizing and residency visa department. On the other hand, 73% of the general public felt that police officers help them as much as they could.

### **3.5. Historical Development of Public Relations in the Ministry of Interior**

Different people have worked in the area of public relations in the Ministry of Interior since its establishment in 1972, in different ways and capacities. Public relations activities were carried out on a small scale within a unit attached to the Ministry according to Decree No. 2, Article 6 of 1972. In 1974, public relations received a greater recognition from the government with the promulgation of Decree No. 13 Article 7, which linked the Public Relations Unit to the office of the Under-Secretary directly.

However, the birth of public relations in the Ministry of Interior in the UAE could be traced to February 25th, 1978, when the first meeting of Directors of Public Relations Departments of the Arab States’ Ministries of Interior was held in Abu Dhabi, UAE. It was recommended at the meeting that all Ministries should establish such an organ as soon as possible, and at a high level - at least on the level of the Directorate.

The Ministry of Interior responded and initiated a number of reforms. As a result, the Council of Ministers’ Decree in 1981 Article No. 3, changed public relations from a ‘department’ to a ‘directorate’. Article No. 17 stated, for the first time, the listed the objectives of public relations as follows:

- To present the Ministry in the media, reporting all media comments to the Ministry and responding to them effectively.
- To organise, escort, receive and welcome visitors to the Ministry.
- To explain the duties and responsibilities of the profession to police officers.
- To publish a police magazine.
- To organise public conferences and lectures.
- To communicate and coordinate with other departments within the Ministry, and other - public and private sector organisations, individuals and the society.
- To take care of any incapacitated employees of the Ministry.

The above stated objectives of public relations shows a clear understanding of the need to respond to the needs of both the internal and external environments of the Police. The same article also divided the Public Relations Directorate into two departments namely, the Department of Internal Relations and the Department of Information Affairs. It is clear from the division that there was a clear conceptualization of public relations role as that of relating with both the internal and external environments of operation.

### **3.5.1 The Department of Internal Relations consists of five sections as follows:**

Public relations in Abu Dhabi

Public relations of other emirates

Religious and cultural guidance

Formality and hospitality section

Human relations section

The categorisation above indicates that the practice of public relations in the Ministry of Interior envisages the coordination of the public relations practice in the other Emirates and Abu Dhabi. This is important in view of the efforts being made to forge closer relationship among all the Emirates that made up the UAE. Further, the division shows that public relations gave important considerations to the religious values of the society while at the same time engaging in recognised public relations practice such as human relations and hospitality management.

### **3.5.2 The Department of Information Affairs consists of three sections as follows:**

Police magazine section

Journalism section

Radio, television, and media production

The categorisation of the work of this department along the line of the media used in sending out public relations messages shows that emphasis is placed on sending out information to negotiate an understanding with the external environment. The categorisation was in place until 1984 when another reform under Ministerial Resolution No. 33. 1984 abolished all the sections stated earlier, including the above mentioned two departments, and established a new department called the Department of Public Relations and Information. In 1988, another major reform was also introduced under the Ministerial Resolution No. 163. It abolished the Department of Public Relations and Information, and established three different departments, with two sections, as follows:

#### **1. Department of Information Affairs, with three units:**

Journalism and Publishing

Radio and Television

Media Production

#### **2. Department of Communication and Moral Guidance, with two units:**

Communication

Morale Guidance

In 1991, another major reform was introduced through the Ministerial Resolution No. 272. The Public Relations Directorate was merged with the office of the Director General of the Ministry, rather than the Under Secretary. Among other reforms were the establishment of public relations departments in most of the UAE Police departments through the introduction of resolutions such as Resolutions No. 136 of 1986, No. 44 of 1992, and No. 217 of 1992 to re organize public relations in the Police College. Other resolutions include the one that establishes the Police Officers Club in 1988, Resolutions No. 201. In 1992, Abu Dhabi Police established its own Public Relations Department, through Resolutions No. 436. Abu Dhabi Police Public

Relations department is considered as one of the most active departments in the Ministry of Interior.

Furthermore, other federal and local police departments have had public relations departments established, some times without the coordination of the Directorate of Public Relations in the Ministry of Interior, or any other kind of defined strategies and objectives. For example, Dubai Police established its own department of public relations, with no indication of structure reference to the Directorate of Public Relations, or any other sort of coordination. Sharjah Police did the same thing. Other police departments including Civil Defense, Immigration and Nationalization to name a few, have established Public Relations departments and Units without any reference to these in the organisational chart of the Directorate of Public Relations in the Ministry of Interior.

The Ministry of Interior have engaged in public relations for a long time, but without a defined role and objectives until 1981, when the Ministers Council Decree No. 3. Article No. 17 provided a solid foundation to start from, despite its articulation of a number of unclear roles and objectives. The same decree also linked public relations with the Under Secretary directly again.

The development of public relations in the Ministry of Interior indicate constant and rapid changes in the organisational chart and functions as well as in the interaction with other police departments, for instance, the Police Club in Abu Dhabi. In fact, no more could be expected from such a growing, traditional and newly established society. In a new society such as UAE, civil organizations are new and are just beginning to perform their role and operate according to similar, but more developed institutions in other developed countries.

In addition, there was no clear understanding of public relations in the first objectives defined in Article No. 17 of the Ministerial Council Resolution No. 3 for the year of 1981, which can be traced back to the new concept of public relations in the Middle East in general, and in the UAE in particular. Therefore, there were constant changes to the name of the Department and in the top management's view and support for

public relations. It was moving from top to middle management in the organizational structure.

Other reasons can be traced to the ambiguity of the definition of public relations and the late start of formal training in public relations in the UAE. Also, there was a lack of understanding of the objectives, tools and activities of police public relations, and there was a complete absence of an annual plan or long and short-term strategies for public relations in the Ministry of Interior up to the late 90s. Generally speaking, there has been slow progress in the development of public relations in the Ministry of Interior. Perhaps, this is a reflection of the general social, political and economic process in the UAE.

### **3.6. The Present Structure**

The Directorate of Public Relations has also been renamed the Directorate of Relations and Moral Guidance. It is responsible to the Assistant Under Secretary of Planning and Management Affairs, who in turn is responsible to the Under Secretary that is also responsible to the Minister, as shown in the organisational chart (details included as Appendix I). A retired army officer heads the Directorate. It has the following objectives:

- 1- To suggest the annual plan of information security and to coordinate with other media institutions.
- 2- To inform the public about the Ministry of Interior's laws and regulations.
- 3- To raise public awareness on different issues in connection with the fight against crime, inner security, and gaining public trust and support.
- 4- To take the responsibilities of organising all ceremonies and hospitalities within the Ministry of the Interior.
- 5- To support human relations issues among employees and inculcate in them loyalty to the state and their job, including taking care of their and the retired officer's affairs.
- 6- To prepare plans for all meetings, seminars and conferences held in and out of the UAE.
- 7- To contact all organisations and institutions to follow up all those meetings and conferences attended by the Ministry.
- 8- To prepare for own meetings and conferences held locally and to prepare all invitations.

9- To request different departments in the Ministry to nominate employees to participate in conferences and seminars at local and international levels, in Arabic and other languages.

10- To prepare research and study papers that need to be presented at meetings, seminars and conferences for the participants from the Ministry in cooperation with other departments in the Ministry of Interior.

11- To do Arabic translation of all documents and researches that are presented in those meetings, seminars and conferences, particularly those papers which directly concern the Ministry.

12- To follow up on the implementation of the decisions and recommendations reached at those meetings and conferences.

13- To supervise the Ministry's Central Library and other library branches in different departments, and to purchase necessary books.

A comparison of the above objectives with the objectives of the former Directorate indicates a dramatic shift of the purpose of public relations. Under the former structure, public relations was expected to serve as a vehicle through which the Ministry can reach out to the media and also through which the Ministry can get feedback from the media. The importance was also emphasised with the publication of police magazine. Also, one of the objectives of public relations was to educate the members of the Police Force on their role in the society.

However, while the objectives of the new Directorate were more detailed than the former Directorate, the new objectives were silent on media relations and education of the Police on their role in the society. Instead, there was a strategic shift from educating the Police on their role in the society to educating them on the values of loyalty to the state and their job.

Thus, from the two objectives, we can discern two different conceptions of public relations role. While the first set of objectives conceives public relations from the systems perspective, the second set of objectives conceives public relations from the rhetorical model perspective. These two models would be discussed in greater detail in the next chapter.

The Directorate of Relations and Moral Guidance is made up of five different departments with eighteen sections as follows:

### **3.6.1. Department of Information Affairs**

This department consists of five sections. They are: Media Affairs, Radio and Television, Media Production, Journalism and Publishing. They carry out the following responsibilities:

- Create mutual cooperation and trust between the police and the public.
- Raise awareness of the security issues concerning the public such as delinquency, drug abuse, illegal immigrants and other issues.
- Follow up and measure public opinion within the UAE.
- Raise awareness about the services and role played by the Ministry employees, and other issues in order to get public support.
- Raise the level of understanding, culture and professionalism of the police officers.
- Identify the great role of the Ministry of Interior in order to build and enhance its image.

### **3.6.2. Department of Moral Guidance and Human Relations**

This Department concentrates on the personnel cadre, which is considered to be the most valuable tool in achieving the Ministry's objectives. It is headed by a police officer with a Bachelor of Arts degree in Journalism. It consists of three different sections namely: Morale Guidance, Human Relations, and Library Section. This department is responsible for:

- promoting assurance of belonging and loyalty to society and to their country and amongst the personnel of the Department through education and political awareness engendering a feeling of national pride.
- deepening religious and moral values and cultivating best values.
- spreading the modern understanding of police public relations, in order to gain the trust and cooperation of the public.
- working to raise moral, social, financial and other issues pertaining to the employee's job satisfaction.
  - ensuring and promoting the feeling of teamwork and human relations among police officers.
  - caring for retired employees and maintaining contact with them.

### **3.6.3. Department of Communication and Formality**

The above department has two sections: communication and formality sections. It is responsible for official visits arrangements, celebrations, sermons and special occasions. It communicates with various sections and departments within the Ministry, and with others outside, either individuals or organizations, and associations public and private in the UAE, such as public services, clubs, schools etc. It maintains regular contact with both in-service and retired officers. It gives prizes to and encourages civilians who cooperate with the police among other functions.

### **3.6.4. Department of Conferences**

This department has two sections namely conferences and translations. The department is responsible for making preparations for all conferences, symposia and other formal events, by contacting the Ministry delegates, organisations, institutions and other parties involved, and by preparing the required papers and reports. It is also responsible for translating important researches, documents and studies. It follows up recommendations from previous programmes, and sets up archives, files and records for all researches and document to be used at any time.

### **3.6.5. Department of Planning and Follow up**

The department of planning and follow up is the heart of the Directorate, and it is made up of six sub-departments and nine sections. The six sub-departments are located in Abu- Dhabi Police, Dubai Police, Sharjah Police, Civil Defense, the Police College and in the National and Residence Public Administration. The sections called relations and guidance are part of the sub-department of Abu-Dhabi Police, while other sections called by the same name (relations and guidance) are linked to the head of the department, and located in different administrations of the Ministry of Interior on geography and type of work basis, namely: Ras al Khaima Police, Ajman Police, Fujaira Police, Coast Guard Police and Special Squad Police. They carried out public relations responsibilities on behalf of the Directorate. The department is in charge of planning, both short term and long term, for the Directorate. It is also responsible for following up the current work of the Directorate; evaluating situational and annual plans; coordinating with other departments within the directorate and those located in the local police and public administrations such as civil defense. It also coordinates

relations with the mass media by supervising all press releases and other communications. It also monitors the training needs of the personnel and suggests suitable courses.

### **3.6.6. Section of Management**

This section is the only one that is answerable directly to the Director General, while all other sections are answerable to the sub-departments. The management function is mostly the responsibility of the directorate of management. It is responsible for providing the directorate with the required stationery and for keeping record of all in and out correspondence, supervising the directorate servants, drivers, personnel records, typing and all such office work.

The above categorisation shows that while there is an elaborate growth in the responsibilities assigned to public relations in the Ministry of Interior, there is no commensurate development of public relations to reflect growing developments in the field. The practice is still largely informed by press agency or propaganda model that views public relations as a mere vehicle for influencing the perceptions and behaviours of specific publics. It fits perfectly within the one-way communication model discussed earlier.

### **3.6.7. Personnel and Training**

Human resources is the most important resources in any organisation, whether it is private or public. Policing, like other professions, requires good measure of knowledge, skills, personality, and other qualifications and abilities. Therefore, the police process of recruiting seems to be a very complex one. Furthermore, public relations in general requires the same standard and even more. Therefore, the Directorate of Public Relations in the Ministry of Interior needed to get the best recruits within the Ministry, to achieve its great objectives.

There were sixty-four employees working for the Directorate of Public Relations in the Ministry of Interior. This number served the Ministry in the UAE, which is responsible for 20 general directorates and other departments. Twenty-one of the public relations officers were in the rank of between lieutenant and staff brigadier,

while thirty eight were in the other or lower ranks between police officer to first corporal. Four were civilians, three were working as servants, and one was an artist.

There were three females in the lower ranks, carrying out ordinary office work and secretarial duties. The Director had a masters' degree in one of the subjects relating to military service. Eighteen others had bachelors degrees, (five of them in mass communications, two in journalism, two in law, two in police and law, one in politics, one commerce, two in Arabic language, one in English language, one in linguistics, and one in sociology.) Seven had diplomas (two in Police Studies, one in English, one in Commerce, one in Programming, and two in general diplomas) twenty-one had secondary school (GCC), the rest had lower qualifications (less than the GCC). Eight of them were with very low qualifications.

Forty-one of those working for the Directorate of Public Relations were nationals, while the rest were from different countries, mostly Arab such as Syria, Lebanon, Egypt, Oman and four were from India, working as servants.

None of the cadre had qualifications in public relations. On the other hand, the Directorate of Public Relations sent 12 officers for training. Four officers undertook courses in information technology, two in skills of negotiations, two in management, one in journalism, one in English language, one in TV editing and one was in securing important and vital buildings, which is considered outside the field of public relations. Eight of the training programmes were organised in the UAE, three in Egypt and one in the Kingdom of Saudi Arabia.

### **3.6.8. Discussion**

From the foregoing discussion, there was a misunderstanding of the role and philosophy of public relations in the Ministry of Interior. This becomes obvious from the name of the directorate, when it changed from Directorate of Public Relations to Directorate of Relations and Morale Guidance. Public relations is a communication process directed to internal and external publics. As a result, it is understood that public relations can serve both publics, in and out of an organisation. Therefore, to articulate a focus for public relations, it is better to re- name the directorate again as Directorate of Public Relations, as it used to be called in 1981, and to go in line with

the present understanding of modern and contemporary civil police service as discussed in the last chapter.

Moreover, public relations is a management function that serves the Ministry of Interior in all of the Emirates therefore it should be linked to and be responsible to the top management of the Ministry of Interior. Therefore, it should be promoted to a public administration level, to be named the General Directorate of Public Relations. This will enable public relations to perform its role better by covering its publics in all parts of the Emirates. In addition, it would be possible to serve the top management of other police departments and the community. However, the present size of the Information and Moral Guidance Directorate at the Ministry of Interior cannot meet all the needs of the Ministry in terms of the population of the UAE.

Further, it is clear that the personnel at the Directorate came from a mixed background in terms of qualifications and nationalities. However, none of them holds a degree in public relations, the main job of this directorate. Another factor that seems to constitute an obstacle is the fact that some specialist sections are occupied by ordinary police officers. For instance, the Head of Conferences Department, which required special and qualified person in the same field, such as politics, public relations, communication, protocols and others, holds a degree in law. Another example is the case of the Head of Information Affairs. He is categorized among those people with very low education. His level of education is less than GCC.

Furthermore, the Head of the Television Section has a degree in politics. The Head of Communication and Formality Section is educated up to the level of GCC. The Head of Management Section holds a bachelor's degree in law. While the sections of human relations and library sections are filled with ordinary police officers with diploma in police studies. The management trend was to fill vacancies with available staff regardless of their skills, abilities and qualifications. Hence, most of the what is referred to as public relations practice in the Ministry of Interior do not have much backing in the known models of public relations. These arguments would be examined further in the theoretical framework chapter.

## **CHAPTER FOUR**

### **THEORETICAL FRAMEWORK**

#### **4.1. Introduction**

In this chapter I undertake a literature review of the frameworks that I considered relevant to this study. I grapple with a range of frameworks such as relevant frameworks for analysing the role of the Police in contemporary societies as well as frameworks for analysing Police organisations as institutions. I also examined frameworks relevant for analysing public relations function in organisations.

Contemporary discussions about policing in societies place emphasis on the role of police as an organisation. Johnston (1992) posits that though policing societies have private origins, policing today is normally viewed from the perspective of police as an organisation. Therefore, to understand the nature of the role of police in contemporary societies, it is imperative to examine the nature of organisations. Organisational theories are, therefore, important to understand the nature of police organisations.

Further, the society or environment of operation is very important to the effective functioning of organisations. Organisations, therefore seek to relate with their environment with the view of getting the cooperation and understanding of the environment. One of the ways used by organisations to get a cooperating and understanding environment is public relations.

As discussed earlier in chapter one, public relations is the management function which adapts an organization to its social, political, and economic environment and which adapts that environment to the organization, for the benefit of both. This implies two types of activities. First, the public relations practitioner must persuade management to do the things to the organization that will make it worthy of public approval. Second, the public relations practitioner must convince the public that the organization deserves approval (Grunig and Hunt, 1984).

Since police organisations relate with the environment, public relations is one of the means with which an environmental understanding could be negotiated. Hence, public

relations theories are important for understanding how organisations relate with the environment.

Finally, public relations practice in an organisation provides us with useful materials for examining how organisations influence the society. The way police organisations interact with the environment provides useful tools for analysing how public relations practice in the UAE Ministry of Interior. Therefore, this chapter will examine the frameworks useful for gaining an understanding into public relations practice in the UAE Ministry of Interior.

#### **4.2. Police and the Society**

Since the beginning of history, different societies have instituted codes for regulation of behaviour, based on accepted norms of what is right and what is wrong. Ever since human beings began to form societies, a certain number of society members have ignored or disobeyed the rules and codes of conduct established by governmental institutions. For this reason, societies formulated law enforcement mechanisms and implemented them in different ways as societies evolved. The state instrument for law enforcement more recently has been the public police force (Sullivan, 1977).

In its original meaning, the term 'police' stands for the good government of a community through civil administration, enforcement of laws and regulations and the maintenance of the health, cleanliness and the public order generally. In the eighteen and nineteenth centuries, the concept and usage of the term began to take on a narrower form. It was being used, more and more, to describe the civil force to which is entrusted the power of maintaining public order and enforcement of law for the prevention and punishment of its breaches and detecting crime (Johnston, 1992).

Gould and William (1964) state that police power may be defined as the broad and elastic power of government. Scruton (1982) added that police powers vary from place to place, and in accordance with political structure; being the instrument to enforce the law, its nature is partly determined by the character of the law that it enforces. Hence, there are different categories of policing in different societies.

Walsh et al. (1983) provided a neat categorisation of the roles police undertakes in the society. They pointed out that police undertake different types of roles. One form of policing is informal policing which stems from traditional and informal social controls, i.e., superstition, taboos, religions, customs, and shared values and moral standards (Walsh et al., 1983). Another form is passive policing, which is characterized by police whose main presence is to serve as "a scarecrow". Under this form, police achieve their goal through an informal means.

Punitive policing is another form that works on the assumption that, provided penalties for crimes are sufficiently horrible, people will be deterred from committing them. Preventive policing, on the other hand, marks the concern of society in reducing criminality, which victimizes both the perpetrator and the person who is the object of crime. This role embraces activities that are designed to influence the community in a multitude of ways in order to divert behaviour away from illegality and towards legality (Walsh et al., 1983).

This approach seeks to enhance preventive measures in societies such as social discipline and mutual trust. In addition, it urges a high degree of cooperation with other agencies of government, both local and central. It also seeks the lowering of barriers between various agencies, from which increased trust and better operation help to reduce the level of criminality and consequently the suffering of the victim and sometimes the offender and offenders' families and friends (Walsh et al., 1983).

The police also undertake a reactive policing role. In this case the police have to be ready and capable of reacting to emergencies. In Europe and in many American cities, this includes dedication of certain numbers for emergency purposes for calling the attention of police to certain situations. This phenomenon is seen to be on the increase throughout the world. There is a significant attempt to make the police more easily available than any of the other well-used services within communities. The role of police in health care in general is related to the support function or service role of police. In a number of cities in the United States, police often furnish emergency ambulance services (Walsh et al., 1983).

Finally, there is another role of the police, especially in the authoritarian countries, that is, repressive policing. In non-democratic countries rulers or governments lacking in popular support may rely on repressive police to maintain them in power (Walsh, 1983). In some countries, in exercising police powers, the state enacts diverse regulations, such as child labour laws, limitations on the hours of employment of women, standards of weights and measures, and laws governing the quality and sale of food and liquor, the use of automobiles, the vaccination of children, and taking of fish and game (Walsh, 1983).

From the foregoing classification of Walsh et al. (1983) it is clear that police have several roles and functions that are equally important and valuable to society and these functions and roles are not necessarily in conflict, but may even be mutually supportive. However, as argued by Al-Obeid (1987) law enforcement or social control is the generally agreed on manifest function of police.

Generally speaking, police roles vary greatly, depending on a number of factors in addition to those already mentioned. Among these factors are the kind and amount of illegal behaviour, as well as its social organization, the degree to which uniformed police are expected to carry out the general functions of public protection and regulation in areas other than dealing with crime and disorder; the nature and distribution of community facilities in the population; and the relative use of mechanical and electronic aids in crime detection and law enforcement.

In some societies, the police have many duties and become a general administrative arm of government. In the United States, where crime rates are high and where traffic regulation consumes an important share of police resources, police commanders have attempted to limit police operations to the central ones of protection of life and property through the suppression of crime and disorder. Hence, as societies become more complex, the volume of criminal laws has grown and with it the volume, size and variety of law enforcement agencies (Al-Obeid, 1987).

### **4.3 An Overview of Police Roles in Developed and Developing Countries**

Policing in a developed country is different from policing in a developing one. One of the most important tasks of the police is to prevent crimes. Hence, Kuper and Kuper (1985) argues that police in Western societies concern themselves with maintaining public order, preventing crime, regulating traffic, performing a range of services, collecting political intelligence, and apprehending (and sometimes also prosecuting) criminals.

Robertson (1993), on the other hand, finds that the police are the specialist corps recruited to enforce the law, especially the criminal law, in a state. In European countries, two political issues have been controversial with respect to the role of the police. The first relates to police accountability and to the level of government, which is thought to be appropriate to control the operations of a police force.

In the United Kingdom, for example, where the political role of the police has been relatively minor, it has always been thought preferable to place responsibility for the police in local authorities. By contrast, European systems have generally assumed that a centrally organized police force would be more efficient. As a result, the police in such countries as France have been seen as much as an arm of the state, as a neutral instrument for upholding the laws and protecting the individual citizen.

The second issue is the extent to which Police may use force or are constrained by the rules of law or civil liberties. In the UK, for example, the police are generally unarmed. By comparison the USA, France and many other countries allow their police to be armed and to use a variety of modern methods approaching those of paramilitary forces.

In Australia, Chappell and Wilson (1989) maintain that the police undertake the role of community policing which includes: community-based crime prevention; patrol deployment for non-emergency interaction with the public; active solicitation of requests for service not involving criminal matters; and creation of mechanisms for grassroots feedback from the community.

In addition, the police perform a wide range of roles in Australia due to a number of factors such as the move from an industrial society to an information society, increasing pace of social change, large-scale structural unemployment, and greater accountability in economic and public service matters. The Australian police undertake the law enforcement role and the social service role as well.

In Japan, Rinaldocchi (1972) argues that the police have a heavy burden of duties. The roles of the police cover a wide range of functions. This is very clear from the life of police organs. These organs include the secretariat, police administration bureau, criminal investigation bureau, safety division, security bureau, and so on. The Japanese police perform law enforcement in addition to a wide range of social service roles.

Trautman (1988) maintains further that the police in Japan teach people values and set role model examples within the community. They also teach the virtue of laws, as opposed to merely enforcing them. By doing so, the Japanese police urge the community to do more than simply comply with the law. They encourage the community to accept the principles and values upon which laws were established.

Whitaker (1979) argues that there is a traditional British reluctance to admit the necessity for professional policemen. New police recruits are usually told that their role duties include prevention of crime; the of detection and punishment of offenders if crime is committed. However, the main function was the prevention of crime.

In addition, the police in Britain perform a salient social service role in the community. Moreover, there are groups of workers undertaking policing. These workers include private security police, state employed police, agents employed by nightclubs, youth workers, teachers, and social workers and so on. Their role embraces law enforcement as well as social service.

If the police's social role is interpreted this widely, it is possible to argue that one can hardly have too many policemen and police women, and that it would be preferable to add police rather than social workers to the local authority payroll. On the other hand, Sir Robert Mark (1977) maintains that police role is that of keeping the peace by the

use of old, complex and sensitive procedures and machinery whereby in a democratic society lawlessness is contained and excesses are controlled by methods acceptable to the public as a whole.

Hence, the role of the police has been developing to cope with the changing nature of society. Generally speaking, the struggle for the preservation of peace has been an unending one. In addition to their roles in crime prevention, public order and responsibilities in courts, the police have a social role to play.

In the Scandinavian countries, one of the most important tasks of the police is to prevent crimes. The increase in criminality has inspired a search for new solutions to check the problem. The common denominator for the methods used in the crime preventive work is that they are non-repressive. In Germany, Fairchild (1988) argues that the police undertake both law enforcement role and social service roles as well.

On the other hand, Shane (1980) maintains that the police in Netherlands have three main chains of command for each of the three assigned functions. Law enforcement is under the Ministry of Justice, the national police are administered by the Ministry of Interior and the municipal mayor. Peace and order are the responsibility of the local authorities, except under certain conditions when they are under the Ministry of Interior.

In developing countries, the law enforcement role of the police is more salient than their service role. On the other hand, in developed, especially democratic countries, the service role is very clear in the police role when compared with the developing countries.

In India for instance, police fulfil several functions within society. The two major functions are social integration and social control. They also perform a number of tasks, between control and integration or support, found elsewhere. In fact, the police in India represent a link to a unified nation and society as well as being representatives of law and order. The police cannot discharge their duties to maintain law and order without the backing, goodwill and cooperation of the public (Fairchild, 1988).

In Saudi Arabia, Al Obied (1987) maintains that the police are responsible for preserving the security of the nation in the land and on the sea. Especially, police prevent crime, and protect the citizens' property and money according to the royal family's orders to the cabinet and the Minister of Interior's orders to the police. In addition, the Saudi police undertake the administrative function, the judicial function (which includes crime investigation), and the social function (which includes crime prevention).

In Kuwait Salem (1991) maintains that the role of the police is affected by many factors. First, the ethnic diversity of the population in Kuwait affects the duties and responsibilities of the police. Additionally, increased terrorist activities and drug trafficking; external political factors, such as the relations with Iran and Iraq, and the Arab-Israeli conflict have been identified as major causes of increased police activities and roles in Kuwait.

In most developing countries and some authoritarian states, police are used to support the governments in power and suppress opposition movements, usually as an organization entirely separate from the civil police, having the power to arrest and confine any citizen suspected of being a threat to the state. Many developing countries have become police states. A police state, which is a translation of the German *polizeistaat* (entered common English usage in the 1930s), is a political system where those in power use naked force by police, secret police, the military and even private armies to control and dominate the population. Essentially, a police state is identified by its contempt for ordinary notions of the rule of law, as well as by totally ignoring any idea of civil liberties.

#### **4.4. Police Structures and Organisational Framework**

Prior to the eighteenth century, the word police was used to refer to the broad social function of policing, the general regulation or government, the morals or economy of a city or country. Policing thus refer to a socio-political function (rather than a merely formal legal one) exercised in the civil society. In the mid-eighteenth century, it began to be used to refer to the specific functions of crime prevention and order maintenance. It was hence defined in terms of specific personnel (Johnston, 1992).

Hence, before the formation of specialised police organisations policing was organised on an informal, private and localised basis, the locus of social order residing in the institutions of civil society (Johnston, 1992). This was followed by movement from arbitrary and decentralised control (eighteenth century); to rational and state-centred control (nineteenth century); and finally, to hybrid forms of statist decentralisation in the current period. Therefore, the word police or policing today, is used to refer to the organisation saddled with the responsibility of maintaining law and public order in the state.

Scott (1998) offered three perspectives for looking at organisations. These are rational, natural and open systems perspectives. From the rational perspective, organisations are defined as social units (or human groupings) deliberately constructed and reconstructed to seek specific goals. Hence, viewed from this perspective, organisations are collectivities oriented to the pursuit of relatively specific goals. Therefore, organisations are purposeful in the sense that the activities and interactions of participants are coordinated to achieve specified goals. Goals are specific to the extent that they are explicit, are clearly defined, and provide unambiguous criteria for selecting among alternative activities (1998: 25).

One form of organization that falls under this category is the bureaucratic form of organisation. Popularised by the German sociologist Max Weber, bureaucratic organizations are characterized by the routinisation of the process of administration in exactly the same way as machine routinises production (Morgan, 1997). Therefore, bureaucracy is a form of organization that emphasizes precision, speed, clarity, regularity, reliability, and efficiency achieved through the creation of a fixed division of tasks, hierarchical supervision, and detailed rules and regulations (Morgan, 1997:17).

The bureaucratic perspective was modified by classical management theorists such as Henry Fayol and F.W. Mooney. They both conceptualized organization as a management process involving planning, organization, command, coordination, and control (Morgan, 1998). Consequently, this provided the basis for many modern

management techniques such as management by objective; planning, programming, budgeting systems (PPBS); and other methods stressing rational planning and control.

Though the bureaucratic form of organisation emphasized a system of administration, it captured the essence of modern police organizations. The classical management school techniques stressing planning, programming and control are common in most police organizations today. As a system of administration, police organizations are generally expected to perform some functions in the society. Though, the functions varies from societies to societies, there is a sort of general purpose function of maintaining law and order performed by the police in all societies (Johnston, 1992).

Prior to the formation of specialised police organisations for this latter purpose, policing was organised on an informal, private and localised basis, the locus of social order residing in the institutions of civil society (Johnston, 1992). McMullan's (1987) account of crime control in London during the sixteenth and seventeenth centuries affirms the existence of such a diverse system of policing. The emergence of police from private origins to modern organizations plays a significant role in bringing about this minimal conception of police function in all societies (1987:119-38).

Additionally, Johnston (2000) contends that the consolidation of the modern nation-state was marked by the development of two bureaucratic institutions concerned with the matter of security namely: military organisation whose function was to secure national territorial boundaries against external threat; and police organisation whose function was to manage and secure internal boundaries and to protect the state and its citizens against internal threat (2000:10).

Within the bureaucratic form, policing was viewed from two different approaches. The first approach is functionalist and the second approach is teleological. Both approaches view policing in form of organised activity of the state with elaborate bureaucracy. Under the functionalist approach, the emergence of the modern police force was seen as a response to the problems of crime and disorder arising under capitalist industrialisation and urbanisation. It explains the emergence of police as organizations in terms of the inability of an old and disorganised system to cope with the escalating crime and disorder problems arising under rapid urbanisation and

industrialisation. Therefore, the police organisation functions to bring order to an apparently disorganised system (Johnston, 2000:11-12).

On the other hand, teleological approach points out that it is less the fear of crime than the need for a disciplined working class, which precipitated the establishment of police organizations. It is argued that capitalism's alienating tendencies gave rise to social tensions, which demanded effective solution. A solution often provided by police organisations (Johnston, 2000: 11). Theories on the police role differ widely: a Marxist would see them as pawns of the ruling-class, whereas a functionalist might emphasise the integrative role they play in promoting social solidarity. This diversity can be partly explained by the ideological content of policing, which is intimately related to the legal control of the state and to moral values (as in enforcement related to vice, gambling, and alcohol). Also about which opinions vary radically, and partly by the dubious reputation of specific agencies (for example, the Gestapo, KGB, CIA, South African police), in terms of conducting political repression. These negative associations are reinforced by the fact that police form something of a problem profession and have frequently been accused of brutality, corruption, racial prejudice and abuse of citizens' rights. Therefore, it is considered that a conscious effort to attract public confidence and cooperation for the work of policing is an important activity undertaken by most police organisations today.

However, Brogden (1987) demonstrated that the two approaches, which were described as Anglo-American model of police history, are both narrow and ethnocentric, failing to consider a variety of alternative forms of policing which have appeared throughout modern history. In that respect, the dominant models not only ignores highly politicised forms, such as the high policing of *Fouches France*, but also both administrative and moral forms which coexisted with the new police, and the contemporary commercial and civil forms. This suggests that what is required is an approach to police history that is neither teleological nor functionalist. An approach that takes account of its unevenness and variability and places less emphasis on the supposedly rigid break between old and new forms (Johnston, 2000:10-14). This approach is also important for understanding the historical forms and functions of police organizations in countries such as UAE, which have police organizations whose historical origin is markedly different from the Anglo-American models.

While the rational perspective of organisational form captures the essence of the purpose of police organizations in societies, it has been criticised for not reflecting the impact of human agencies in organizations. One of the arguments was that the rational theorists gave relatively little attention to the human aspects of the organisation. Although they frequently recognised the need for leadership, initiative, benevolence, equity, *esprit de corps*, and a balance or harmony between the human and technical aspects, their main orientation was to make humans fit the requirements of mechanical organisations (Morgan, 1998). This approach creates organisational forms that have difficulty in adapting to changing circumstances because they are designed to achieve predetermined goals; they are not designed for innovation.

However, changing circumstances call for different kinds of action and response. Flexibility and capacities for creative action become more important than narrow efficiency. It becomes more important to do the right thing in a way that is timely and good enough than to do the wrong thing well or the right thing too late. The compartmentalisation created by mechanistic divisions between different hierarchical levels, functions, roles, and people in bureaucratic and rational organisations tends to create barriers and stumbling blocks for adaptability to a changing environment (Morgan, 1997: 28).

The rationalist perspective was also criticised by the human relations school, which suggested a natural systems approach. Based on the natural systems perspective, organisations are viewed as collectivities whose participants are pursuing multiple interests, both disparate and common, but recognise the value of perpetuating the organisation as an important resource. It is believed that the informal structure of relations that develops among participants provides a more informative and accurate guide to understanding organisational behaviour” (Scott, 1998:26). This view emphasises social collectivities as the basis of organisations. The relationship fostered by these collectivities between the participants could be consensual or conflictual.

The human relations or natural system perspective emphasised the internal environment of the organization, especially the people who carry out the functions of the organisation. Both the rational perspective and the natural system perspective

view organisations as closed system separate from its environment and encompassing a set of stable and easily identified participants (Scott, 1998).

The rational and natural system perspectives emphasized the importance of paying attention to the internal environment of organisation. It is argued that within an organisation, the management play a major role in determining the behaviour of employees. Significantly, the Hawthorne studies identified the importance of social needs in the workplace and the fact that workgroups can satisfy these needs by restricting output and engaging in other unplanned activities. In identifying that an informal organisation based on friendship groups and unplanned interactions can exist alongside the formal organisations documented in the blueprints designed by management, the studies showed that work activities are influenced as much by the nature of human beings as by formal design, and that we must pay close attention to this human side of organization (Morgan, 1997).

Also, the question of work motivation became an important issue, as did the relations between individuals and groups. A new theory of organisation began to emerge, built on the idea that individuals and groups like biological organisms operate most effectively only when their needs are satisfied. Hence, integrating the needs of individuals with that of the organisation becomes important (Morgan, 1997). Therefore, when it is recognised that individuals, groups, and organisations have needs that must be satisfied, attention is invariably drawn to the fact that they depend on a wider environment for various kinds of sustenance (Scott, 1998).

Hence, the third perspective of organisational form views organisations largely as systems of interdependent activities linking shifting coalitions of participants; the systems are embedded in the environments in which they operate (Scott, 1998:28). This perspective emphasises the influence of the environment or externalities on possible organisational outcomes. The notion of systems, from organisational theory, is that for organisations to be effective they must concern themselves with the environment if they are to survive. The systems focus is on the means, rather than the ends, to achieving ends, such as the input, throughput, outputs that will maintain the organisation (Robbins, 1990:5).

The above perspective underpins the open systems approach to organisation, which builds on the principle that organisations, like organisms, are open to their environment and must achieve appropriate relations with that environment if they are to survive (Morgan, 1997). Open systems theory emphasises the importance of the environment in which organisations exist. Organisations are seen as sets of interrelated subsystems. The open systems approach encourages us to establish congruencies or alignments between different systems and to identify and eliminate potential dysfunctions.

None of the above three perspectives are mutually exclusive; hence a synthesis of the three perspectives will enrich the analysis of organisational outcomes. Hence, organisations tend to combine the three perspectives to adapt to a changing environment. For instance, Grunig and Hunt (1984) emphasised that beginning in the 1950s, organisational researchers began to discover that traditional management principles worked only some of the time. Whether they worked or not depended on the nature of the organisation, the nature of its technology, and the nature of its environment. Consequently, research led to what organisational theorists call a contingency view of management. In this view, no one approach is appropriate all of the time and for all conditions. What is the best approach depends on the nature of the organisation and the nature of the environment in which it must survive (Grunig and Hunt, 1984).

It could therefore be argued that organisations are open systems that need careful management to satisfy and balance internal needs and adapt to environmental circumstances. There is no best way of organising. The appropriate form depends on the kind of task or environment with which one is dealing. Management must be concerned, above all else, with achieving alignments and good fits. Different approaches to management may be necessary to perform different tasks within the same organisation. Different types or species of organisations are needed in different types of environments (Morgan, 1997).

Collectively, the three perspectives have helped organisation and management theory to move away from the disadvantages of the bureaucratic perspective to organise in ways that meet the changing environment. Public relations provides a framework for

integrating the three organisational perspectives and adapting organisations to a changing environment.

#### **4.5. Theoretical Frameworks in Public Relations**

The many definitions of public relations, each looking at public relations from different perspectives have been discussed in detail in chapter one. However, from the discussion of organisations above and the role that public relations can play in adapting organisations to a changing environment, public relations is conceptualised as a management tool that can facilitate the integration of different perspectives of organisation and that can adapt organisations to both its internal and external environments.

As stressed by Grunig and Hunt (1984) Botan and Hazleton (1989) Cutlip et al. (1985) and Grunig (1992), one of the presuppositions underpinning discussions on public relations theories is the concept of a system; or, the belief that organizations behave in ways that can be conceptualized as closed or open systems. The following section will therefore seek to connect this presuppositions to the discussions of some selected public relations theoretical frameworks.

##### **4.5.1. Public Relations as a Communication Framework**

Sullivan (1965) conceptualised the proper function of public relations to be that of managing the image of an organisation. Images are defined as reflections of reality. They are the information-carriers that place messages at the judgement centre of the human mind. The messages are about some aspect of reality outside the mind and they reflect reality, carry information about reality, and reproduce reality in the mind.

Hence, any representation of reality not physically present is an image. Much of the information presented to the human senses comes through these external images. Their nature as images lies in the quality of indirectness and public relations obviously deals as a large part of its function with this indirect representation of reality. Hence, pictures, books, radio messages, television shows, speeches, booklets- indeed all words used in human communication, or any other symbols carrying meaning are carriers of information about a reality that is removed (Sullivan, 1965).

The mass media are the vehicles through which reality that are outside the sensory perception of individuals come to them (Schlesinger, 1992; Negrine, 1994).

Public relations is properly concerned with images; its function is to represent indirectly the reality of institution; if truth is its proper final objective, it must be overcautious, indeed unreasonably cautious, about the images it proposes. Berger and Luckmann (1967 ) advanced the argument that reality is socially constructed and it is arrived at partly through negotiation with other people. This same argument was put forward by Schudson (1997) and Hall (1978). Hence, reality is socially constructed and public relations in playing a part in reality construction is doing nothing more than we all, as individuals, do more or less consciously.

Public relations have a role in negotiating the meaning of reality. We all use this approach to the truth as we go about our daily lives, according to the arguments of Berger and Luckman (1967) on the interplay of objective and subjective reality. The significance of balancing the image with the reality or the organisation with the environment was also demonstrated by scholars using rhetorical models of public relations. Rhetorical scholars argue that symbolic behaviour creates and influences relationships between organisations and publics, through people who use words and visual symbols to share and evaluate information, shape beliefs, and establish norms for coordinated collective action (Toth and Heath, 1992).

Further, this dialectic process is based on such factors as a situation, a problem, one or more audiences, messages, message sources, images, channels, and the opinion environment. Therefore, rhetorical model seeks to explain the dynamics among many factors: a situation that allows a strategic response, a problem that arises from that situation, one or more audiences, messages, message sources, images or opinions participants in the event have of the sources, channels, and the opinion environment surrounding each statement.

Using the closed system organisation framework, rhetoric can be thought of as a one-way flow of information, argument, and influence whereby one entity persuades and dominates another. It can be used on behalf of one interest and against others. It can be used to distort and avoid the truth and wise policy rather than champion them. That

view may capture what happens at times, but interests do not remain imbalanced for long. The rhetorical enterprise is to evaluate or criticise the effectiveness of organizational messages as successfully as advocating organizational stances (Toth and Heath, 1992).

Managerial rhetoric focused more greatly, but not exclusively, on the use of media to reach mass audiences, rather than attempting to persuade individuals- the eyes of managerial communicators are ever focussed on the mass audience; this may be contrasted to the socio-political elite. Within the rhetorical framework, organisations add value to society because they provide information and influence as well as adapt to attitudes that are best when they work to serve mutual interest of the organisation. This is the essence of rhetorical identification. It builds and enacts narratives by which organisations can be mutually beneficial. The value of public relations, therefore, is its ability to make a positive difference in the future of an organisation. Its values are those that serve, through advocacy and counter-advocacy, the interests of mutually beneficial relationships between an organisation and its environment (Toth and Heath, 1992).

The foregoing approach shares some similarities with theoretical approaches to the study of the role of the media in the society.

Lasswell (1948) identified the following as the functions of the media in societies:

The surveillance of the environment.

The correlation of parts of the society in responding to the environment.

The transmission of the social heritage from one generation to the next.

Similarly, for an organisation, the media of public relations is expected to perform the roles of surveillance of the environment, the correlation of parts of the organisation in responding to the environment and the transmission of the heritage or image of the organisation from one public to the other. There are two dominant traditions in media theories. These are media effects tradition and audience uses and gratification tradition.

Early researchers in mass communication, based on the observation of the enormous popularity of the press and of the new media of film and radio, used theories of mass

society and stimulus-response to argue that the mass media have powerful effects on the audience.

The audience was conceived as consisting of largely isolated and malleable aggregation of individuals who depend absolutely on the mass media to make meaning of the world outside and who respond to a given stimuli (the mass media message) which is assumed to have direct and desired impact on them. This functionalist interpretation of the role of the media in the society and the conception of mass communication and society above is the devaluation of the idea of communication (a two-way process) to a uni-directional flow of information from sources to the audience.

DeFleur and Dennis (1998: 356) argued that when the media did have effects, three kinds of influences were found. These are called activation, reinforcement, and conversion effects. Activation is the process of getting people to do what they are predisposed to do by their social category memberships- pushing people along in ways they are headed anyway.

Reinforcement effect is a different process. Clearly, reinforcement is not a dramatic effect. It merely keeps people doing what they are already doing. On the other hand, conversion was rare. The major conclusion emerging from this study is that the media had not only selective but limited influence on voters. When people talk about media's power, the ability to convert is what they usually have in mind. However, the researchers found that of their subjects, approximately 16 percent showed no effect from the media; 9 percent showed mixed effects; 14 percent were activated; 53 percent were reinforced, and a mere 8 percent were converted (DeFleur and Dennis, 1998: 356).

However, Newbold (1995) stated that earlier effects studies had tended to focus on short-term and measurable effects, and the audience was perceived as an aggregate of isolated individuals. However, the newer generation of studies emphasised the social relations that connected people, the shared values that accounted for group solidarity in small groups or communities, and the relationship of attitudes and behaviour to

such close personal groups. Studies of the two-step flow in the 1940s stressed the importance of interpersonal networks in the communication process.

Asking not what the media do to people, but what people do with the media, the uses and gratification takes the focus back to the idea of active audience. Uses and gratifications shifts the focus of research in the effects tradition away from the persuasive aims of the communicator towards the recognised needs of the audience, to treat these needs as intervening variables in the relationship of media content with audience reception. Uses and gratification theory is concerned with the social and psychological origins of needs, which generate expectations of the mass media or other sources which lead to differential patterns of media exposure resulting in need gratification and other unintentional consequences (Rosengren et al., 1985, p.14). The main thrust of the approach is to examine people's motivation for media use (Newbold, 1995). It was also argued that the notion of intervening variable connects back to an interest within social theory in the rediscovery of the primary group and to studies such as those of Hawthorne which recognised that attempts to manipulate in hierarchical organizations were often undermined by the resistance of cohesive organisational subcultures (Newbold, 1995).

Public relations also seek to foster mutual understanding between an organisation and its publics. Organisations and media systems are products of the society; however they also recreate the society and culture through media influence and audience activity. Though media is important, audience do negotiate meaning. This perspective also emphasise the mutuality of public relations and communications. It is not only about how or what the organisation communicates to its public but also how an organisation's publics use the message they received from organizations (Blumler and Gurevitch, 1995; DeFleur and Dennis, 1998).

#### **4.5.2. Management Framework (Systems Perspective)**

Public relations according to Grunig and Hunt (1984), is a subunit of the management function of organisations, defined as the subsystem that controls and integrates other subsystems. Hence, public relations managers must control conflict and negotiate between the demands of the environment and the need for the organisation to survive and prosper.

The managerial characteristics of public relations come from research into roles (Grunig, 1992), which make a basic distinction between public relations technician and manager. Pieczka (1996) contends that for public relations to be effective, the practitioner must participate in strategic decision-making. In other words, if public relations is to serve as an effective adaptive subsystem, it must have a say in the highest level of decision-making, concerned with relating the system to its environment (Pieczka, 1996:152).

Within the systems paradigm of public relations developed by Grunig and Hunt (1994) public relations plan plays an important role. Grunig and Grunig (1986) contend that the ideal model for public relations is that it be symmetrical. This refers to the management of communication for the organisation based on professional two-way communication. Symmetrical public relations:

provides a forum for dialogue, discussion, and discourse on issues for which people with different values generally come to different conclusions. As long as the dialogue is structured according to ethical rules, the outcome should be ethical-although not usually one that fits the value system of any competing party perfectly (Grunig and Grunig, 1986:177).

The symmetrical model was presented as the ideal way to practice public relations. Therefore, professional public relations was defined as that which is strategically driven by the public relations function, to manage conflict and build relationships with strategic publics that limit the autonomy of the organisation and that will be conducted on a continuum between asymmetrical (compliance-gaining) and symmetrical (problem-solving) tactics (Grunig and Grunig, 1986:192).

Consequently, organisations seek to maintain an equilibrium with their environment, but as Grunig and Hunt (1984) described the equilibrium, it is a moving equilibrium, moving in the sense that organisations must adapt in some situations and control in others the potential consequences of the environment on organisational objectives.

Those who use the systems paradigm to study public relations have generally used individual interviews or surveys of individuals who are asked to report on their

activities and beliefs about the practice of public relations. For instance, Grunig (1987) asked practitioners in 48 organisations to describe the structure of the public relations unit. There are instances in which, along with such surveys, qualitative data are gathered. Grunig (1990) conducted in-depth personal interviews with public relations managers and used a self-administered questionnaire. However, she started in her report of the data collection by stating that the historical-critical method contributed the bulk of the data (1990:130). Further, she reported analysing such internal media and mass media as company newsletters, annual reports, memoranda, organization charts, news releases, and public service announcements (1990: 131).

Grunig and White (1990) also developed a set of presupposition that guide the activities of public relations, “as part of the social structure and culture that integrates the organisation” (1990: 15). They listed such symmetrical sets of assumptions as: interdependence, open system, moving equilibrium, equity, autonomy, innovation, decentralization of management, responsibility, conflict resolution, and interest group liberalism (1990: 38-39).

In some instances, organisations articulate the role of public relations into a public relations campaign plan. Mallinson (1996) stated that public relations campaigns are generally based on an agreed plan for the preparation and communication of public relations messages. Several models of public relations plans have been developed. For Mallinson (1997), the public relations campaign plan is a nine-stage process. In the first stage, the organisation concerns itself with observation, consideration, consultation, analysis and evaluation of the different publics. At this stage, the organisation observes the publics (both internal and external). The observation is accompanied by gathering as much information as possible and organising them into something coherent in order to consider them and sort them out. This is followed by consultation with the publics that have specific interests at stake and those with vested interests in the organisation. Following consultation is analysis and evaluation. Here, the organisation organise a communication audit and formulate the relevant questions for different publics.

The second stage is the clarification of purpose and definition of objectives. It is important for the organisation to clarify its own organisational objective and the

objectives of public relations campaign plan. Often, the objectives of the organisation are normally confused with the objective of public relations. Without a clear, achievable objective for public relations, there would be nothing with which to measure the effectiveness of public relations campaign.

The third stage is audience segmentation analysis and evaluation. Before the message is prepared, it is important to classify the publics or audience of the message into different categories. This categorisation assists in designing relevant messages for different publics.

The fourth stage is the preparation of the message. Mallison (1996) argues that it is all too easy to confuse objective with a message. An objective is what the organisation wants to achieve, while a message is the information that is sent to the audience in order to achieve an objective.

The next stage is the selection of media or the media technique that will be used to convey the message. According to Mallinson (1996) a medium is a channel of communication. After knowing the objectives, audiences, and messages, the art of choosing and using the most appropriate media is should be simple. How one uses the media in terms of technique is also an important consideration. The sixth stage is budgeting. At this stage, everything would be cost out in as detailed a way as possible. In doing so, it is better to tie the budget to the campaign plan.

After the preparation of budget comes the execution of the plan. Mallison (1996) suggested some important rules. First the plan should be sufficiently flexible to alter as it is being developed. Provision should be made for additions. Second, detail is important. Paradoxically, an organisation can only be aware of this by being sufficiently detached from what it is doing to consider all angles.

The penultimate stage is the evaluation stage. Mallinson (1996) pointed out that evaluation should be taking place during the execution of the plan, since this enables you to correct mistakes as matters progress. Indeed, you may find it necessary to change the messages and even the objectives. Circumstances can suddenly change, and if you are not prepared, and in touch, then your plan can become obsolete

overnight. Unless monitoring is taking place, success can turn to failure quickly (Mallinson, 1996). The final stage is called post-mortem stage. A post-mortem differs from an evaluation in that it is not an integral part of the plan, but a-albeit important-thinking, consulting and writing exercise, once the plan has succeeded or failed.

The assumptions that underlie the communication and systems perspectives of public relations theories have been criticised by scholars working within the political economy approach. It was argued that rather than looking at the ways communication assists the organisation's management function, the critical scholar would be intent on learning such questions such as whose interests are served by organisational goals? What role do they play in creating and maintaining structures of power and domination? Toth and Heath (1992).

Hence, critical studies scholars of public relations have used written messages as the unit of analysis- such as Conrad's (1990) analysis of the annual reports of the Big Three automakers in the US. Based on these reports, Conrad (1990) argues that what is revealed in times of organizational decline and potential threats from stockholders is to turn to the use of myths, such as the American Cooperative Dream and the Redemptive Power of Technical Reason to maintain control over stockholders. Conrad (1990) concludes that by using such powerful myths, the managers of the Big Three automakers reassure themselves that they will stay in charge, because such myths are not likely to be disputed by those who actually own the company.

Consequently, critical scholars have used organisational values as well as written messages as the unit of analysis in examining the practice of public relations. Because critical scholars do examine organisations as arenas of power (Toth and Heath, 1992), one research direction becoming recognised in the body of knowledge is that concerned with the feminization of the field.

However, while the political economy approach provides a powerful critique of the two mainstream public relations theoretical frameworks discussed above, it will not be discussed in detail here. The political economy approach is considered useful here only as a way of highlighting some of the factors that might inhibit the effective functioning of public relations in organisations.

#### **4.6. Public Relations Studies in the UAE**

The UAE is one of those Gulf countries, which have had a tremendous spread of public relations departments, either in the private or public sector. However, studies on public relations in the UAE, in either private or public sector were very few and far between. Al Khaja's (1985) study was the first carried out in the UAE in the field of public relations. She studied the organization and management of public relations in the UAE. One of the main findings of the study was the traditional understanding of the role of public relations and mishandling by the practitioners as a result of their inadequate qualifications and in service training, either refresher or specialized.

In his study of public relations in health organizations, Qeerat (1995), found that public relations in health organisations in the UAE, is still dependent on one-way communication. Qeerat (1995) found that 92% of the researched group of public relations departments employed just an individual to perform all the work of public relations. 85% have not used media productions on big scale. 92% of the public relations officers have not been sent for training courses while 75% said that they have not used scientific research and opinion poll to get data from relevant publics.

In addition, there are other significant issues worth looking at in public relations in the UAE. For instance, 84% of the public relations practitioners are male, and 26% of these are employed as public relations officers while the remaining others have different titles such as social worker and administrators. In fact, this study can be said to a large extent, to agree with the results of Al Khajah (1985) study.

Al Shamsi (1996) strongly criticized the state of public relations in one of the oldest newspaper in the UAE, Al Ittihad newspaper. His study on public relations in Al *Ittihad* foundation of journalism and publication found that only one person was running the public relations department of such a big organisation. Hence, one person was expected to perform the role of public relations officer, manager, and technician.

Al Khaja (1985) studied the efficiency of public relations practitioners in Dubai municipality in the UAE. The study showed that there were 16 public relations

officers in Dubai municipality out of which two were females. This small proportion of female in such department was attributed to the nature of the public relations job.

A study on the manager and technician roles of public relations practitioners in private and public organizations in the United Arab Emirates carried out by Badran and Ayesha (1996), found that, the practice of public relations in the UAE seems to derive from a good number of excellence-based concepts, well recognized in western societies. However, it should be noted that public relations in the private sector are much more developed than those in the public. Qassim (1999) attributed this to the practice of public relations by big multinational companies such as oil companies and others.

Rizqi Allah (2001) in a study on public relations in governmental departments in the UAE found that the majority of public relations bodies do not rely on the planning of their activities, and function in a randomly reaction-prompt manner regarding the organization of their work. The results of the study indicated that the activities of (44%) of public relations bodies rely on designed plans, and most of these plans (72,7%) are laid on a yearly basis. It is worth mentioning that the majority of public relations bodies (86,4%) do not seek the services of external bodies in laying their plans. As for the assessment of plans and public relations activities, the majority of the sample (81,8%) have declared that there is some kind of assessment made one way or the other. Rizqi Allah (2001) also found that newspapers are considered to be the favourite means of communication for public relations in governmental bodies, they come first with (64%), followed by direct mail (letters , dispatches...etc) with (44%), fliers and publications directed to the external public with (40%), and this situation reflects the concern of governmental bodies with the external public which represents the first priority in public relations activity.

#### **4.7. Discussion**

This chapter has examined the theoretical frameworks relevant to the analysis that follows in the remaining chapters of this study. From the review of literatures, policing and public relations were conceptualised as organisational functions; hence theories discussing organisational behaviour were reviewed. The discussion brought out the importance of environment in the functioning and survival of organisations.

Hence, most organisations now combine the strength of the different organisational perspectives in the contingency form of organisations. An organisational form that is flexible enough to respond to the changing environment and focussed enough to carry out specified roles. Police organisations adopted this organisational form through initiatives such as neighbourhood watch or community policing. The environment is important for the functioning and survival of organisations. Organisations engage public relations to negotiate an environmental understanding. From the review of literatures on public relations theories, public relations is conceived in different ways. It is a message as well as a management technique. As a message, the use of public relations was discussed within rhetorical and propaganda model. Public relations is conceived as useful for assisting organisations to balance their image with reality. One-way of doing this is through public relations message or campaign plans.

In addition, public relations is a management technique. Public relations has been examined as a management technique with the use of systems model. Those using this framework contend that public relations is a management sub-system useful for connecting an organisation to its internal and external publics. The interplay of media and society also has significant impact on the practice of public relations. The theory of media agenda setting provides an important framework for examining the impact of organisational public relations. In conclusion, from the review of literatures, it becomes clear that only a multidimensional framework can capture all the different aspects of public relations practice in an organisation.

## **CHAPTER FIVE**

### **METHODOLOGY**

#### **5.1. Introduction**

After the review of literatures on in the previous chapter, the main areas of interest identified are the impact of perceptions on the activities of the police, the use of the mass media to inform and seek understanding of the public and police personnel for police activities, and the opportunities and constraints stemming from organisational structures and management on police activities on the practice of public relations. The areas of interest are then framed into the following research questions:

How do the police see their role in the society?

How do the members of the public see the police role in the society?

What is the relationship between police perception of their role and the public perception of police roles?

How do the police reach out to the public besides routine policing responsibilities?

What do police officers understand by public relations?

What organisational efforts are put into balancing the perceptions of the public with that of the police?

Quantitative and qualitative researches are two of the approaches to research in the social sciences. Both approaches differ in the way research questions are conceptualised and investigated.

Wimmer and Dominick (1997) identified three main dimensions in which qualitative research differs from quantitative research. First, the two methods have a different philosophy of reality. For the quantitative researcher, reality is objective; it exists apart from researchers and can be seen by all. For the qualitative researcher, there is no single reality. Each observer creates reality as part of the research process; it is subjective and exists only in reference to the observer. Second, the two methods have different views of the individual. The quantitative researcher believes all human beings are basically similar and looks for general categories to summarize their behaviours or feelings. The qualitative researcher believes that human beings are fundamentally different and cannot be pigeonholed. The quantitative researcher strive

for breadth, the qualitative researcher strive for depth. Since the two methods make up for the deficiencies of the other, it is better to use both to get the best result in research. I will be using both methods to seek answers to my research questions. Under the qualitative method, I will use documents analysis and in-depth interview to seek answers to some of the questions. I will also use quantitative techniques like content analysis and survey research technique to seek answers to some of the questions. Under the survey technique, I will use questionnaire instrument to seek answers to some of the questions.

There is no uniquely best approach to conducting research, what is important is a clear articulation of a research problem followed by a systematic and replicable investigation of the research problem. Hence, this study will use both qualitative and quantitative research methods to seek answers to the research questions.

The methods chosen for this study were a combination of methods that had been suggested by a large number of researchers. The technique of using several different methods is called triangulation. This is defined as the combination of methodologies in the study of the same phenomena. This study uses data, theory and methodological triangulation. This study adopted the triangulation method because of the belief that no one method can cover the changing nature of public relations today.

Hence, using a combination of methods is necessary because as a multidimensional concept, public relations make use of a range of tools to reach diverse publics usually categorised as internal and external publics.

The first data collected was official documents. As discussed earlier, the nature of public relations as a management function necessitates the examination of official management policy. Since it is a case study of the use of public relations in the Ministry of Interior, it provides the context from which other data could be analysed.

The second data collected was through interviews. Again, public relations is a management function. It is considered useful to gain insight into management thinking on public relations which only interviews more than any other research instrument could yield.

The third data collected was through content analysis of the monthly police magazine and one mainstream daily newspaper. Public relations is also a communication action. Hence communication is an aspect of public relations that is important to examine to be able to capture the essence of public relations. The fourth data was collected through the use of questionnaires. Questionnaires provide an opportunity to capture the impression that the publics of an organisation have of the organisation and its public relations.

I used different methods of collecting data because as discussed previously, public relations is multidimensional. It attends to the needs of both internal and external publics. It is therefore useful to use a combination of methods that capture the various dimensions of public relations. In addition combining methods makes the findings reliable and fairly accurate.

## **5.2. Qualitative Approach**

### **5.2.1. Case Study**

A case study involves either a single or multiple cases and numerous levels of analysis (Glaser and Strauss, 1967). For example, some researchers choose a number of cases and analyse them on one particular level; that is looking at one particular aspect of them and then making comparisons across cases. Eisenhardt (1989) argues that case study methodology can have a number of strengths, especially in a new area where there is very little theory available, or in an area where existing theory is very inadequate. Eisenhardt (1989) also believes that the case study is “particularly well-suited to new research areas or research areas for which existing theory seems inadequate” (1989: 548-9).

The use of a case study of an organisation from which to develop theories or to build and fill in gaps in theories that already exist was described by Glaser and Strauss as “grounded theory”, which they define as “the discovery of theory from data systematically obtained from social research” (Glaser and Strauss, 1967: 2). For this study, the public relations department of the Ministry of Interior in the UAE will be used as a case study and the following aspects will be investigated: the role, functions, hierarchy, objectives, 1999 annual plan, and communication process.

### **5.2.2. In-depth Interviews**

In addition to the case study approach, the study used in-depth interview technique to solicit information from members of the senior management in charge of police public relations at the Ministry of Interior. This is meant to establish the strategic focus of public relations as well as the organisational and management resources available to ensure articulate public relations practice by the police. This will tend to answer fifth and sixth research question. The third research question will be answered in the discussion and analysis of the two techniques adopted.

Those who use the systems paradigm to study public relations have generally used individual interviews or surveys of individuals who are asked to report on their activities and beliefs about the practice of public relations (Grunig, 1990). For instance, Grunig (1987) asked practitioners in 48 organisations to describe the structure of the public relations unit. Also, Grunig (1990) conducted in-depth personal interviews with public relations managers (1990: 131). The use of in-depth interview method would make it possible to find out the understanding and practice of public relations by officers in charge of public relations and members of the top management in the Ministry of Interior. In all, four members of the top management from the Ministry of Interior and five heads of public relations in the five Emirates selected as case studies (these are Abu Dhabi, Dubai, Sharja, Ajman and Ras al Khaima) were interviewed.

## **5.3. Quantitative Approach**

### **5.3.1. Survey Technique**

Under the quantitative technique, the study used the survey questionnaire to collect data about the impressions that the internal public (the police) and the external public (the members of the public) have of the Police in the UAE. The questionnaires were in two categories. The first questionnaire, for police officers working on routine public relations duties in some of the police establishment in the Emirate, sought to answer the first research question.

The questions in this questionnaire sought to get answers from respondents on the organisational, functional and general perceptions of police officers. It also sought to establish their source of information about police activities as well as what their

motivational drives and bio-data were. Five out of the seven Emirates were selected for the administration of the questionnaires. The five were Abu Dhabi, Dubai, Sharjah, Ajman and Ras Al-Khaima. The five were selected because they were geographically contiguous to each other and they had the largest concentration of people in the UAE as discussed in chapter two.

In each of these Emirates, five police establishments were purposively chosen. At each of the chosen police establishment, 40 questionnaires were administered to members of the Police Force in each of the five Emirates selected. In total, 200 questionnaires were administered. The second questionnaire, for members of the public drawn from Arabic, Urdu and English speaking communities, sought to answer the second research question. The questions in this questionnaire sought answers to the general and organisational perceptions of the members of public in respect of the activities of the police. In addition, it sought to know their motivational drives, their source of information in respect of police activities, and their bio-data. As in the previous questionnaire, this questionnaire was also administered within the five selected Emirates.

Unlike the previous one however, 50 questionnaires were administered to members of the public at each of the selected Emirates. In total, 250 questionnaires were administered to the members of the public. To make sure that the questionnaires got to only those who were literate and well informed enough to answer the questions, the questionnaires were administered in front of the CareFour Super market in each of the selected Emirates patronised by the educated class across the linguistic divides of the UAE.

Out of the 250 questionnaires that were administered 220 were returned. From the numbers returned, 20 were either incomplete or improperly filled which rendered them useless for analysis. Therefore, only 200 were considered for analysis. A total of two hundred questionnaires were administered to members of the Police in the five emirates, out of which 175 were returned. From the numbers returned, 29 were either incomplete or improperly filled which rendered them useless for analysis. Therefore, only 146 were considered for analysis.

For both the interview and questionnaire questions I translated them from English to Arabic. After collecting all the materials back, I translated from Arabic back to English. As indicated earlier, samples of the questions in English and responses to the interview are included as appendix III, IV and V.

### **5.3.2. Content Analysis**

Content analysis is the longest established method of text analysis among the set of empirical methods of social investigation (Holsti 1969). Content analysis is a research technique for the objective, systematic, and quantitative description of the manifest content of communication (Berelson, 1952). Content analysis is any research technique for making inferences by systematically and objectively identifying specified characteristics of messages (Holsti, 1969: 601).

The units of analysis are the smallest components of texts in which the occurrence and the characterization of variables (properties, categories) are examined. Since a text does not consist of natural units, these have to be defined at the syntactic or semantic level for every concrete investigation: (a) syntactically defined units are, for example, sign (word), sentence, complete text, area and time; (b) semantically defined units are, for example, person, statement and unit of meaning. Holsti (1969: 647) distinguishes between recording units and context units: (a) the recording unit is the smallest textual unit within which the occurrence of variables is examined; (b) the context unit is invoked to establish the characterization of variables, such as their positive or negative assessment.

As part my efforts to examine the scope and effectiveness of public relations in the Ministry of Interior of the UAE, I undertook some content analysis of the police magazine produced and published by the police department. Since it is the only magazine published for public relations purposes in the Ministry of Interior, the magazine was considered very suitable for the analysis. The magazine is published once a month and for the purpose of this study, all 12 issues published in 1999 were analysed. Khaleej Times, one of the mainstream newspapers in UAE was also used for content analysis. I undertook content analysis of editions of the newspaper published in 1999. Every fifth issue in the month was selected for analysis. This gave an average of six issues for every month. Therefore, the total for the year was 72

issues. Out of each issue, I analysed the news on the front pages, the editorial and letters to the editor. In total there were 146 editorial materials, 243 letters to the Editor, and 609 news items.

The content analysis of the Ministry of Interior Police Magazine and Khaleej Times brought out the pattern of the effort of the police to cultivate the understanding of both internal and external publics as well as the impact of such effort in the mainstream media. This will answer the fourth research question and also part of question five.

Following the categorisation of Holsti (1968), the contents of both the Police magazine and mainstream media were analysed for subject matter coverage, prioritisation of items into first, second, third, and fourth news item respectively. Further, the opinion article and editorial pages were also analysed. The content analysis also covered the sources of item category as well as the focus of the item category. What follows is the report of the results starting with that of Police magazine.

The materials were categorised as follows: commissioned article (materials of specialist nature written by an expert in a particular area, usually outside the Police establishment), editorial (comment of the editorial management of the magazine on specific issues), news (coverage of breaking events relating to policing), opinion article (comment of individual writers, both from the Police and outside on specific issues relating to policing), special feature (focus on other departments within the police establishment in the UAE), special report (focus on specific newsworthy issues that bears on policing in the UAE).

## **CHAPTER SIX**

### **ANALYSIS OF THE 1999-2000 PUBLIC RELATIONS PLAN AND STRATEGY OF THE MINISTRY OF INTERIOR**

#### **6.1. Introduction**

This chapter discusses the public relations plan and strategies of the Ministry of Interior for 1999-2000. The discussion in this chapter is divided into three sections; the first section examines the part of the public relations plan and strategy that deal with external publics. The second section deals with aspects of the plan that relate to internal publics. The third section discusses and summarises the main points of this chapter.

As discussed in chapter one, the practice of public relations, since the First World War have undergone tremendous changes. It has been used as important propaganda tool by governments the world over to support war policies. The use of public relations this way characterised the two early stages of public relations development. Contemporary understanding of public relations indicates the centrality of strategic plans and two-way flow of communication and understanding (Grunig and Hunt, 1984).

The Directorate of Public Relations Annual Plan is drawn from the general strategy of the Ministry of Interior, which in return reflects national security strategies of the UAE. In fact, before 1999, there is no clear, written and declared strategy for the officers and members of the top management in the Ministry of Interior. The practice was to have some directives and resolutions from the Minister and the Under-Secretary (Home Secretary). The lack of plan hindered different departments within the Ministry of Interior from achieving their objectives. The Directorate of Public Relations is one of those departments, which was affected by the absence of a plan.

Recently, the Directorate started to have its own annual plan derived from the objectives of the Ministry of Interior. The 1999 annual plan was very ambitious, and was regarded as the biggest plan ever known in the history of public relations in the Ministry of Interior.

The 1999-2000 plan was based on four main principles. First, it recognised Islam as a faith and way of life from where the plan and derived its basis. Second, security information was part of the general information and it was a very important tool for the Directorate of Public Relations in the Ministry of the Interior. Third, crime prevention needed cooperation from different institutions in the society. Fourth, it recognised the need to keep and protect the culture, heritage, traditions and the identity of the UAE society from danger.

From these four main principles were derived twelve general objectives. These were:

To publicise all activities of the Ministry of Interior, through mass media.

To protect the UAE society from crime through religious, ethical and educational instructions.

To direct all people in the UAE (nationals and non-nationals) to adapt to and respect the law of the country, and to cooperate with the police in its mission.

To make members of the public aware of how to secure themselves and their belongings.

To cooperate with other agencies in charge of crime prevention and to create awareness of and respect for public opinion among them.

To follow up and measure public opinion, and to inform the Ministry about it.

To inform the public about the achievements of the Ministry.

To provide moral guidance for the employees and to raise their education, awareness and cultural level.

To build close relations with societal institutions, such as welfare, education and private sectors institutions in order to cooperate and contribute their part to keeping the peace in the country.

To prepare the Ministry officials for participation in meetings and conferences held in and outside the UAE.

To perform all activities concerning formal occasions, graduation ceremonies, hosting and escorting the ministry guests.

To talk to the media about all matters that needed to be clarified and to coordinate with the other departments in the Ministry of Interior in this respect (Ministry of Interior, Annual Plan, 1999-2000).

These general objectives assigned to public relations reflected the two-way symmetrical model of Grunig and Hunt (1984) discussed in the literature review. For instance, one of the objectives was to measure public opinion and inform the Ministry of Interior about it. From the objectives it also became clear that the public relations plan was also designed to coordinate public awareness and media activities of the other agencies in the Ministry. Besides, the objectives also reflected the environment of operation from the dominance of Islamic values and UAE culture in the principles of the public relations objectives as well as in the objectives.

In order to implement the above stated, broad and ambitious objectives, the annual plan was designed to protect UAE society through the use of alternative media, to produce such valuable materials, which promote good values of religion, education and morality, in line with those values of the society that came from traditions and the local environment.

Additionally, it was designed to cooperate with media institutions existing in the UAE, to prevent the society from harmful media products, which could encourage crimes, family and social dislocations and other similar issues. These points were highlighted in the plan for the actualisation of the objectives. For instance, the objectives were operationalised as follows:

To produce all kinds of media materials, printed, and audiovisual, which promote Islamic teachings to influence the people's behaviour.

To concentrate on children programmes and curricula, to create general security awareness among them.

To start regular school visits, to give lectures to students on how to present themselves, and select friends.

To use existing private and public media to spread general awareness among the citizens and residents of the UAE.

To produce crime prevention programmes in the mass media.

To establish and encourage groups and associations of friends of the Police.

To coordinate with the education, youth and clubs institutions in order to spread security awareness.

To activate national and resident publics and raise the feeling of the important roles they are expected to play in policing the country.

To support all volunteer activities to help in policing the country.

To intensify and diversify programmes to different people in different class and status.

To produce posters and leaflets and other printed materials in crime prevention and public awareness.

To cooperate with all media and educational institutions to explain the dangers and effects of crime on the individuals and the society.

The above listing of the objectives of the annual plan show heavy reliance on the mass media as a means of reaching out to both external and internal publics. Hence, the discussion that follows will discuss how the media were to realise the objectives of public relations. The discussion will also evaluate the effectiveness of the plan.

## **6.2. Public Relations Media (Print and Broadcast)**

As explained in the discussion of the functions of the departments that constitute the Directorate of Public Relations in the last chapter, the Department of Information, Publishing and Journalism was charged with the responsibility of writing and editing news, articles and others, either in the newspapers, magazines, periodicals, and commissioning studies to enhance the public awareness of general policing issues. The Department also published the monthly police magazine, produced and printed leaflets, posters and others. The annual plan envisaged an ambitious media outreach programme from the Department of Information and Journalism. Significantly, one of the main objectives of the plan was the publication of a monthly Police Magazine. Twelve editions covering twelve months, starting from January to December 1999, were to be published. In addition to the regular published subjects, the issues were to cover the following topics:

January: The police day celebration with two interviews with police officers.

February: Focus, through interviews, on the present security in Ajman Emirate compared to the last year.

March: The police-training day, organised by Abu-Dhabi Police. Others include, interview with officers from the GCC. The civil defence day. Interviews on how to fight fire and the development of the civil defence equipment.

April: Graduation ceremony of the ninth batch of police officers at the Police College.

Interviews with the graduates and the general director of the Police College.

May: Traffic week celebration and discussion of the present state of traffic in the UAE.

June: Focus, through interviews, the state of security in Um al Qaween Emirate.

July: The celebration of the international day of drugs and interview with some delegates from the UAE and other countries.

August: A special edition for the 33<sup>rd</sup> annual celebration of reign of Sheikh Zayed, the President of UAE.

September: Interviews and focus on the state of security in Dubai police compared to last year.

October: Interviews and focus on the state of security in Ras al Khaima police compared to last year.

November: Interviews and focus on the state of security in Fujaira police compared to last year.

December: A special edition on the national day of the UAE.

Also in the plan was a very important project called information bank. The project aimed to sum up, file and process all important information relating to policing in UAE, by using the latest information technology.

With respect to the broadcast media, the implementation of the annual plan involved the production of documentary films presenting the Ministry of Interior's activities and services, especially in keeping the security of the state. Also, the Department of Media Production was to produce films to raise public awareness on some issues such as traffic, drugs, illegal immigrants, delinquency, and others. The Department was also to co-operate with television organisations to produce short drama films in the area of safety and security.

The main broadcast programme of the plan included the production of TV weekly series called invitation to safety, (*dawa ela assalama*), for 15 to 25 minutes each, to be broadcast every Saturday. Also, there was to be awareness films, between 1 to 3 minutes, to be broadcast in the middle of a general TV programme. Others included flashes of not more than one minute, to be broadcast in a general programme, and TV panel discussions on different occasions and with different important people that have

expertise in the discussed subject, for 30 to 40 minutes (Annual Plan for Public Relations 1999-2000, Ministry of Interior). The subjects of each programme were contained in Appendix 1.

One of the most important processes of modern management is 'evaluation'. In respect of public relations, as mentioned earlier, Mallinson (1996) was of the view that "evaluation should be taking place during the execution of the plan, since this enables you to correct mistakes as matters progress. Indeed, it might be necessary to change the messages and even the objectives. Circumstances can suddenly change, and if there were no provisions for these, the plan can become obsolete overnight. Unless monitoring is taking place, success can turn to failure quickly" (Mallinson, 1996; Fairchild, 2001). Although it has been clearly defined, no such process has been applied in the Directorate of Public Relations of the Ministry of Interior. In fact, it is the 'achievements report', which was taken to represent the 'evaluation report'.

For the purpose of this study, the evaluation report has been explored in further depth. The report indicated that most of the duties were implemented as follows:

All issues of the police magazine were published and distributed effectively, and in time to relevant police departments and public institutions. It reported no difficulties in achieving its designed objectives in successful co-ordination with other related and appropriate institutions and departments.

All proposed campaigns were carried out effectively.

A proportion of events were not photographed or recorded, due to lack of resources, involving finance or skilled staff.

The report recommended establishing media and transmitting various forms of programmes throughout the Emirates. Other recommendations included employment of skilled and professionally trained staff, and activating as well as establishing the public relations departments in the Northern Emirates.

In the case of broadcast media, the report indicated that stated lectures, *Dawa Islama* film, especially films on state occasions and flashes on TV to raise public awareness, were implemented. The only exception was a radio programme because of the failure to find a suitable editor, and two television series of 'Invitation to safety (*dawa*

*Islama*),’ due to the lack of officers needed for co-ordination. The lack of enthusiasm, understanding and co-operation of the public and private media institutions within the UAE was noted as being responsible for the failure to meet some of the stated objectives.

Therefore, to achieve the stated objectives set by the Ministry of Interior, the Directorate needs to play a more effective role than it has played in the past. It needs to enhance and strengthen the relationship between media, policing and other public as well as private institutions and establishments.

The use of the latest technology has been recommended for the training of the police force, the media and other areas, as well as recruiting specialist and other skilled staff. Further, it was stressed that steps should be taken to improve the production of materials and make the training more in line with modern technology.

As stated earlier, the evaluation report was not more than an achievement report, and it showed that all stated lectures and films series were delivered, except the previously mentioned two. Furthermore, the radio series were not broadcast because no such artist was recruited for the department.

### **6.3. Public Relations Media (Internal Publics)**

The annual plan outlined a series of programme to reach out to the internal publics of the Ministry of Interior. These programmes ranged from culture lectures to events such as conferences and meetings.

The evaluation report indicated that all the Islamic lectures were successfully delivered accordingly (details included as Appendix I). The exceptions were those lectures due to be delivered in March, 1999. Hence, there was a suggestion that qualified officers from the Police College who could deliver lectures should be appointed.

The achievement report indicated that the effort to take care of the interests of the internal publics in terms of social, psychological, educational, and other aspects, were well received. The report also indicated that the objectives were achieved through

activities such as visits to the in patinas officers, and the families of deceased officers or other members of the family. The report also spotted detrimental flaws, which revealed the need to integrate more effectively and work closely, and communicating at regular intervals with relevant government departments as well as others in order to overcome flaws in the system.

The report did not provide suggestions for the following years plan. But it is fairly obvious and of great concern that the obstacles were the lack of resources as well as equipment, which hindered the effectiveness of the public relations programme outlined for the year. If the hindrances are removed and resources provided, the Public Relations Directorate might not have problems in implementing an effective and well-thought out public relations plan for the Ministry of Interior.

Some important responsibilities stated in the annual plan were not achieved as a result of shortage of qualified cadre in this field. Therefore, there is need for more staff for the process of follow up and co-ordination with the different public relations departments in different police directorates all over the Emirates.

While there were suggestions that the solution to the problem lies in sending public relations officers for specialised training courses, visits should be made to the higher colleges of technology to convince more local people to involve themselves in the police service in such departments.

#### **6.4. Discussion**

As mentioned earlier, the annual evaluation report, could be called follow-up, or achievements report. This seems to be the only way of evaluation used by the management of the Directorate of Public Relations in the Ministry of Interior.

The discussion of the plan and evaluation report indicates that the traditional model of communication is still being used in the Directorate. Though, the report stated that all the lectures delivered and programmes carried out had achieved their goals and objectives, it remains to be seen if any objective method of evaluation was used before arriving at the conclusion. Bearing in mind that no such research was carried out last year, how did the section acquire such a satisfactory result?

In addition, there seems to be some sort of generalised message to the public. The report indicated that there was a message designed for the general public to raise their awareness about the psychological, social, economical and other dangers of drugs. In fact the message did not take account of individual and group differences in the audience.

One of the leading obstacles facing not just the Directorate of Public Relations, but also the Ministry of Interior, was the absence of active research and studies centres. In effect the concept of evaluation as explained by Mallinson (1996) discussed in the theoretical framework chapter has not been followed.

## **6.5. Conclusion**

The foregoing discussions and analysis show that the practice of public relations in the Ministry of Interior from the time of its evolution up till now has been guided by the need to inform various publics. While this is an important function of public relations, how far does this function reflect the reality of the UAE society as discussed in the previous chapters? For instance, how does this function meet up to the challenge of mediating the tensions emanating from forging unified direction of governance between the central government and the semi autonomous local governments that made up the UAE? How does the practice of public relations reflect the needs of a society whose population census put the nationals at a clear disadvantage (only about 25% of the population)? As the agency responsible for good and orderly governance, the Police have an enormous responsibility on its shoulders to forge an acceptable way out of all the potential problems listed above. Public relations as a tool for improving understanding between different publics represent an important tool for forging this sense of purpose.

# **CHAPTER SEVEN**

## **ORGANISATION AND MANAGEMENT OF POLICE PUBLIC RELATIONS: ANALYSIS OF INTERVIEWS**

### **7.1. Introduction**

The last chapter discussed the practice of public relations in the Ministry of Interior by examining the plan and strategies used for public relations. This chapter examines the views of the top management and officers in the Directorate of Public Relations in the Ministry of Interior. As mentioned in the methodology chapter, those who use the systems paradigm to study public relations have generally used individual interviews or surveys of individuals who are asked to report on their activities and beliefs about the practice of public relations (Grunig, 1990). For instance, Grunig (1987) asked practitioners in 48 organisations to describe the structure of the public relations unit. Also, Grunig (1990) conducted in-depth personal interviews with public relations managers (1990: 131). Therefore, this chapter seeks to find out the understanding and practice of public relations by officers in charge of public relations and members of the top management in the Ministry of Interior, through the use of in-depth interview. In all, four members of the top management from the Ministry of Interior and five heads of public relations in the five Emirates selected as case studies (these are Abu Dhabi, Dubai, Sharja, Ajman and Ras al Khaima) were interviewed. The transcript of the interview is attached as Appendix II.

### **7.2. Interviews with members of the Top Management**

#### **7.2.1. Conceptualising Public Relations**

In chapter one, I examined the different conceptions of public relations and argued that public relations can be described as a kind of communication action influenced in the beginning by the mainstream thought that mass communication action is just an attempt to influence the audience, or in the case of public relations clearly defined publics. The chapter also reviewed later clarification of the functions of public relations, which conceptualised it as a communication action that presupposes a two-way cultivation of understanding between an organization and its public. As argued further in the chapter, the definitions of public relations examined indicate that the effectiveness of public relations in contemporary world, to some extent, lies in the

ability of public relations professionals to deploy the resources of mass communication to specific needs and situations of the audience or publics, in order words to the environment of the organisation.

In the interview with the members of the top management, questions were asked about their conception of public relations. Most of the responses seem to conceptualise public relations in terms of the range of uses to which public relations was put as well as the environment of the Ministry. Public relations was defined as meaning “creating and maintaining a good relations with the publics”. Other uses of public relations were: “to maintain good human relations among the personnel of the Ministry of Interior; to reflect good image of the Police in particular and the UAE in general, and; to help reduce crimes by explaining to people how to prevent crimes”. Therefore, to the members of the top management in the Ministry of Interior, the environment of public relations is both internal and external. The internal publics are the personnel or workers in the Ministry, while the external publics are the people living in UAE.

For the internal public, the function of public relations was described as useful for taking care of the social, psychological, cultural and other needs of the police officers. For the external public, public relations was also described as helping the police management to achieve the police objectives of crime prevention. It also helps to bridge the historical gap between the police and the public, and cultivate the support of the public for police programmes.

However, the external publics are very diverse in terms of composition and the kind of public relations effort required to cultivate their support and understanding. In the UAE, there is a diversity of publics, traditions, religion and language. This presents a big challenge for public relations to mediate between the publics and the police on one hand, and between the publics themselves, on the other. Further, it was suggested that public relations could mediate the competing interests of the different emirates and central government.

The views of the top management on the meaning and function of public relations above reflect the mainstream understanding of the role of public relations, also

discussed in chapter four, as that of assisting organisations to negotiate an understanding and mutually reciprocal cooperation between an organization and its environment. However, the conceptualisation of public relations above, places the understanding of members of the top management within the one-way asymmetrical model (Grunig and Hunt, 1984) discussed in chapter one. Hence, while the members of the top management suggested that efforts should be made to make both the internal and external publics understand the Police organisation, similar efforts were not made by the Police organization to understand the views of the two publics. In addition, a one-way communication view of public relations negates the growing understanding of public relations as a two-way communication process between an organisation and its various publics.

In spite of the limitations, there is an awareness of the role that public relations could play as indicated in the response of one of the interviewees

... an active public relation department is required to deal with the unique diversity of populations we have over here in the Emirates. If we have a good department of public relations, we would be able to do that. It seems to be that our message is directed to the Arab community living here with the locals. I think that, I have mentioned that we have just started to walk on the right track of public relations and in the near future you will hear some good news.”

As suggested by one of the interviewees, public relations could also be put to good use to activate and make responsible all the diverse communities in the UAE.

By good public relation management, I think we can, where active communication will be applied. Moreover, by having such stated strategy and defined goals and with the existence of such helpful and responsible society, I mean individuals and both public and private institutions. We admit that we have multi racial society, and it is not easy job to activate them, but we will do our best by instructing the ant department to do so.

Public relations is also considered as crucial to achieving the overall objectives of the Ministry of Interior. It was suggested by one of the interviewees that public relations

“... is so important and derived from the vital role and functions of the Ministry of Interior, where it is responsible for the public security in its broad since. On the other hand. Public security cannot be achieved without full public support and corporation. At the same time, these public support and cooperation would not be there unless good public relations established and maintained by the Ministry. The department of public relations and no other department within the Ministry of Interior can do so. Therefore, it is very important to have good public relations management in the Ministry, where we can get to the point of policing the community by the community.”

### **7.2.2. Public Relations Media**

In the literature review chapter, I examined the relationship between the mass media and public relations. The similarities between the theories of public relations as a management and systems framework that encourages two-way communication process between an organisation and its publics was examined in relation to the theories of mass media on media influence and audience use of media messages. Therefore, there is a symbiotic relationship between public relations and the mass media. I also asked questions in respect of how the media are used to realise the public relations objectives of the Ministry of Interior.

The interviewees indicated that the Ministry of Interior used a variety of media to reach out to all the different publics of the Police. The most important of the media mentioned was personal contacts by police personnel. Other media used include events such as exhibitions, sports competition, police day celebrations and public lectures. Sometimes special public awareness events were organized for members of the external public on issues such as first aid, traffic and civil defence. For example, an open traffic exhibition was once organized for the Asian community. Significantly, the mass media such as television, radio, newspaper and magazine were used to complement internal media such as police magazine and educative documentaries. Most of those interviewed claimed that television, police magazines and direct contact were the media used most by the Ministry of Interior.

From the views of the interviewees, it could be argued that the use of different media to reach out to the publics of the Police suggested a conscious effort to differentiate

the needs of the different publics and hence the segmentation of the messages sent to them. This seems to agree with the argument of Mallinson (1996) that the success of a public relations plan lies in a well-articulated campaign objectives that identify the aim of public relations and that select media which suit the successful realization of each objective. Therefore, the selection of television over other media of mass communication along with police magazine and direct contacts fell within the tradition of articulate public relations plan.

The importance of this point was also underscored by the example of effective public relations mentioned by most of those interviewed. They referred to the use of mass media to inform those staying in the country illegally about the law that gave them the right not to be jailed or fined, if they report themselves. Different messages were used in media such as TV, newspapers, magazines, leaflets and others in Arabic, English and Urdu languages. It was reported that due to this campaign about 200, 000 people left the country.

Although the police recorded some success in their specific media campaigns, they were not always successful in mobilising the media. This was stressed by one of the interviewees who pointed out that the media are not always supportive of the police.

As normal in the other part of the world, where the police is not given the chance of presenting its programme in the media. And only limited time is given in respect of some issues. On the other hand, the media present, show, and broadcast what ever word was used, presenting some contradictive messages some times.

The problem with getting positive coverage from the media was attributed to the nature of UAE federation as well as the media system in place in the country as discussed in chapter two. There fore, the political factors and social factors inherent in the UAE system of Federation influenced greatly the effectiveness of Police media relations. In the words of one of the interviewees:

... most of the media are public, but even though, don't forget the information age we are living in, in addition to the type of federation we are in ( federal), which in return entitles the local governments to establish their own media

under very weak supervision from the Ministry of Information. Moreover, privatization, just took place in the Emirates, either in media or other aspects of life. Westernization, is other aspect influencing the media under the concept of development. On the other hand, there is no such thing as media Council for planning and strategy for all the emirates. In addition, there is sort of competition between some of the emirates, which in return resulted in diversity of strategies.”

### **7.2.3. Public Relations Strategies**

The goals and objectives of the Ministry of Interior were translated to the annual public relations plan and strategies of the Ministry of Interior. According to the interviewees: “The goals had been translated into the annual plan, where different programmes had been stated. However, the annual plan was not prepared on scientific basis. It was just a group of ideas, therefore, it is difficult to call it real plan”. Among the goals of public relations identified by the interviewees are:

To create and maintain a good relations with the publics.

To look for human relations within the ministry.

To reflect good image about the police and the UAE in general.

To help in reducing crime, and its fear by explaining to people how to protect them selves and crime prevention.

Goals are however mere statement of intentions that rely on appropriate strategies to realise them. One of the strengths of the management perspective of public relations as discussed in the literature review chapter is the increasing use of public relations to realise the corporate goals of organisations. However, there were suggestions from the interviewees that the Ministry of Interior is lacking in the appropriate strategies to realise its public relations goals. An excerpt from the response of one of the interviewees highlights this point.

“No successful strategy has been adopted. Therefore, all what is there is a sort of reactions or non- scientific approach used for providing the present direction of public relations. No other views had been taken into consideration”.

There is an underlying awareness among some of the members of the top management about what sort of strategies to adopt to make public relations realise set for it in the annual plan. For instance, it was suggested that public relations should be used to

“... play vital role in bringing employee together and with the top management. It can reach all publics and solve a lot of problems we are having by using the revolution of technology especially in communication. We are in the global village. In addition, it can study the causes of crime and other issues concerning our society ie road accidents. It can assess the public satisfaction of the police services delivered to the public and so many other valuable functions.”

#### **7.2.4. Organisational Constraints**

The interviewees identified a number of problems that hindered the effective functioning of public relations in the Ministry of Interior.

“No budget. Traditional understanding of public relations among the officers, management and the society. The graduates are new and they need time to bring theories to practice.

“We have ex army officer as the head. No public relations qualification holders among the officers”.

“The amount of work is too much, the number of cadre is too little. Most of the cadre lack the qualifications and skills required of public relations officers”.

“We don't have the ability to communicate with other communities in the Emirates. Most of the cadre cannot speak or write in Urdu or English”

“Many good officers have been moved to other departments without any consultation. Recruiting is based on filling the gap, but not according to the qualification and desire to work”.

### **7.3 Views of Public Relations Managers**

This section reports the findings of the interview with public relations managers in the Ministry of Interior.

#### **7.3.1. Conceptions of Public Relations**

Like the members of the top management reported earlier, the managers in charge of public relations in the Ministry of Interior seem to have a good understanding of what public relations entails.

“Public relations means a lot for me in terms of communicating with others to seek mutual understanding and corporation between different publics. It helps an institution to present itself and to deliver its different programmes. In our case, I mean for the police, there is a need for such apparatus to help the police management in achieving their objectives”.

“Public relations is important, especially in a multi cultural society such as UAE, where the Arabs and locals are in minority. There is the need for such department to mediate between the Police and its diverse publics, and among the publics themselves within the Emirates”.

“Public relations role is derived from the role and functions of the Ministry of Interior, which is responsible for public security in the UAE. Public security cannot be achieved with out full public support and corporation. At the same time, these public support and corporation would not be there unless good public relations was established and maintained by the Ministry. Therefore, it is very important to have good public relations management in the ministry, until we can get to the point of policing the community by the community”.

“Public relations is effective communication tool to inform the police about public needs and problems, and to supervise the police work and give the public all information needed”.

“Public relations play vital role in bringing employees together with the top management. It can reach all publics and solve a lot of problems we are having by using the latest technology especially in communication. It can also measure public satisfaction with police services delivered to the public and so many other valuable functions.”

“In the UAE, there are social, demographic and cultural crisis. Therefore, public relations can mediate between the police and the public on one side and the public, local and others on the other side. Public relations is needed to mediate between different cultures, values and traditions in such a multi racial society.

Public relations help to create and maintain good image of the police in the public eye”.

The foregoing responses of the interviewees emphasised the point raised earlier that most of the managers working in the Directorate of Public Relations in the Ministry of Interior have good understanding of public relations. However, as noted in the report of responses of members of the top management in the Ministry of Interior, there is a difference between having a good understanding and being able to translate the understanding into action. This will be examined in detail in the discussion that follows.

### **7.3.2. Public Relations Media**

This section reports the views of the managers of public relations on what media and how the media are used as public relations tools to realise some of the public relations objectives of the Ministry of Interior.

“Arabic, is the official language of the country. We don’t have the ability to communicate with other communities in the Emirates. Most of the cadre

cannot speak or write the Urdu or the English. In some few and important cases we produce leaflets in English or Urdu”.

“Direct contact, face to face communication is the most effective ever known in history. Therefore, we should look at the present curricula and police training contents and system so as to incorporate public relations training”.

“The media are not helping us, and not giving us enough time to present our views and programmes. We have bad and weak media relations”.

The above responses indicate that some of the problems of translating public relations plan into reality came from the failure to have good reach out strategies. Yet, as discussed in the last chapter, most of the objectives of the public relations plan of the Ministry depended on the cooperation of the mass media as well as members of the public.

### **7.3.3 Organising Public Relations**

Within an organisation, the management and structural considerations (organisation design, systems, policies, procedures, rules, regulations, etc) play a major role in determining the behaviour of employees. Allen (2000) stated that an employee behaviour that organisations want is performance. However, performance is a function of the interactive effect of ability, motivation, clarity of expectations and opportunity. Hence, one of the main functions of public relations is to negotiate a mutually beneficial understanding between an organization and its internal publics. As stated in the discussion under organisational framework in chapter four, organizational constraints sometimes inhibit the effective functioning of public relations.

Some of those interviewed were of the view that the organization of public relations work in the Ministry of Interior was a serious hindrance to the effective functioning of public relations. Some of their views are as follows:

“We are organized on a small scale as a directorate. Yet, we are expected to coordinate public relations in all the emirates. We should therefore be elevated to the level of a general directorate”.

“We are linked to the Assistant Secretary of Planning and Development. However, we will be more effective if are linked to the Minister or the Undersecretary. At the moment, structure of the directorate of public relations is too weak to be effective”.

“No progress will be made unless we are promoted to the general directorate level”.

“I don’t agree with the present way of running the Directorate of Public Relations, but I can not do anything, it is a Police hierarchy”.

“There is no vital coordination or cooperation among other civil organizations with the police and public relations”.

“We are part of the Arabic system. I do not agree with the present system, but I cannot do anything. We are also influenced by the army regulations and laws which state that officers can work everywhere and at any time in time of need”

“I suggest that the Directorate of Public Relations be promoted to the level of general directorate, where it can practice its role freely and with no difficulties”.

From the foregoing, it becomes clear that organizational constraints impede the effectiveness of public relations, therefore to examine public relations only in terms of the message or rhetorical communication is to use very limited factors among a possible number of factors to evaluate public relations effectiveness. Hence, the relevance of the systems model suggested by Grunig and Hunt (1984) and discussed in chapter four.

#### **7.3.4. Public Relations Strategies**

As mentioned earlier, the public relations objectives of Ministry of Interior were developed into public relations strategies by the managers responsible for implementing the public relations plan of the Ministry of Interior. For instance, as a way of making most of the cadre imbibe the values of public relations, one of the interviewees said that, “we have incorporated into the police colleges, schools and institutions curricula, theories and practice of public relations. In the case of the police college, it is to teach public relations for 16 credit hours. It is the same in the policemen and women school, all graduates are required to study at least one subject of public relations. In addition, we send some officers for crash courses in public relations either within the UAE, or abroad, police and private training institutes”.

“Our unique and imbalanced population are always covered by our curricula content and seminars. In addition, we just introduced a new scheme, where English and Urdu languages are introduced in the probationer training at the police college in Abu Dhabi”.

“My role as the General Director is to implement the directives and decisions of the police college board. So, there is no much space left for other things I can do. There are agreed syllabus and curricula by the board and supervised by the general directorate of planning and development”.

From the foregoing, it becomes clear that a lot of efforts are put into the training of police cadres in public relations. This reflects the general observation noted earlier that there is a lack of adequate skilled officers in public relations management. The responses also underscore the importance the management attaches to the role of each individual police cadre in promoting the good image of the Police Force.

I got your question, but as you know and every body even knows, that is my role as the general director is to implement the directives and decisions of the police college board. So, there is no much space left for other things I can do. There are cited and agreed syllabus and curricula by the board and supervised by the general directorate of planning and development. In addition, there are some obstacles confronting the full implementation of real public relations, such as the traditional understanding of

public relations with in the police top management, and the officers them selves. It is to them, just official meetings, festivals, reception and so on. While the training syllabus is a reflection of the common understanding of the strategy makers of the Ministry of Interior.

It is not an easy question to ask, and difficult to answer. But in general, I can say it is not so good, where it should be. Simply because of the missing role of public relations, and misunderstanding of the police role and functions in the present days. Moreover, the officers look at them selves as the tools of the government and authorities, where they got their legitimacy from the government, not from the public. Therefore, the police does not pay attention to the public support and satisfaction. Why, it simple as that, where is their salaries comes from the government and the public have no thing to do with the case. Other reason could be seen in the weaknesses of police accountability where they could abuse the system as police officers. Other, the quality of the police officers is seems to be does not help to have good relations with the public, where is recruiting is based on filling the gaps and personal contacts or relations, not on selecting the best. In addition, part of the culture exist is suspicious, which in return reflected on the police officers way of dealing with the publics.

We have in the Emirates social, demographic and cultural crisis, where we need such successful public relations to mediate between the police and the public from one side and the public, local and other from side. We need such public relations to mediate different cultures, values and traditions in such multi racial society. We need to replace the old understanding of public relations tradition to the present concept, theory and practice of such important one.

We need to have such understanding among the police officers them selves of the importance of having a good relations with the public. No matter to have different local police with in the emirates, but it should be all having common goals and objectives. I think, the directorate of public relations is not qualified in terms of cadre technical and strategy to perform its vital role. Therefore, major reform should take place in order to enhance its role.

I suggest to promote the directorate of public relations to be on the level of general directorate, where it can practice its role freely and with no difficulties. And to create such department with in the directorate of public relations called Department or directorate of crime prevention. Where u can locate such liason officer with in the minorities, schools and local community. In addition, to have such vital research unit to be linked with the public relations departments.

### **7.3.5. Organisational Constraints**

Like members of the top management the managers in charge of public relations identified some factors that hindered the effectiveness of public relations in the Ministry of Interior. Among these are:

“There are some obstacles confronting the full implementation of public relations, such as the traditional understanding of public relations by the police top management, and the officers themselves. To them public relations is about official meetings, festivals, reception and so on”.

“The police management has problem because it is part of the government administration with a traditional philosophy of policing which is out of tune with contemporary realities”.

“A significant number of the population, (60% Asians) are left out of the public relations reach out due to the problem of language. Therefore, in order to enhance the present police public relation, there is a need for having units of educated and skilled police officers and cadres to be located in different police departments”.

“The policing objectives seems to be different from one emirate to the other. It has its merits but it have negative effects on the policing process”.

“Some of the officers are not relevant for this job, no relevant qualification, no skills, and some of them no desire to work in this department. Many good officers I used to have had been moved to other departments with out any

consultation. Recruiting is based on filling the gap, but not according to the qualification and desire to work or other. I think, the Directorate of Public Relations is not qualified in terms of cadre, technical and strategy to perform its vital role. Therefore, major reform should take place in order to enhance its role”.

The responses above point to some of the factors that constrained the work of managers in charge of public relations in the Ministry of Interior. As noted earlier organisational actors influence the correct translation of the right understanding of public relations into practice.

#### **7.4. Summary and Conclusion**

From the responses of the two sets of interviewees, the sphere of achievement of public relations in the Ministry of Interior seems to lie in good conceptualisation of public relations and the occasional use of different media to reach out to the publics. However, public relations is more than the media. As mentioned in the theoretical framework chapter, the theories of media performance are rooted in the society. Hence, the organization plays an important influence on PR performance and the role of the media in it.

Public relations is more than the message, hence the totality of the organisation yields a better understanding of public relations. The systems model developed by Grunig and Hunt (1984) offers a useful model for examining public relations from a holistic perspective. For a given system, the environment is the set of all objects a change in whose attributes affect the system and also those objects whose attributes are changed by the behaviour of the system. In a sense, a system together with its environment makes up the universe of all things of interest in a given context (A.D. Hall and R.E. Fagen, 1956, quoted in Scott, 1998).

The notion of systems, from organisational theory, is that for organisations to be effective they must concern themselves with the environment if they are to survive. Public relations according to Grunig and Hunt (1984), is a subunit of the management function of organisations, defined as the subsystem that controls and integrates other

subsystems. The managers must control conflict and negotiate between the demands of the environment and the need for the organisation to survive and prosper.

As pointed out in the theoretical framework chapter, the interactions between organisations and their environments do not occur frictionlessly. Managers play a key role in this relationship between society and organisational change. Because managers' mental modes influence strategic decision making, managerial thinking must anticipate or respond quickly to environmental change if their organisations are to stay aligned to societal developments. Yet managers face difficulties in anticipating and recognising changes in the society and organisational environment. As a consequence, managers of organisations are often unable to see environmental changes or to anticipate fully the consequences these changes might have for their organisations (Allen, 2000).

One of the factors that limit managerial responsiveness to environmental change is homogeneity in managerial thinking. Many large organisations are caught in an attraction-selection-attrition cycle that tends to promote homogeneity in managerial thinking. According to this model, only certain people are attracted to particular organisations. As a result, those managers who are promoted to top management positions are likely to think very much alike. Although this thinking alike facilitates rapid decision making, it can also have very serious negative consequences for organisations operating in fast changing environments (Allen, 2000). This seems to be approach of the Ministry of Interior to the movement of people working in the public relations department. There is no conscious effort to put the right people in the right places.

The organisational constraints that hinder the effectiveness of public relations in the Ministry of Interior was also discussed by Morgan (1997) when he pointed out that mechanistically structured organisations have great difficulty adapting to changing circumstances because they are designed to achieve predetermined goals; they are not designed for innovation. This should come as no surprise, for machines are usually single-purpose mechanisms designed to transform specific inputs into specific outputs and can engage in different activities only if they are explicitly modified or

redesigned to do so. This is similar to the asymmetric model of public relations discussed earlier.

However, the organisation of public relations in the Ministry of Interior falls under the mechanistic model as compared to the open system organic model. Since, the organic open system model is so central to the success of the two way symmetric model, the discussion chapter will examine how the important points could be integrated into the practice of public relations in the Ministry of Interior.

## **CHAPTER EIGHT**

### **RESULTS OF CONTENT ANALYSIS**

#### **8.1. Introduction**

This chapter analyses the results of the content analysis of the police magazine in one mainstream newspaper in the UAE. As discussed in the methodology chapter, the year of focus for the content analysis of both media was 1999. Hence, all the issues of Police magazine (12 in all) published in 1999 were content analysed. To also examine the impact of the annual public relations plan and strategy introduced in 1999 by the UAE Police, one daily mainstream newspaper was also content analysed. Every fifth issue of the newspaper was content analysed. Hence, six issues in a month and 72 issues in the year were content analysed. Also, following the categorisation of Holsti (1968), the contents of both the Police magazine and mainstream media were analysed for subject matter coverage, prioritisation of items into first, second, third, and fourth news item respectively. Further, the opinion article and editorial pages were also content analysed. The content analysis also covered the sources of item category as well as the focus of the item category. The reasons for the choice of this method as well as the advantages and disadvantages have been discussed in the methodology chapter. What follows is the report of the results starting with that of Police magazine.

#### **8.2. Result of Content Analysis of Police Magazine**

This section discusses the results of the content analysis of the police magazine starting with the subject matter of coverage. As discussed in the foregoing discussion, the content analysis covered all the 12 issues of the magazine published in 1999. Out of the 12 issues only the first, second, third as well as fourth item in the magazine were covered. Also, the editorial page and opinion pages of the magazine were analysed. This gives a total of 72 items that were content analysed. The Police magazine published in the year 1999 were analysed according to the type of item that made up each edition. The materials were categorised as follows: commissioned article (materials of specialist nature written by an expert in a particular area, usually outside the Police establishment), editorial (comment of the editorial management of the magazine on specific issues), news (coverage of breaking events relating to

policing), opinion article (comment of individual writers, both from the Police and outside on specific issues relating to policing), special feature (focus on other departments within the police establishment in the UAE), special report ( focus on specific newsworthy issues that bears on policing in the UAE).

**Figure 1: Type of Item in the Police Magazine**

Item	Number	Percentage
Commissioned Article	5	7%
Editorial	12	16.7%
News	15	20.8%
Opinion Article	16	22.2%
Special Feature	19	26.3%
Special Report	5	7%
Total	72	100

From the analysis, special feature was the preferred style of presentation with 26.3%. This was followed by opinion article and news with 22.2% and 20.8% respectively. Editorial had 16.7% while commissioned article and special report shared 7% each. Although the difference between special feature and opinion article seemed not to be significant, special feature was more important because opinion articles was a recognised column in the magazine. Opinion article occupied the back page. However, compared to editorial, which was another recognised column on the second page of the magazine, opinion article had higher percentage because some opinion articles were also published in the inside pages. To examine how all the items bear on the coverage generally, the items were analysed according to the prominence given to them in the magazine.

From analysis of the first item or the most important item of the magazine throughout the year, special features were 58.3%, news items were 25%, special reports were 16.7%. For the second most important item, special features were 50%, news items were 33.3%, special reports were 8.3% and opinion articles 8.3%. In the third item, special features were 41.7%, news items were 41.7%, special reports were 16.7%. For the fourth item of prominence, commissioned articles displaced special features as the

most prominent item with 41.7%, news items were 25%, special features 25% and opinion articles 25%.

Hence, from the analysis of materials according to the prominence they were given in the magazine, the pattern of use of special reports was similar to the overall pattern. Although it was displaced as the most prominent item under the fourth important category by commissioned article, it still occupied important place in the approach of the Police establishment media outreach. On one hand, the dominance of special features reflected the objectives of the annual public relations plan of the Police establishment. As argued earlier, it was the understanding of the Police in UAE that public relations could be used to foster cooperation and understanding between the various police divisions in the country as well as between the police and the public. Therefore, by focussing, positively, on the activities of police in the other Emirates and other police divisions within the country through special features, the public relations function was realised through the Police magazine.

The discussions in the previous chapters highlight the nature of the UAE society as a country trying to forge a working arrangement for all the Emirates that made up the UAE. Therefore, paying attention to developments in the other Emirates is a step towards realising this objective. Similarly as discussed in the theoretical framework, public relations have been examined from communication and management frameworks perspective. By making conscious efforts to reflect an understanding of its environment through the articles it carried in Police magazine, the Police establishment in the UAE is reflecting the communication framework model. However, this model has been criticised, as discussed in the theoretical framework, by Grunig and Hunt (1984) who called for a two way mutually engaging means of communication. From the Police magazine report, what could be discerned is a one-way flow from the Police magazine authorities to the other Emirates.

However, important as special report is, it is important also to consider the subject matter of the items to establish how, specifically, the public relations objectives of the Police was realised through the police magazine.

**Figure 2: Subject of Coverage of Police Magazine**

<b>Name</b>	<b>Number of Items</b>	<b>Percentage</b>
Security	7	9.7%
Public Order	-	-
Social	45	62.5%
Police Affairs	6	8.3%
Crime	14	19.4%
Total	72	100

As mentioned earlier, the Police in the UAE was saddled with five basic responsibilities. These were:

To preserve the security of the country on land, on sea, and in the air.

To prevent crimes, control and investigate crimes after they have been committed.

To protect the people and their properties.

To maintain the public order.

To supervise the work of immigrant workers, regulate the traffic, help in disasters etc.

For the purposes of analyses, the above responsibilities were categorised as follows: security, police affairs (items that border on the performance of the policing function), public order, crime and social (to cover all the other areas involving policing environment not covered by the above four categories).

From the analyses, social issues (or other issues that did not fall under core policing function of security, public order and crime prevention) had the highest percentage of 62.5%. This was followed by crime 19.4%, security 9.7% and police affairs 8.3%. None of the items covered public order. The findings above showed that for the police magazine, social issues were more important than the core functions of policing. Before discussing how this squared up with the public relations function of the police, it is important to consider the pattern along with the prominence given to each subject matter as first item, second item, third item and fourth item respectively.

As first item, social issues had 50%, while security, police affairs and crime have 16.7% each. As the second most important item, in terms of coverage, social issues had 66.7%, crime had 25% and security had 8.3%. As the third most important item, social issues dropped again to 50%, crime increased to 33.3% and police affairs had 16.7%. In the case of the fourth most important item, social issues increased to 58.3%, crime dropped to 25%, police affairs and security were 8.3% respectively.

Besides the main items of coverage, editorial materials that occupied the second page, also reflected the dominance of social issues. Social issues had 58.3% followed by security 25%, police affairs 8.3% and crime 8.3%. The same pattern was also reflected in the opinion page columns with social issues taking 91.7% and crime 8.3%.

From the subject matter analyses, it becomes clear that more than the traditional core policing functions of crime prevention, security and public order, the police magazine reflected more the social issues that bear upon policing function in UAE. Previous discussion in the context policing across cultures also emphasises the growing social roles performed by the Police in different societies. Therefore, the Police in UAE is following an emerging pattern in Police roles in our contemporary world. The findings also indicate that the public relations philosophy pursued by the Police establishment in the UAE is that of negotiating an understanding of the environment. This reflects the ideal public relations as stressed in Grunig and Hunt's (1984) two symmetric model of public relations. However, it is arguable if the social issues discussed were as defined by the publics of the Police or by the Police itself. To have an insight into some of the issues reported in the Police magazine, I did an in-depth analysis of some of the published articles.

### **In-Depth Analysis of the Content of Police Magazine**

An in-depth analysis of some of the articles in the Police magazine bears this point out. The articles highlight the social roles of the Police and how they reflect the social environment of operation. The first article reflects the social commitment of the Police to developments in the environment. It connected the issue of Ramadan fasting (Muslim fasting) to larger issues of discipline, law and order.

Soon we will be receiving the month of mercy and fasting where all Muslims in whole world celebrate and hope to it would drag and drag on for a long time, year after year. Ramadan is the month of lovely memories where we used to monitor the media for the announcement of its beginning. It is a month when all the people in all this country become happy. Ramadan has its own merits, we join members of our family and other people who we do know or don't know for breaking our fast eating together food which is mostly made of rice and fish or meat or chicken or other dishes. I can not forget the night prayers, can not forget the regular neighbours and family visits. I can not forget the chatting and gatherings discussing politics, poem, religion and other subjects, where children and ladies have there own way of fun and activities. Ramadan is the month when all crimes are held in abeyance.

Today, unfortunately some of it have changed, some people especially youths gather to smoke and talk about the latest cars and mobile phones. This is not the spirit of Ramadan. Ramadan is the month of peace, consideration of others as well as law and other. These are the things we should reflect more in this month (by Lt. Colonel Ahmed al Awadi).

The second item reflects the challenges facing the Police in the 21<sup>st</sup> century and how to cope with it. It was a report of a conference organised by the Training and Planning department of the Abu Dhabi Police.

Major General H.H Sheikh Saif Bin Zayed the under secretary of the ministry of the interior, opened the conference organized by the planning and training department in the general directorate of Abu Dhabi police under the theme "the Police and the 21<sup>st</sup> century challenges" held in Abudhabi police. Many officials, diplomats and senior police officers attended the ceremony. Major General H.H Sheikh Saif bin Zayed stated that all the developments we are witnessing in all our lives in the UAE in general and in policing in particular could be traced back to... the important role played by the police in the society where security is a major requirement for development... the present police is not just for combating crime, but more that it provides social, economic and political security by its broad meaning. Today we are facing different kinds of crimes as a result of the new technology and the revolution

in the knowledge available to people, which has a significant impact on security. This is why we need to use science and planning to make the police commanders wiser to be able to cope with such challenges. He also stressed on the need for effective training leading to forecasting the future and to be well prepared for it by using the latest methods, techniques and technology to tackle the present challenges of new crime phenomena. Moreover, he have called for better cooperation and coordination between officers all over the world (Issue no 339,march 1999, page 12).

Another item also dwelt on how to face the challenge of crime technology.

Brigadier Dhahi Khalfan Tamim, Commandant General, Police Forces Dubai, confirmed that the revolutionary technology has become a big challenge and has led to changes in the modes of crimes while the developed techniques of espionage and information technology advances and its control becomes difficult.

Among the new crimes are forgery of bank cash cards and counterfeiting currency notes, fake travellers cheques as well as using criminal skills to snipe third party rights and make use of loop holes in the defense barriers to suppress illegal gains.

It has also been confirmed that international occurrence registers has revealed several crime models (types) which includes unlawful copying of computers soft-ware programmes and an intended destruction of the information systems and stealing by forged bank cards and domestic illegal activities such as prostitution atheism in addition to the exchange of information between resistance groups against the constituted authorities (law enforcing units) to facilitate gambling exercises. As a result of this development, the advanced states laid down rules and regulations and executive procedures to protect the authorities against the developing criminal pattern (June 1999, Issue 342).

While the three items quoted from the Police magazine reflected the three roles of the media identified by Lasswell, information, education and correlation of parts of society roles performed by the Police magazine, the Police magazine also reflected the need to negotiate understanding among all the publics of UAE Police by focussing on developments in different emirates. The next item is one of such. It focussed on the security situation in Ras Al-Khayma one of the seven emirates that constitute the UAE federation.

HH colonel Talib Bin Sagr Al-Kasemi Director General of Ras Al-Khayma Police stated that security is the backbone of development and the basis of construction and prosperity and can only be achieved when stability is prevailing.

H.H. pointed out that criminality is developing and its ways varies with the development of societies and the human mind. Our world nowadays is in constant evolution and is subject to rapid changes with the population growth, extended urbanisation and progress in science and technology. Consequently, the amount of crimes and ploys used by criminals are also under evolution due to the presence of numerous communities with their customs and habits, languages and beliefs; in addition to the geographic situation of the U.A.E who became a target for various crimes and infringements from incoming people ,reaching sometimes the level organised crimes, i.e. falsification of credit cards, money counterfeiting, smuggling and marketing of drugs, infiltration from borders, begging , checks without provision. The Cause of occurrence of such crimes is the societies welfare and the civilisations rapprochement, though these crimes represent a small ratio compared to other societies.

Thanks to The Almighty and the development of the security apparatus in Ras Al Khayma in addition to the prominent role of the media, the security awareness of the public has increased, the relationship between police and people is being strenghtened, therefore helping to unveil mysterious crimes and tracking criminals.

H.H. indicated that R.A.K. Police is keen to follow-on these changes and monitor them by a permanent contact with the Center for Research and Studies in the Police Department, and the participation in conferences and lectures, exchange of expertise with the police and security institutions at home and abroad.

H.H. stated that the criminality ratio in RAK Emirate is low and the spreading of drugs is being contained in addition to the degrading number of contraventions and fines. H.H. also indicated that with the support of the local Government and the follow-up of H.E. the interior Minister and H.H. his Deputy, the RAK Police has been able to overcome a lot of difficulties and moved forward to a development phase laying the foundations of a Police Institution, opening many centers and check points on the scale of RAK Emirate and its surrounding areas to safeguard the security stability and ensure peace of mind of people in RAK areas. This is aside of the interests shown to develop the communication and telecommunication means, thus

linking the Emirate with all its directorates, centers and mobile patrols (Police Magazine issue 347 PAGE 24 November 1999).

From the samples of the articles published in the Police magazine it is possible to argue that Police public relations in the UAE covers a range of issues and areas that the Police considered as important to it in the UAE. But, again the question still remains to what extent are the reports carried a reflection of a two-way dialogue between the Police and its publics? In discussing about the communication framework of public relations theory in the theoretical framework chapter, the rhetorical variant of the communication framework was conceived as a one-way flow of information, argument, and influence whereby one entity persuades and dominates another. Emphasis is put at how to make present organisational stances in a most appealing way to the publics of that organisation. Public relations is valued because of its ability to make a positive difference in the future of an organisation. Its values are those that serve, through advocacy and counter-advocacy, the interests of mutually beneficial relationships between an organisation and its environment (Toth and Heath, 1992). The analysis of the content of Police magazine shows that it serves the purpose of the Police public relations within the rhetorical model. However, as argued in the theoretical framework, rhetorical model underplays the importance of a two-way negotiation of understanding between an organisation and its publics that the two-way symmetric model of Grunig and Hunt (1984) represents. In the next section, I will look at the content to a mainstream newspaper in UAE to analyse the extent of the impact of Police public relations in a media other than an internal organ such as the Police magazine.

### **8.3. Content Analysis of Khaleej Times Newspaper**

This section discusses the content analysis of the Khaleej Times, one of the mainstream newspapers in UAE. The editions of the newspaper published in 1999 were content analysed. Every fifth issue in the month was selected for analysis. This gave an average of six issues for every month. Therefore, the total for the year was 72 issues. Out of each issue, the news on the front pages, the editorial and letters to the editor were content analysed. In total there were 146 editorial materials, 243 letters to the Editor, and 609 news items.

**Figure 3: News Item on the Front Pages of Khaleej Times**

Month	Coverage	Source	Scope	Item
January	-	Police 2	UAE 2	Security 7
February	-	Others 7	Others 7	Crime 1
March	-			Others 1
April	1			
May	1			
June	2			
July	2			
August	-			
September	3			
October	-			
November	-			
December	-			
Total	9	9	9	9

Out of a total of 609 news items on the front pages that were analysed, only nine carried news relating to policing in UAE. Two of the news item originated from the Police establishment while seven originated from sources outside the Police establishment. In terms of the scope of coverage, two of the items were about UAE while seven were on areas or issues that were outside the UAE. In respect of the subject matter of the news item, seven were on security, while one each was on crime and other issues. From the items carried in Khaleej Times, two arguments are plausible. One is that the UAE Police public relations has not been effective in reaching out to the mass media or that the mass media did not consider materials from Police public relations as good enough for publication. Whichever of the proposition is true, the items in the Khaleej Times highlight the failure of the Police public relations. In the annual plan for public relations discussed earlier, reaching out through the mass media was identified as one of the central goals of the Police public relations. This objective was not realised.

**Figure 4: Editorial Contents of Khaleej Times**

<b>Month</b>	<b>Coverage</b>	<b>Subject</b>
January		
February		
March		
April	1	Others
May	1	Others
June		
July	1	Others
August		
September		
October	1	Others
November		
December		
Total	4	

From a total of 146 editorial items, only four were related to policing. However, none of the items was on policing in UAE. They covered issues such as crime and punishment as a policy of New York Police, insecurity issues in the Israeli-Lebanon withdrawal, money-laundering crime in Russia and crime and humanitarian work. Again, the insignificant number of editorials on the Police and policing in the UAE during the period of analysis show that the Police public relations was not that effective in getting mass media such as Khaleej Times to publicise its activities and give it sustained favourable coverage.

**Figure 5: Letters to the Editor in Khaleej Times**

Month		Subject	Source
January	1	Traffic	Abu Dhabi
February	2	Fire Fighting and Marriage	Dubai, Abu Dhabi
March	3	Traffic (2), Cultural Values (1)	Dubai (2), Sharja
April	7	Traffic (5), Ambulance (1) Conservation (1)	Dubai (6), Sharja (1)
May	2	Racism (1), Public Health (1)	Dubai (1), Sharja (1)
June	2	Driving (1), Accident (1)	Dubai (1), Sharja (1)
July	-	-	-
August	3	Crime (1), Transport (1), Dubai Police (1)	Dubai (3)
September	1	Traffic (1)	Sharja (1)
October	3	Driving (2), Police (1)	Dubai (3)
November	2	Traffic (1), US and Security (1)	Abu Dhabi (1), Dubai (1)
December	-	-	-
<b>Total</b>	<b>26</b>	<b>26</b>	<b>26</b>

Out of total of 243 letters to the Editor that were analysed, only 26 were related to policing in UAE. The letters to the Editor covered different topics. Most of the letters were on traffic and most originate from Dubai. This makes crime perhaps the most important problem facing the members of public. The letters to the Editor is an important filter of the views of members of the public on the activities of the Police. The letters to the Editor published in Khaleej Times during the period of analysis illustrates ones again a failure of public relations. There were series of complaints regarding some of the core duties of the Police such as traffic yet there was no effort on the part of the Police to respond to some of the complaints through the same medium.

#### **8.4. Discussion and Conclusion**

From the analysis above, there is a clear difference between what is important to the Police from the Police magazine and what is important to the members of the public from the analysis of *Khaleej Times*. Public relations is expected to fill the gap that exists between the two.

In addition, there were very few news items about the Police in *Khaleej Times*. It shows that no conscious effort was made on the part of the Police to reach out to the media in spite of the reliance on media to realise their objectives as indicated in the annual plan. The analysis of *Khaleej Times* also indicated that letters to the editor was an important feedback system and it seems the Police public relations was not making use of this opportunity.

As mentioned in chapter two, the mass media are an important part of national development in the UAE. With an overwhelming expatriate population, the mass media in the UAE have served the purpose of promoting the activities of the government to foster law and order. Many expatriates also rely on the mass media to gain an understanding of events around them and elsewhere.

From the analysis of the Police magazine and one mainstream newspaper there is a clear difference in the coverage of the Police and policing the UAE. While the Police magazine devoted its entire content to reporting the activities of the Police and policing in the UAE, a very insignificant space was devoted to reporting the same issues in *Khaleej Times*. This could not be attributed the insignificance of the activities of the Police. Rather, it is perhaps due to the failure of the Police to effectively reach out to the members of the print media. This development is at odds with the main goal of public relations as discussed throughout the previous chapters, which is to negotiate a favourable understanding between an organisation and its various publics. Perhaps with regards to the Police magazine, public relations achieve the goal of fostering an understanding with internal publics, however with respect to external publics as represented by *Khaleej Times* and its readers, it failed.

However, differences between *Khaleej Times* and Police Magazine could also be explained by other factors. *Khaleej Times* has other objectives besides reporting about

policing and it has to make profit. Hence, materials that do not bring in more profit such as Police public relations releases might not be that important to the organisation.

## **CHAPTER NINE**

### **RESULTS OF QUESTIONNAIRE SURVEY**

#### **9.1. Introduction**

This chapter reports the findings from survey questionnaire. As discussed in the methodology chapter, the survey questionnaire was used to collect data about the impressions that the internal public (the police) and the external public (the members of the public) have of the Police in the UAE. Data were collected from five of the seven emirates. These were Abu Dhabi, Dubai, Sharja, Ajman and Ras Al-Khaima. The five were selected because they were geographically contiguous to each other and they had the largest concentration of people in the UAE as discussed in chapter two.

The samples were purposively selected among members of the Police Force in the five emirates as well as among members of the public. For members of the public, the questionnaires were administered purposively to members of the three linguistic ethnic groups selected as focus of study, among the people that patronise CAREFOUR Supermarket in the five emirates. These groups were the Arab, Urdu and English-speaking people.

A total of two hundred and fifty questionnaires were administered to members of the public out of which 220 were returned. From the numbers returned, 20 were either incomplete or improperly filled which rendered them useless for analysis. Therefore, only 200 were considered for analysis. A total of two hundred questionnaires were administered to members of the Police in the five emirates, out of which 175 were returned. From the numbers returned, 29 were either incomplete or improperly filled which rendered them useless for analysis. Therefore, only 146 were considered for analysis. What follows is the report and analysis of the findings.

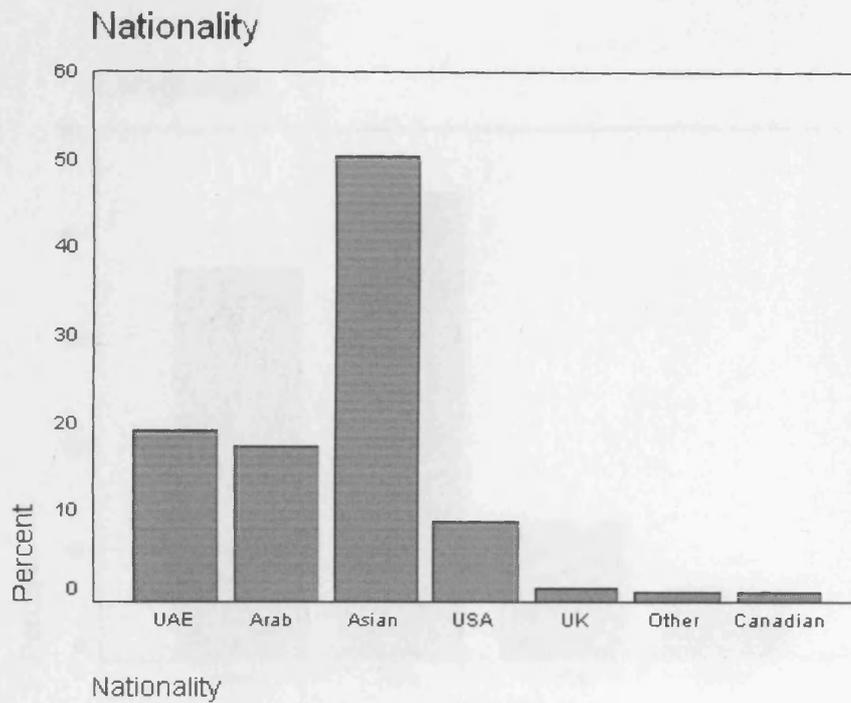
#### **9.2. Public Impression of the Police (External Publics)**

As discussed in the theoretical framework chapter, the proper function of public relations is that of managing the impression or image that people have of organisations. Therefore, understanding the impression people have of organisations is an important function of public relations. This chapter also answers two of the

research questions asked in this study. The first question is: how do the members of the Police as well as members of the public perceive the role of the Police in the UAE? The second question is: what is the relationship between police perception of their role and the public perception of police roles?

**Figure 6: Distribution of Respondents According to Nationality**

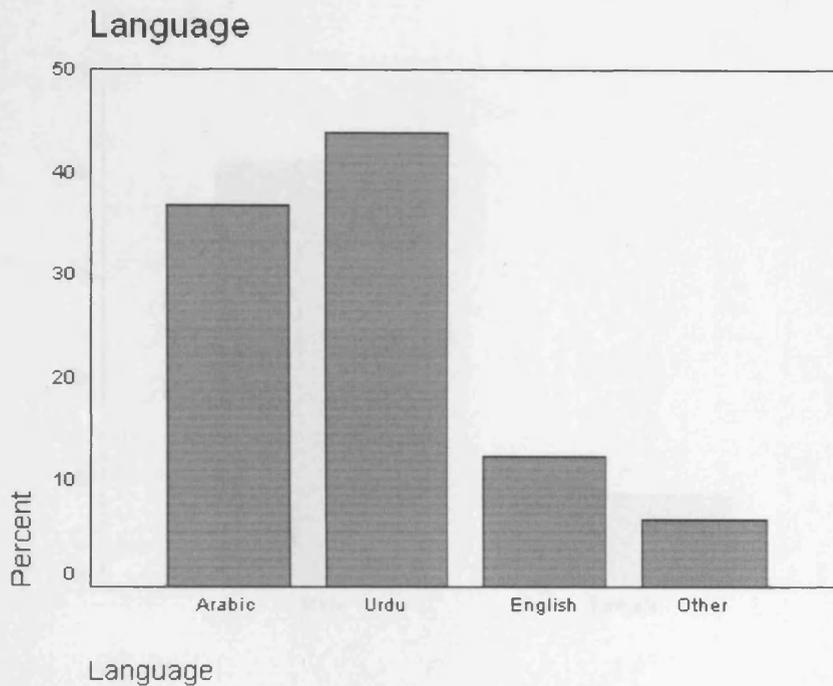
<b>Nationality</b>		<b>Number</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
<b>Valid</b>	<b>UAE</b>	39	19.5	19.5	19.5
	<b>Arab</b>	35	17.5	17.5	37.0
	<b>Asian</b>	101	50.5	50.5	87.5
	<b>USA</b>	18	9.0	9.0	96.5
	<b>UK</b>	3	1.5	1.5	98.0
	<b>Other</b>	2	1.0	1.0	99.0
	<b>Canadian</b>	2	1.0	1.0	100.0
	<b>Total</b>	200	100.0	100.0	



From the valid questionnaires analysed, the largest percentage of the respondents were of Asian origin with 50.5%. This was followed by respondents of UAE and Arab origin with 19.5% and 17.5%. The remaining were US 9%, UK 1.5%, Canadian 1% and Others 1%. This result reflects the social make up of the UAE discussed in chapter two. The UAE has a very large immigrant population with foreigners, especially people of Asian origin constituting more than 70% of the population.

**Figure 7: Distribution of Respondents According to Language**

Language		Number	Percent	Valid Percent	Cumulative Percent
Valid	Arabic	74	37.0	37.0	37.0
	Urdu	88	44.0	44.0	81.0
	English	25	12.5	12.5	93.5
	Other	13	6.5	6.5	100.0
	<b>Total</b>	200	100.0	100.0	

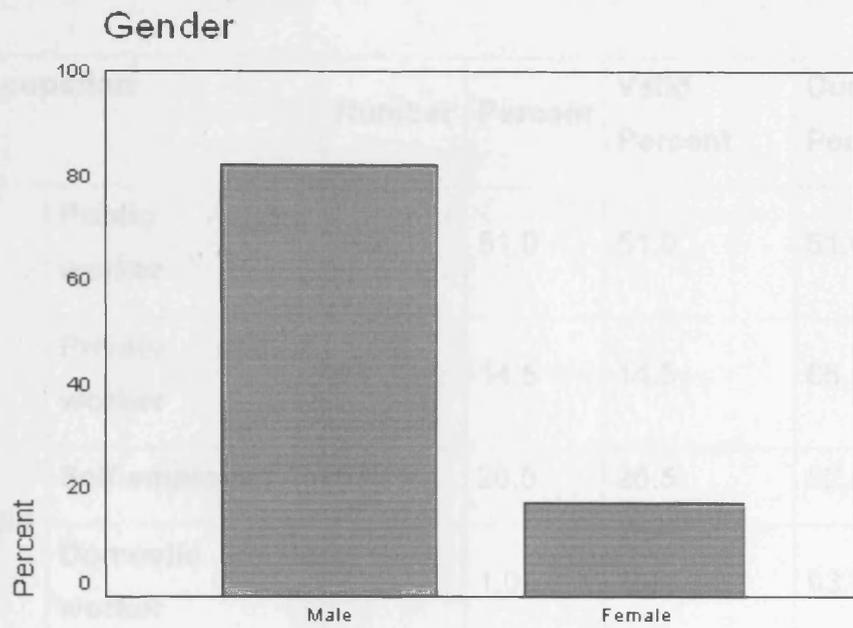


Among the respondents, almost half 44% speak Urdu, 37% speak Arabic, 12.5% speak English while 6.5% speak other languages. This table also reflects the findings of the first table analysed. The difference seems to be in the fact that both people of Arab and UAE origin speak Arabic. The same thing goes for people of US, UK and Canadian origin. Hence, the language also reflects the pattern of population composition of people living in the UAE.

**Figure 8: Distribution of Respondents According to Gender**

<b>Gender</b>		<b>Number</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
<b>Valid</b>	<b>Male</b>	165	82.5	82.5	82.5
	<b>Female</b>	35	17.5	17.5	100.0
	<b>Total</b>	200	100.0	100.0	

Figure 7: Distribution of Respondents According to Occupation

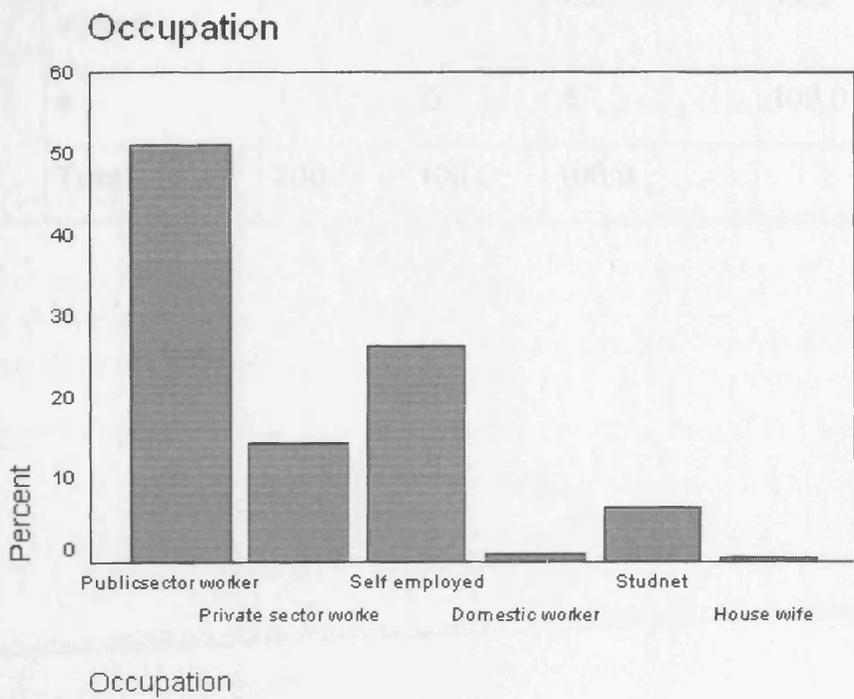


From the valid questionnaires analysed, most of the respondents 82.5% were males while 17.5% were females. This is also a reflection of the social and cultural make up of the UAE as argued in chapter two. Due to the strong influence of Islam in the history, political and cultural factors that influenced the development of the UAE, outdoor activities for women were not as emphasised as that of men.



**Figure 9: Distribution of Respondents According to Occupation**

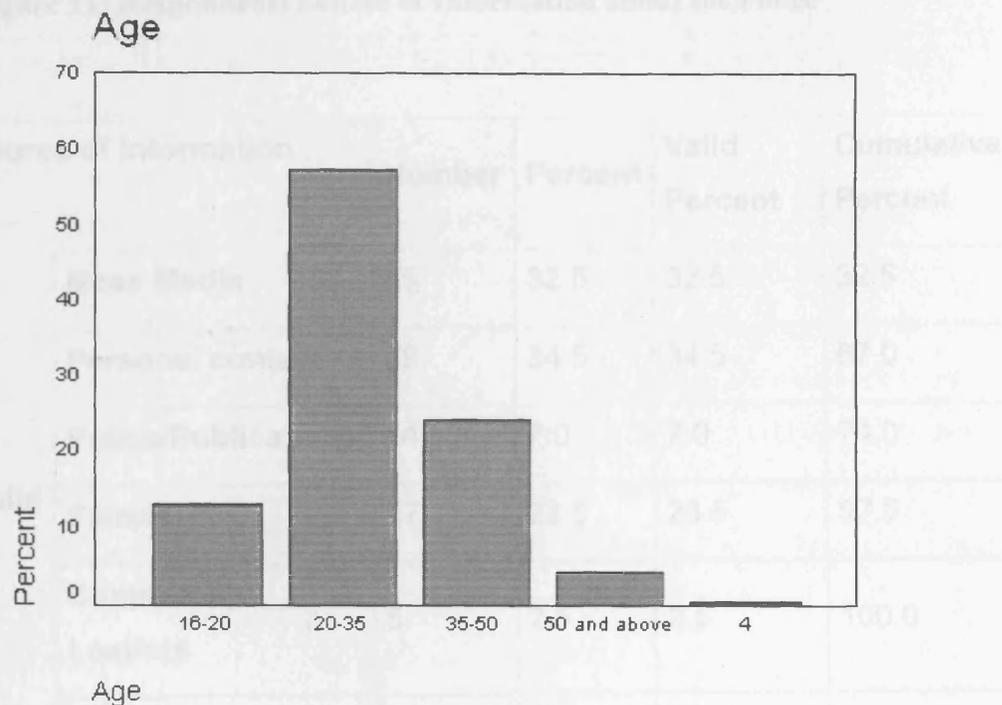
Occupation		Number	Percent	Valid Percent	Cumulative Percent
Valid	Public sector worker	102	51.0	51.0	51.0
	Private sector worker	29	14.5	14.5	65.5
	Self employed	53	26.5	26.5	92.0
	Domestic worker	2	1.0	1.0	93.0
	Student	13	6.5	6.5	99.5
	House wife	1	.5	.5	100.0
	<b>Total</b>	<b>200</b>	<b>100.0</b>	<b>100.0</b>	



Among the respondents, more than half were in public sector organisations, 26.5% percent were self-employed, 14.5% worked in the private sector, 6.5% were students, 1% were domestic workers while 0.5% were housewives. This result also reflects the economic and social make up of UAE discussed in chapter two. Due to the discovery of oil and the massive investment in infrastructural development by the government, a lot of immigrants were attracted to the UAE and the government became the largest employer of labour in the country.

**Figure 10: Distribution of Respondents According to Age**

<b>Age</b>		<b>Number</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
<b>Valid</b>	<b>16-20</b>	26	13.0	13.0	13.0
	<b>20-35</b>	115	57.5	57.5	70.5
	<b>35-50</b>	49	24.5	24.5	95.0
	<b>50 and above</b>	9	4.5	4.5	99.5
	<b>4</b>	1	.5	.5	100.0
	<b>Total</b>	200	100.0	100.0	

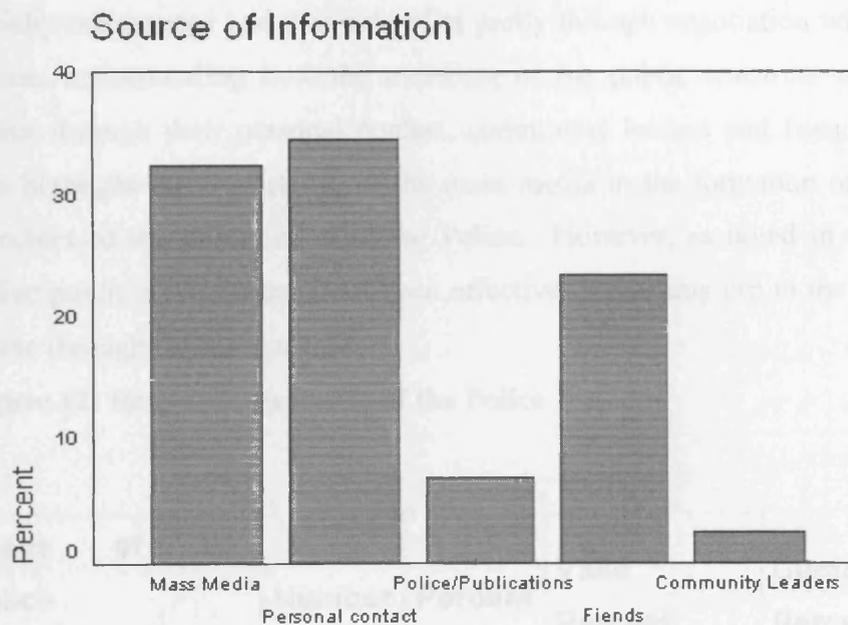


More than half of the respondents 57.5% were in the 20-35 age bracket. This is followed by 35-50 age bracket which was 24.5%, 16-20 age bracket 13% and 50 and above age bracket 4.5%. This finding in particular reflects the young but growing population of the UAE. It also reflects a preponderance of a population age bracket that might be prone to committing crimes. It is therefore important to find out the impression this kind of group have of the Police in the UAE as this might have an impact on the way they comport themselves in respect of attitude to law and order.

Figure 9-12 reported the general characteristics of the respondents that might bear on their perception of the Police and their activities in the UAE. While the findings reflected the general arguments in respect of historical, social, political and economic factors that have influenced the development of the UAE, there has not been a direct impact of the characteristics on the impression the members of the public have of the Police in the UAE. The next section will examine the views of the respondents that bear on the practice of public relations in the UAE.

**Figure 11: Respondents Source of Information about the Police**

Source of Information		Number	Percent	Valid Percent	Cumulative Percent
Valid	Mass Media	65	32.5	32.5	32.5
	Personal contact	69	34.5	34.5	67.0
	Police/Publications	14	7.0	7.0	74.0
	Fiends	47	23.5	23.5	97.5
	Community Leaders	5	2.5	2.5	100.0
	<b>Total</b>	<b>200</b>	<b>100.0</b>	<b>100.0</b>	



Source of Information

As argued in the theoretical framework, much of the impression people have of organisations come from information presented to the human senses from external images. Schlesinger (1992) and Negrine (1994) pointed out that the mass media are the vehicles through which reality that are outside the sensory perception of

individuals come to them. Hence, the source of information available to people about an organisation might have a significant impact on their impression of the organisation.

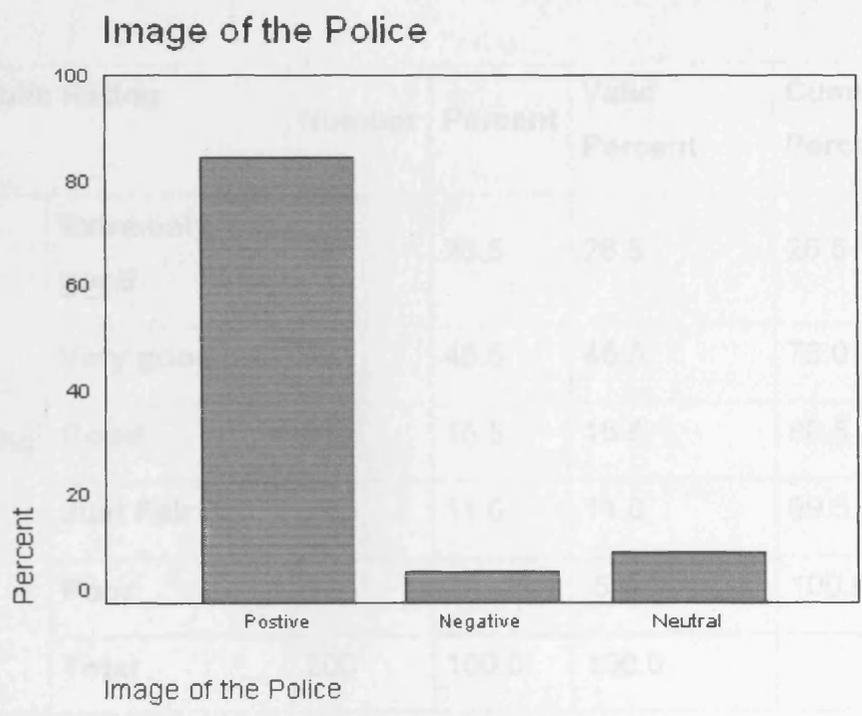
From figure 11, 34.5% of the members of the public depended on personal contact to get information about the Police. The mass media are also important sources of information about the Police for the members of the public. Significantly therefore, the most important sources of information about the police for members of the public are the media that are outside the traditional source of public relations activities of the organisation such as organised events and publications. The members of the public relies 7% on Police publications, 23.5% on friends and 2.5% on community leaders.

This result is particularly important for the practice of public relations. The sources of information people have about the Police influence their perception of the Police. This reinforces the argument of by Berger and Luchmann (1967) cited earlier that reality is socially constructed and it is arrived at partly through negotiation with other people. Hence, understanding how the members of the public construct reality about the Police through their personal contact, community leaders and friends. The findings also highlight the importance of the mass media in the formation of the impression members of the public have of the Police. However, as noted in the last chapter, Police public relations have not been effective in reaching out to the members of the public through the mass media.

**Figure 12: Respondents image of the Police**

Image of the Police		Number	Percent	Valid Percent	Cumulative Percent
Valid	Positive	169	84.5	84.5	84.5
	Negative	12	6.0	6.0	90.5
	Neutral	19	9.5	9.5	100.0
	Total	200	100.0	100.0	

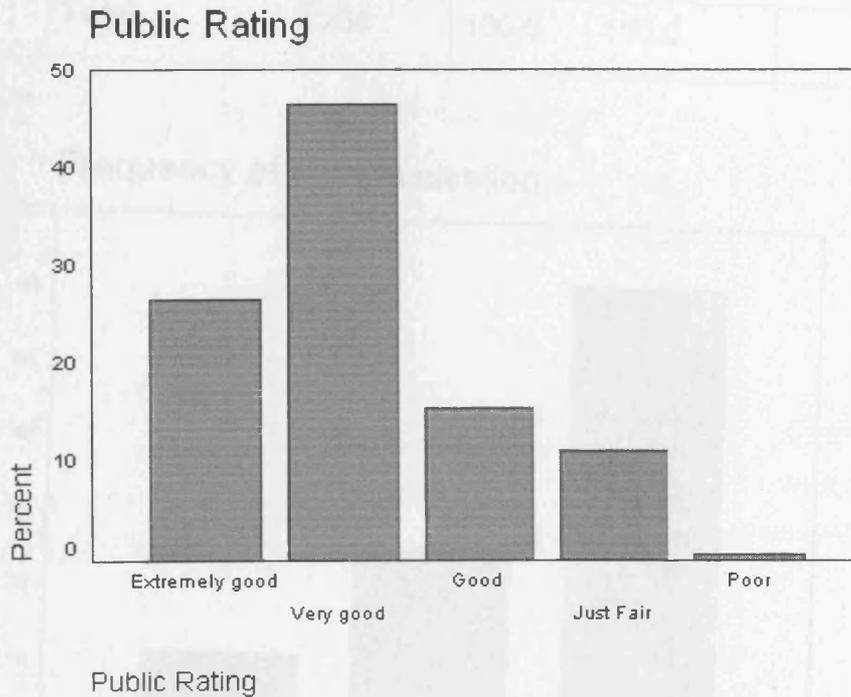
Figure 12: Respondents' image of the Police in UAE



Unlike the findings that indicate that members of the public derive most of their information about the Police from sources other than traditional police public relations channel, the respondents considered the Police as having a positive image. Most of the respondents 84.5% said the Police have positive image. Compared to 6% that said Police have negative image and 9.5% that had neutral view about the image of the Police, the Police seems to enjoy a very good relationship among members of the Public. One conclusion that can be drawn from this is that most of the information people have about the Police in UAE came from friends, personal contacts and community leaders. However, this is not to discount the important role of the mass media as discussed earlier.

**Figure 13: Respondents rating of the Police in UAE**

Public Rating		Number	Percent	Valid Percent	Cumulative Percent
Valid	Extremely good	53	26.5	26.5	26.5
	Very good	93	46.5	46.5	73.0
	Good	31	15.5	15.5	88.5
	Just Fair	22	11.0	11.0	99.5
	Poor	1	.5	.5	100.0
	<b>Total</b>	200	100.0	100.0	

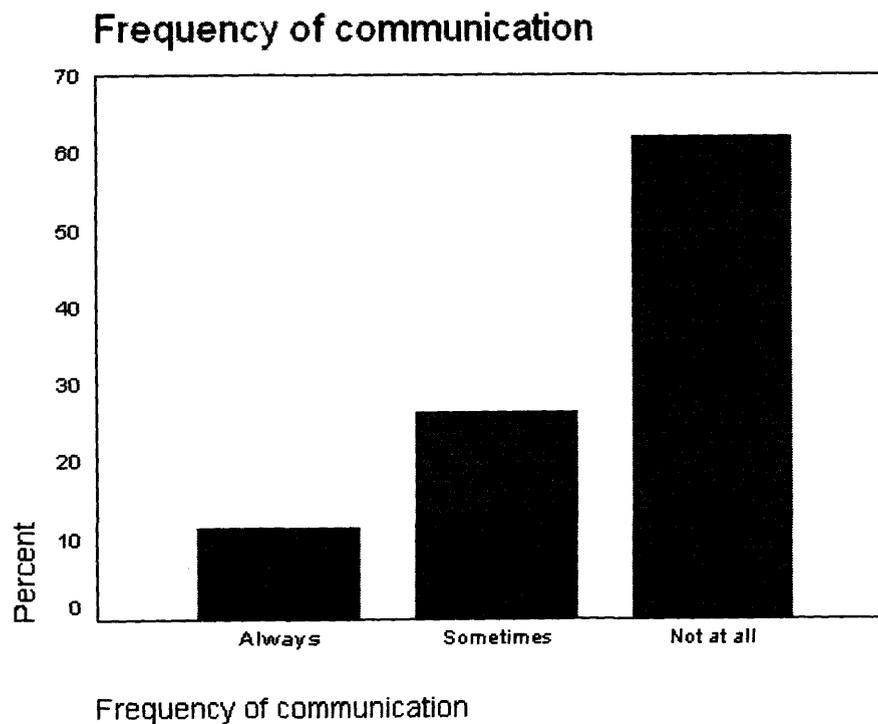


The results in figure 13 show that members of the public rated the UAE Police very well with 26.5% indicating that the Police in UAE is extremely good while 46.5% view the Police rating as very good. Cumulatively, more than 88 percent viewed the

Police as extremely good, very good and good. On the other hand, only 11% rated the Police as just fair and 0.5% as poor. Although the respondents were not asked about the reasons why they rated the UAE Police they way they did, they (the respondents) did considered the UAE Police more as friendly and less as bullying.

**Figure 14: Respondents views frequency of Police communication with the Public**

Frequency of Communication		Number	Percent	Valid Percent	Cumulative Percent
Valid	Always	23	11.5	11.5	11.5
	Sometimes	53	26.5	26.5	38.0
	Not at all	124	62.0	62.0	100.0
	<b>Total</b>	<b>200</b>	<b>100.0</b>	<b>100.0</b>	



In respect of Police communication with members of the public, most of the respondents 62% said there was no communication between them and the Police; 26.5% said there were communications sometimes from the Police. On the other hand, 11.5% said there was always communication from the Police in UAE. This result reinforces the results of figure 11 that indicated that Police publications accounted for only 7% of the source of information of the public about the Police. The findings show that although the public seems to have a positive impression about the Police in UAE, the positive impression did not come from a conscious effort on the part of the Police in the UAE to court favourable image of the members of the public. The next section reports the findings about the impression the members of the Police force in the UAE have of the UAE Police.

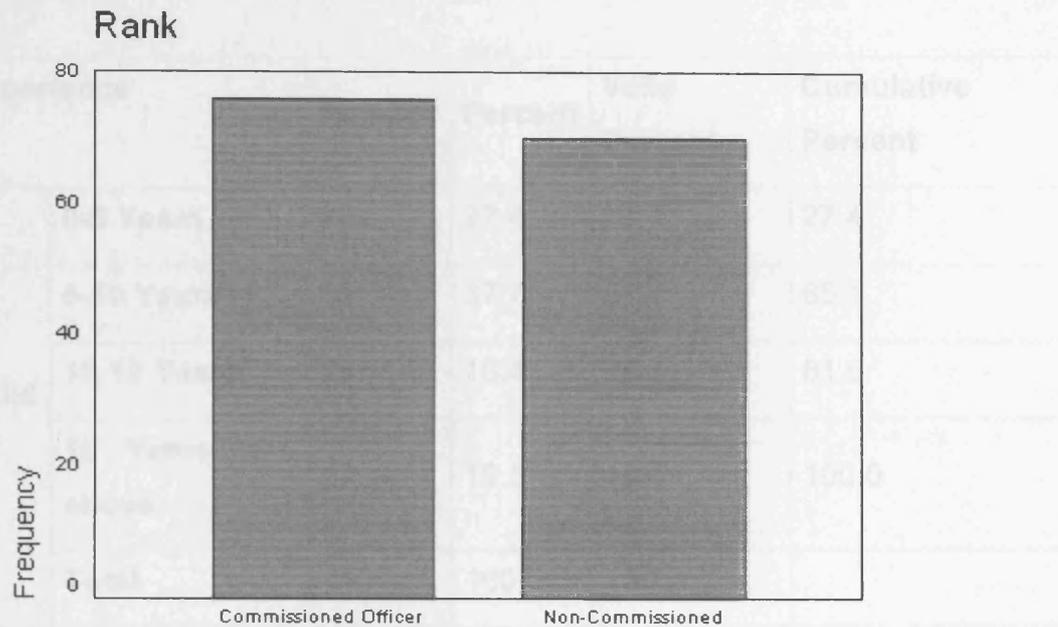
### 9.3. Police Impression of the UAE Police (Internal Publics)

This section reports the impression that members of the Police Force in the UAE have of the Police organisation. As discussed earlier, the impression of both the external publics and internal publics are important for organisations that want to negotiate an understanding with their environment of operation. While the earlier section about the impression of members of the public examines the impression of the external public, this section examines the views of the internal public.

**Figure 15: Distribution of Respondents According to Rank**

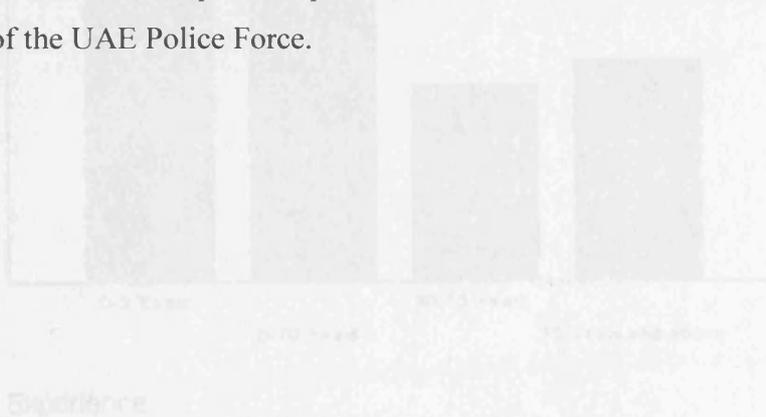
Rank		Number	Percent	Valid Percent	Cumulative Percent
Valid	Commissioned Officer	76	52.1	52.1	52.1
	Non-Commissioned	70	47.9	47.9	100.0
	Total	146	100.0	100.0	

Figure 15: The number of valid questionnaires returned by rank experience



Rank  
Experience

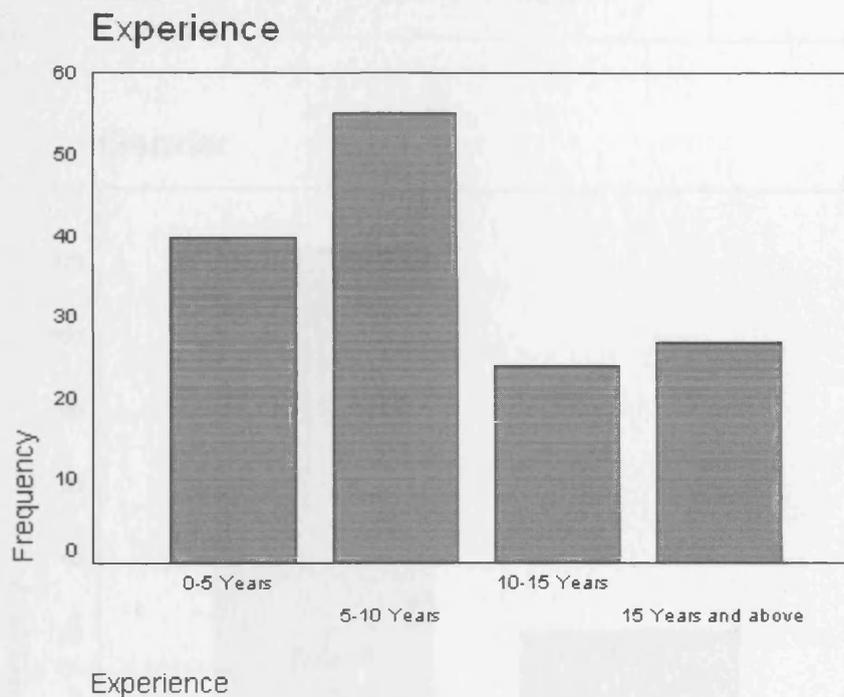
In figure 15 above, the valid questionnaires that were returned had almost equal number of responses from both commissioned and non-commissioned officers. The commissioned officer had 52.1% while the non-commissioned officers had 47.9%. This shows that the sample is representative of the cream of the rank and file of members of the UAE Police Force.



From figure 16, the respondents with five to ten years of work experience were more than others with 37.7%. This was followed by those with 0 to four years experience 27.4%, 11 years and above 18.3% and 10-15 years 16.6%. The findings is important because it could be useful for the conceptualisation and planning of public relations

**Figure 16: Distribution of Respondents According to work experience**

Experience		Number	Percent	Valid Percent	Cumulative Percent
Valid	0-5 Years	40	27.4	27.4	27.4
	5-10 Years	55	37.7	37.7	65.1
	10-15 Years	24	16.4	16.4	81.5
	15 Years and above	27	18.5	18.5	100.0
	<b>Total</b>	<b>146</b>	<b>100.0</b>	<b>100.0</b>	



From figure 16, the respondents with five to ten years of work experience were more than others with 37.7%. This was followed by those with 0 to five years experience 27.4%, 15 years and above 18.5% and 10-15 years 16.4%. The findings is important as it could be useful for the conceptualisation and planning of public relations

campaigns for internal publics. As argued earlier, Mallinson (1996) pointed out that public relations is a nine-stage process one of which is the classification of the publics into different categories. The categorisation assists in designing relevant messages for different publics.

**Figure 17: Distribution of Respondents According to Gender**

Gender		Number	Percent	Valid Percent	Cumulative Percent
Valid	Male	124	84.9	84.9	84.9
	Female	22	15.1	15.1	100.0
	Total	146	100.0	100.0	

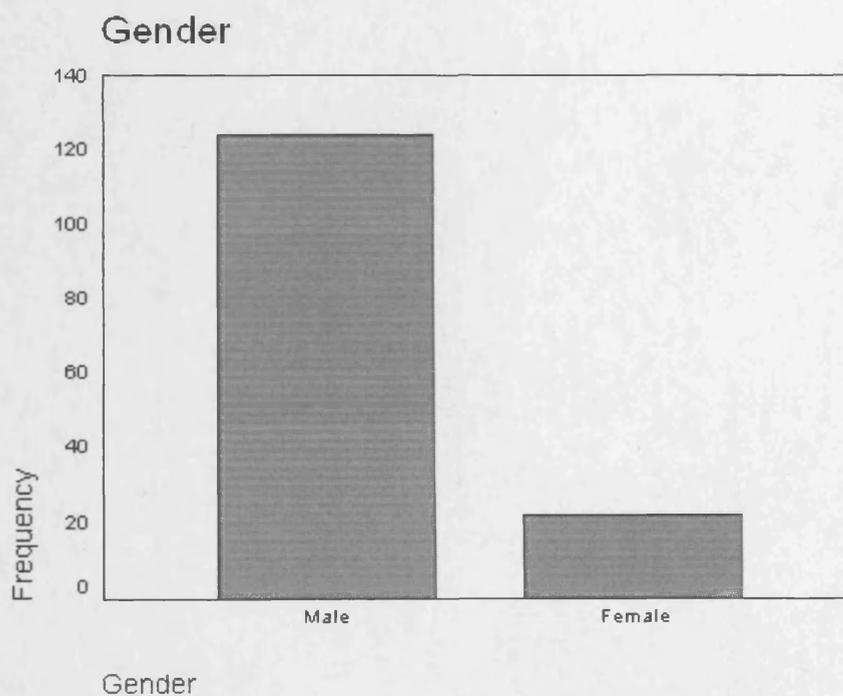


Figure 17 indicates that there were more males among respondents than there were females. The males had 84.9% while the females had 15.1%. As mentioned earlier this reflects the social and Islamic orientation of the UAE society where less emphasis is placed on outdoor activities for women.

**Figure 18: Sources of Respondents' External Information about the Police**

Newspaper		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	89	61.0	61.0	61.0
	No	57	39.0	39.0	100.0
	Total	146	100.0	100.0	

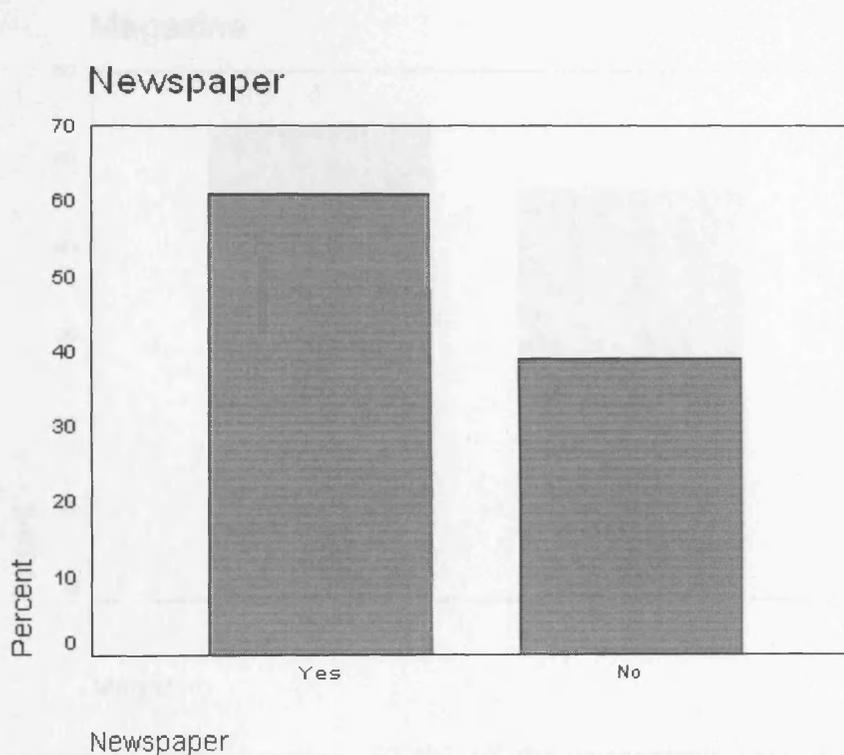
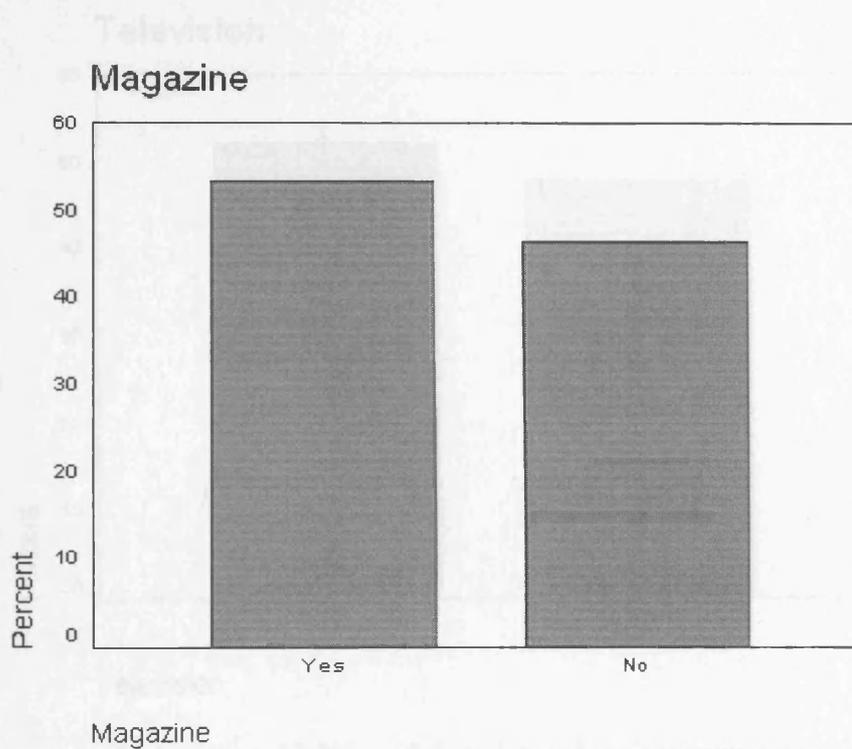


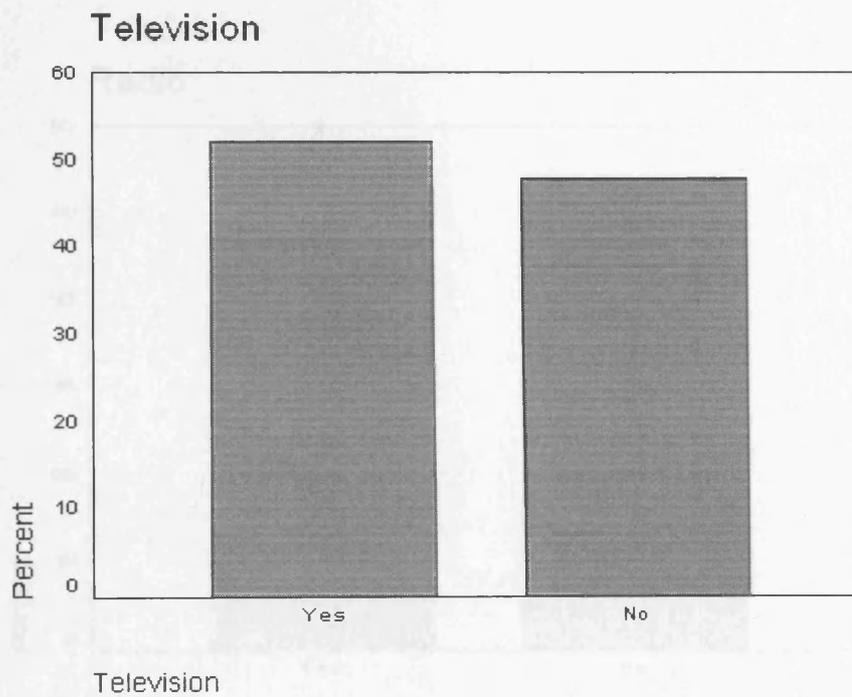
Figure 18 examines the sources of information for members of the Police besides the normal internal communication channels available within the Police Force. In respect of newspapers 61% of the respondents said they derived their information about the Police from newspapers while 39% said no.

Magazine		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	78	53.4	53.4	53.4
	No	68	46.6	46.6	100.0
	Total	146	100.0	100.0	



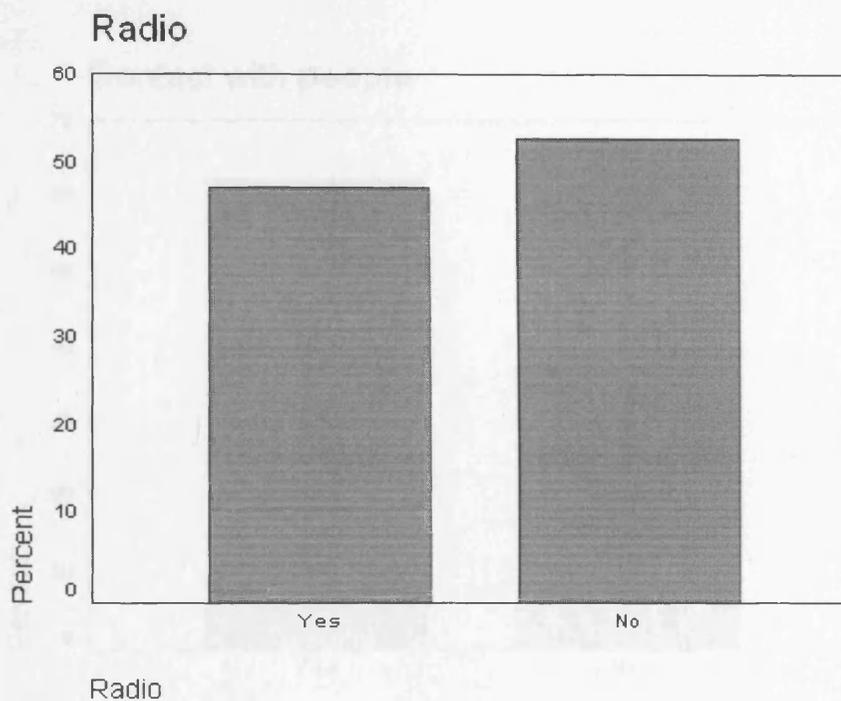
In respect of newsmagazine, 53.4% of the respondents said they derived their information from newsmagazine while 46.6% said no.

Television		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	76	52.1	52.1	52.1
	No	70	47.9	47.9	100.0
	Total	146	100.0	100.0	



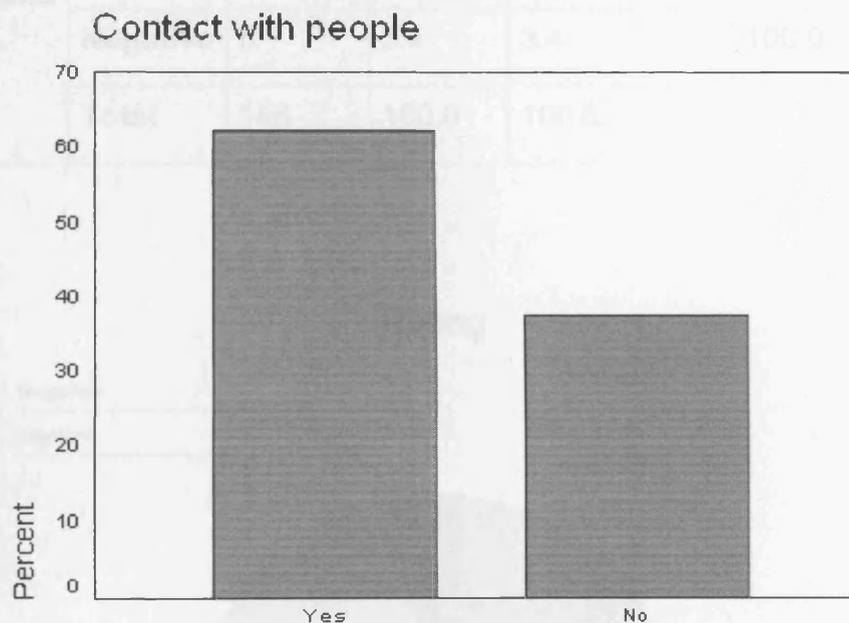
In respect of television, 52.1% said they derived their information from the television, while 47.9% said no.

Radio		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	69	47.3	47.3	47.3
	No	77	52.7	52.7	100.0
	Total	146	100.0	100.0	



In respect of radio, 47.3% said they derived their information from radio while 52.7% said no.

Contact with people		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	91	62.3	62.3	62.3
	No	55	37.7	37.7	100.0
	Total	146	100.0	100.0	



Contact with people

Finally, 62.3% of the members of the Police Force said they got feedback about the Police from personal contact with people, while 37.7% said no. As mentioned earlier, the sources of information available to people and their disposition to the information from these sources influence in a significant way their social construction of reality about the organisation. The findings above highlight the importance of newspapers and personal contacts for the public relations practice in the Police. In the last chapter, we noted the fact that Khaleej Times, one of the important mainstream newspapers in the UAE did not carry many reports about the UAE Police. This is important because

a sizeable number of the members of the UAE Police Force relies on newspapers and contact with people to get information about the Police and therefore draw impressions about the Police from the information collected.

**Figure 19: Respondents rating of the Police**

Rating		Number	Percent	Valid Percent	Cumulative Percent
Valid	Positive	110	75.3	75.3	75.3
	Neutral	31	21.2	21.2	96.6
	Negative	5	3.4	3.4	100.0
	Total	146	100.0	100.0	

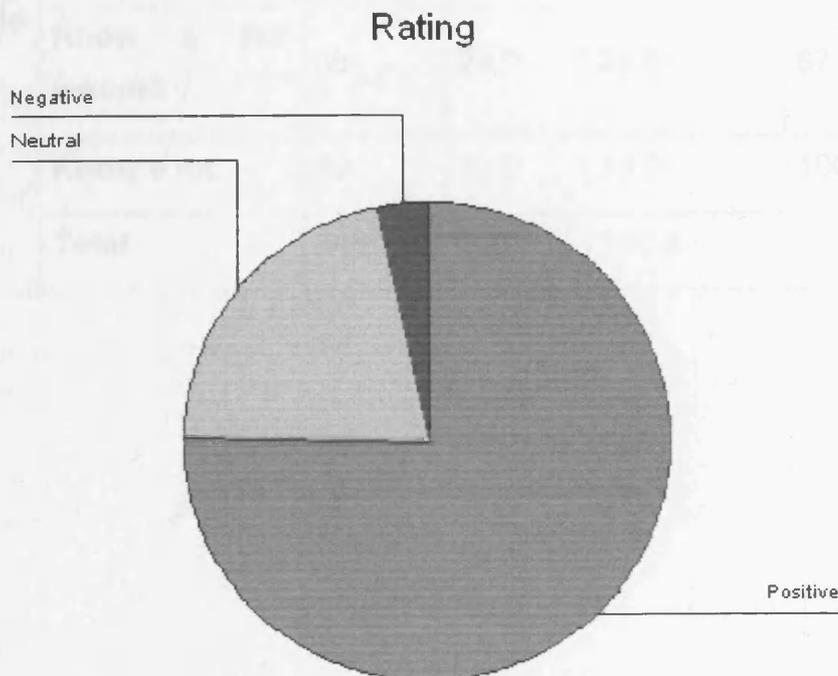
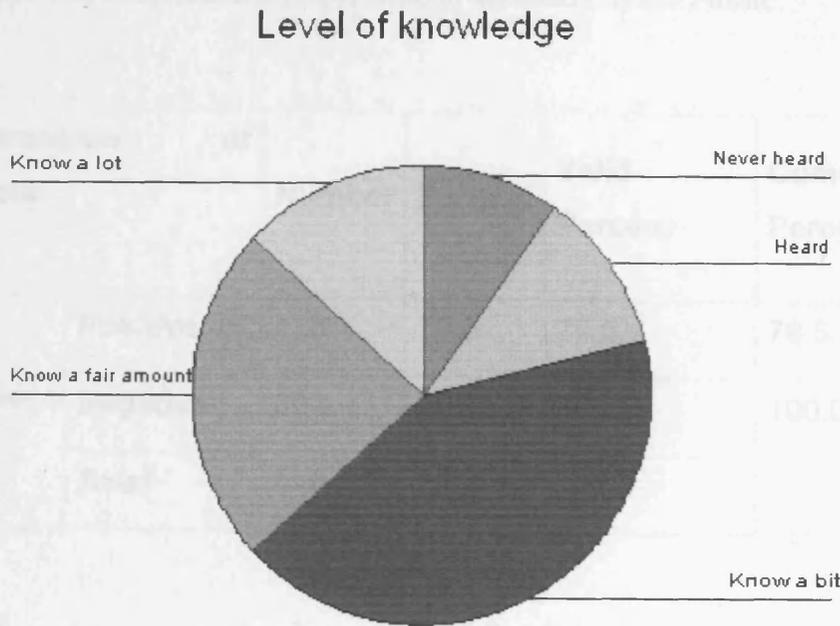


Figure 19 presents the findings about the respondents rating of the Police Force in UAE. The respondents gave the Police 75.3% positive rating. Only 3.4% gave the Police a negative rating while 21.2% gave a neutral view about the Police in the UAE. The findings show that the Police have a good image among members of the Police Force, however, there was no indication from the earlier findings that the positive impression was due to a conscious effort on the part of the Police Force to get favourable impression from the members of the Police Force.

**Figure 20: Respondents level of knowledge about public relations in the Police**

<b>Level of Knowledge</b>		<b>Number</b>	<b>Percent</b>	<b>Valid Percent</b>	<b>Cumulative Percent</b>
<b>Valid</b>	<b>Never heard</b>	14	9.6	9.6	9.6
	<b>Heard</b>	17	11.6	11.6	21.2
	<b>Know a bit</b>	61	41.8	41.8	63.0
	<b>Know a fair amount</b>	35	24.0	24.0	87.0
	<b>Know a lot</b>	19	13.0	13.0	100.0
	<b>Total</b>	146	100.0	100.0	

Figure 7: Respondents' Level of Knowledge of the Public



When the respondents were asked about their level of knowledge about public relations practice in the UAE Police, most of the respondents 41.8% said they only know a bit about public relations activities of the UAE Police, 9.6% said they never heard about any public relations activities in the UAE Police and 11.6% said they heard about public relations in the Police. On the other hand, 24% said they know a fair amount of public relations in the Police while 13% said they know a lot about Police public relations. From this result it could be argued that while the UAE Police enjoys a relatively positive rating among members of the UAE Police, most of the good impression did not come from a conscious and articulate public relations strategies adopted by the Police in the UAE.

**Figure 21: Respondents Impression of members of the Public**

Impression of Public		Number	Percent	Valid Percent	Cumulative Percent
Valid	Positive	116	79.5	79.5	79.5
	Negative	30	20.5	20.5	100.0
	Total	146	100.0	100.0	

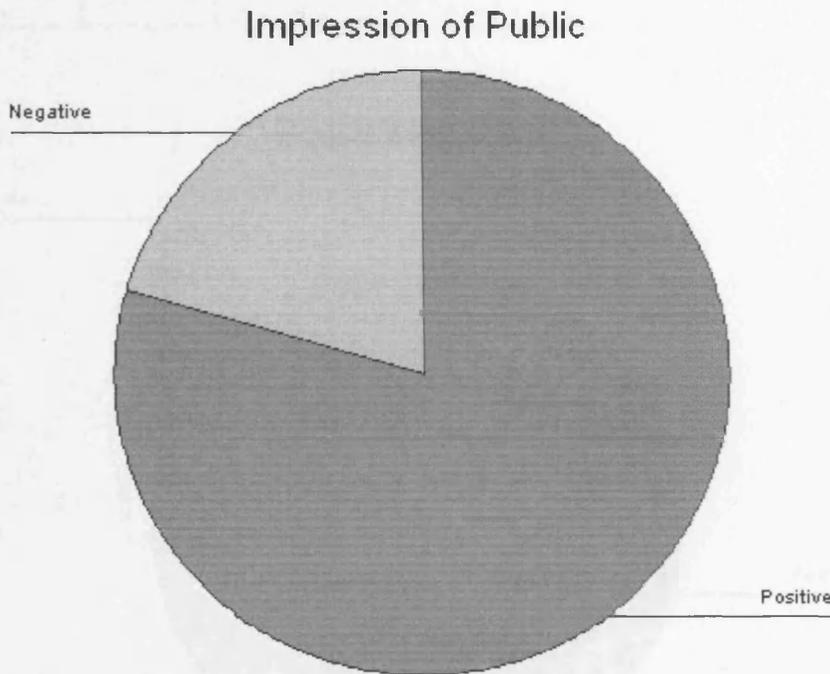


Figure 21 reports the respondents views about their impression of the members of the public. Most of the members of the Police Force 79.5% had a positive impression about members of the public. Only, 20.5% had a negative impression. This finding showed that the environment is favourable for the Police to embark on good public relations campaign to court favourable impression of the public. The result was also similar to the findings reported earlier which showed that the members of the public also had a positive impression of the Police.

**Figure 22: Respondents source of internal information about the Police**

Police Magazine		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	86	58.9	58.9	58.9
	No	60	41.1	41.1	100.0
	<b>Total</b>	<b>146</b>	<b>100.0</b>	<b>100.0</b>	

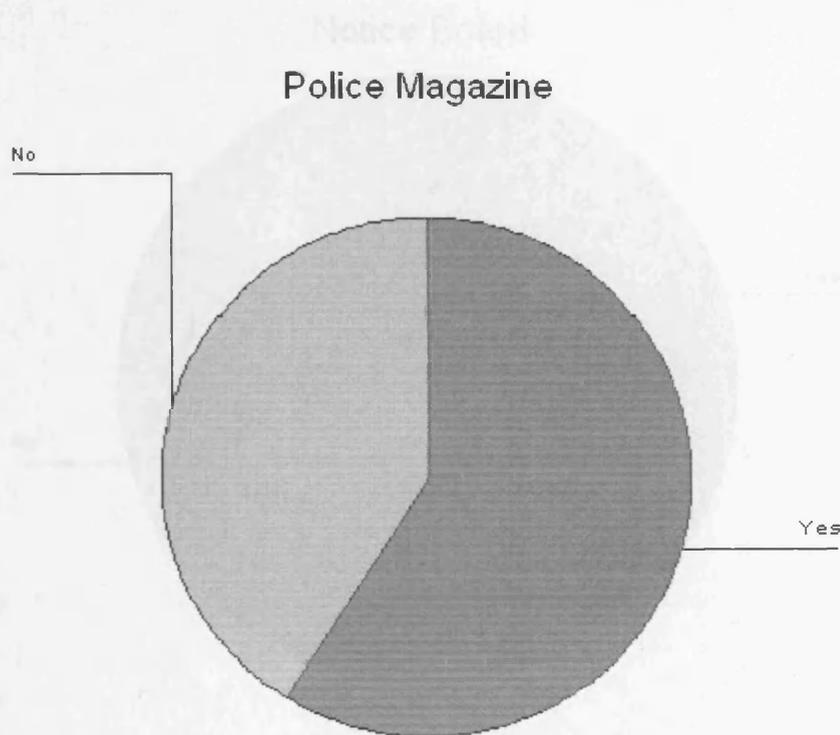
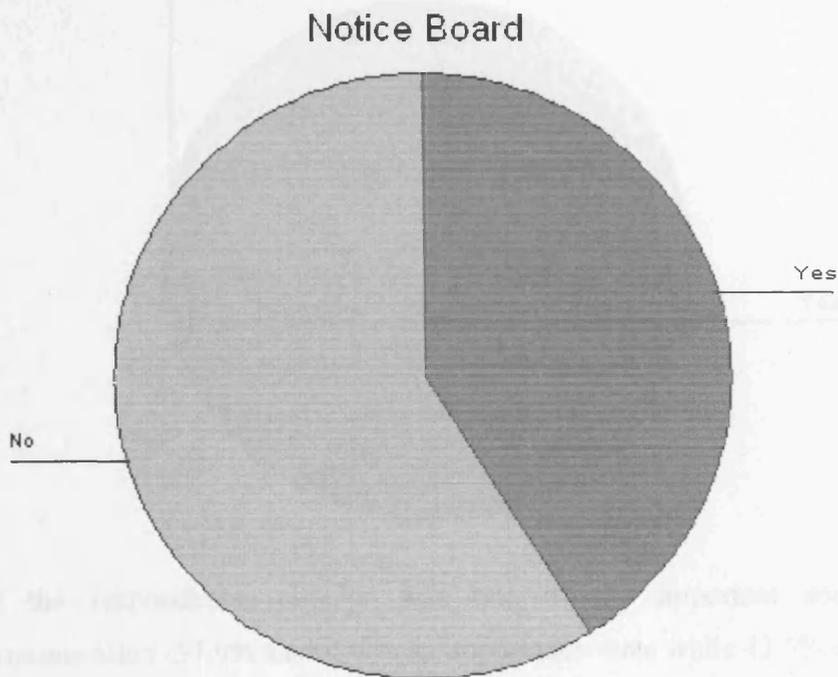


Figure 22 reports the findings about the respondents source of information about the Police from internal communication channels. The respondents gave 58.9% as the percentage of information they got from Police magazines. On the other hand 41.1% said they did not get anything from Police magazine.

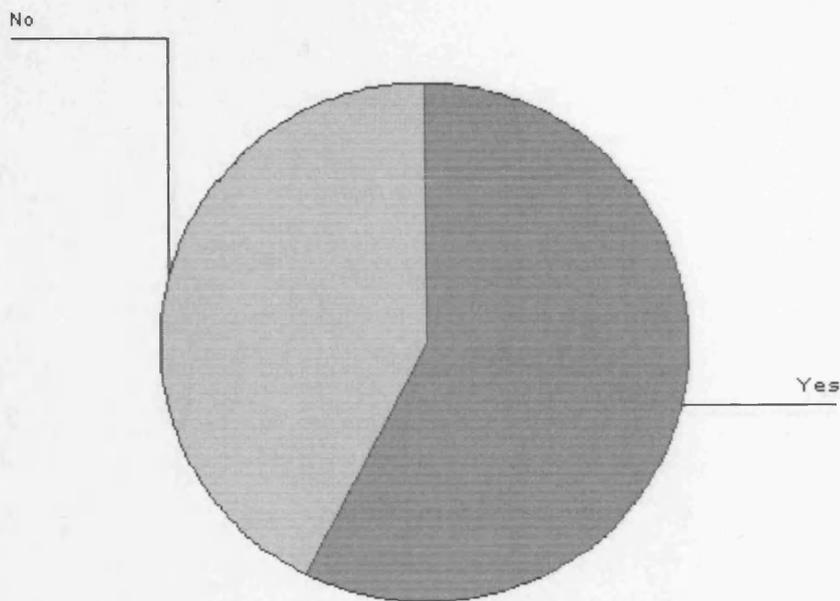
Notice Board		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	60	41.1	41.1	41.1
	No	86	58.9	58.9	100.0
	<b>Total</b>	146	100.0	100.0	



In respect of the Noticeboard, 41.1% of the respondents said it was one of their sources of information while 58.9% said it was not their source of information.

Circular		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	84	57.5	57.5	57.5
	No	62	42.5	42.5	100.0
	Total	146	100.0	100.0	

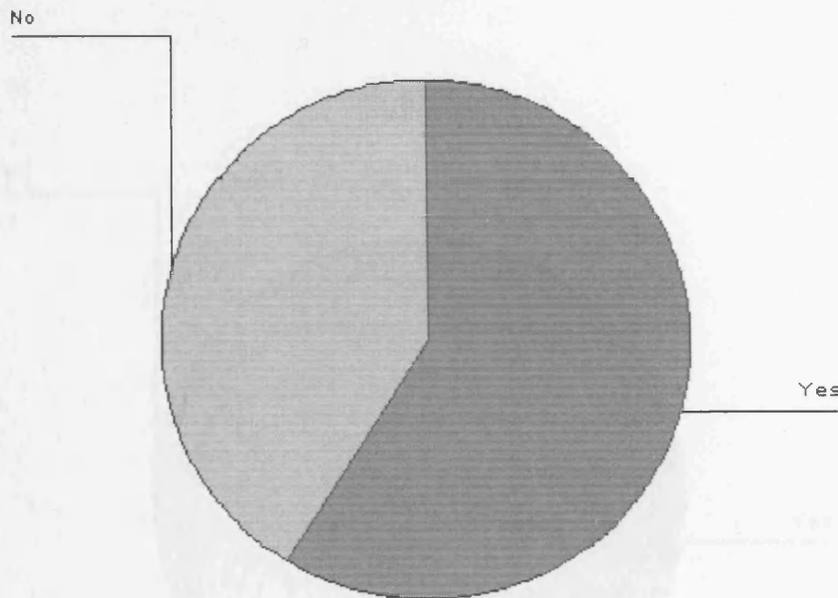
Circular



For the respondents, circular was one of the important source of internal communication. 57.9% said it was an important source while 42.5% said no.

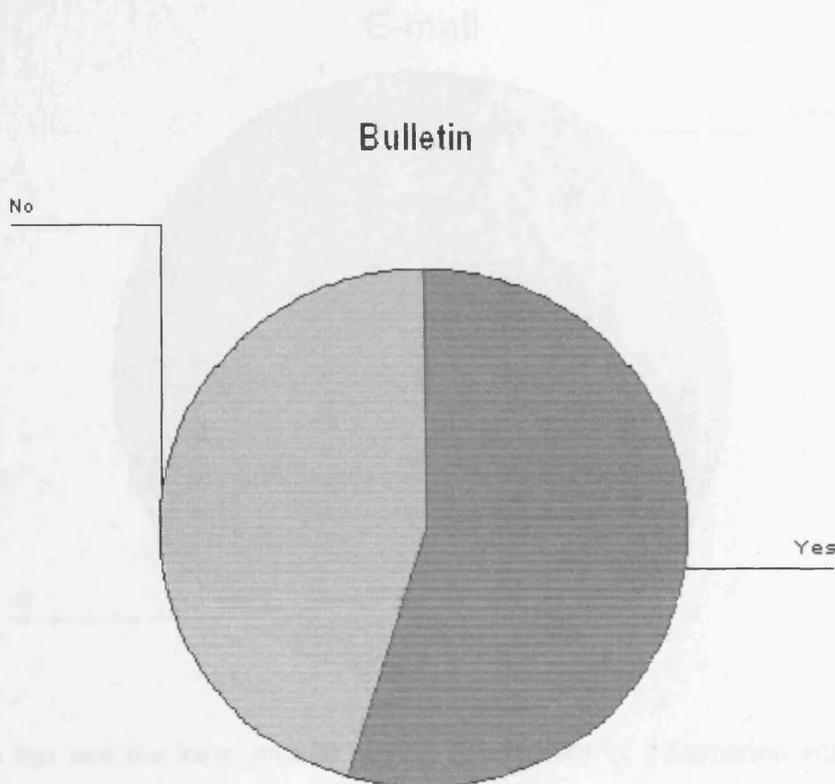
Meetings		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	86	58.9	58.9	58.9
	No	60	41.1	41.1	100.0
	Total	146	100.0	100.0	

Meetings



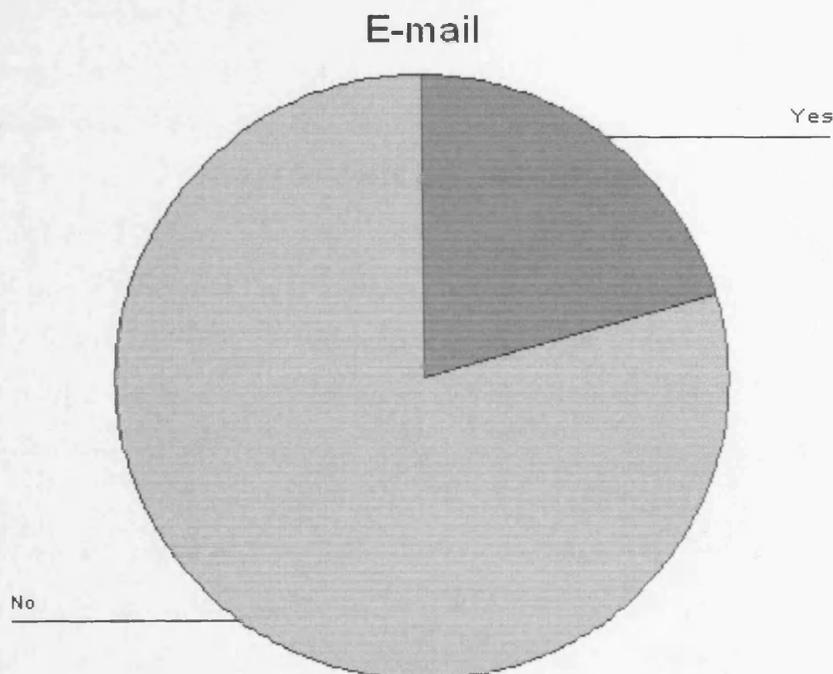
Meetings also represented an important source of internal information for members of the Police Force. 58.9% said yes while 41.1% said no.

Bulletin		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	80	54.8	54.8	54.8
	No	66	45.2	45.2	100.0
	Total	146	100.0	100.0	



Bulletin was also popular as a source of information among members of the Police Force. 54.8% said they derived information from bulletins while 45.2% said no.

E-mail		Number	Percent	Valid Percent	Cumulative Percent
Valid	Yes	30	20.5	20.5	20.5
	No	116	79.5	79.5	100.0
Total		146	100.0	100.0	



The last and the least popular among the sources of information among members of the Police Force was e-mail. 20.5% said it was a source of information while 79.5% said it was not a source of information.

From the report of the findings about the internal source of information about UAE Police among members of the Police Force, the Police magazine and meetings were the most popular, followed by circular and bulletins. The least popular were notice boards and e-mails.

From the report of the findings from survey of both internal and external publics, the Police in the UAE enjoyed a favourable image amongst both the internal and external publics reported in the findings. However, the findings show that both publics relied more on channels that are outside the control of the Police to get most of the information they have of the Police. It is therefore important for the Police to consider ways of reaching out to the publics through these other channels as public relations involves not only courting favourable relations with members of the publics of an organisation but sustaining the favourable image over time.

## **CHAPTER TEN**

### **CONCLUSION AND RECOMMENDATION**

This chapter synthesizes the main arguments in the contextual and theoretical frameworks of this study with the results of the primary data and then draw appropriate conclusions from the discussion.

This study set out to examine the role of environment in the practice of public relations taking as its case study the Police public relations in the UAE. To realise the purpose of study, the main objectives of the study were put in the form of the following research questions.

How do the police see their role in the society?

How do the members of the public see the police role in the society?

What is the relationship between police perception of their role and the public perception of police roles?

How do the police reach out to the public besides routine policing responsibilities?

What do police officers understand by public relations?

What organisational efforts are put into balancing the perceptions of the public with that of the police?

To answer the questions, the study examined relevant conceptual, contextual, theoretical and methodological framework for the study. The conceptualisation of the main areas of the study provided the basis for looking at the context of the study. Within the context of study, the social, political, historical and economical factors that have shaped the development of the UAE. One significant trend in the development of the UAE was the discovery of oil which attracted a very large immigrant population. The context makes the use of public relations as a tool for fostering understanding between different groups relevant for the social development of the UAE. This is due essentially to the diversity of the country. Within the context of the study, the media scene in the UAE was also examined. The relevance of the four theories developed by Siebert and two additional ones added by McQuail (1994) were examined for analysing the UAE media. The chapter argued that the political system orientation renders it of little utilitarian value for analysing the political system in the UAE. It

argued instead for theories that combine political systems with social and cultural considerations of different societies.

For the theoretical framework, the study examines arguments in respect of roles of the Police in different societies, organisations, policing, public relations organisation and management, as well as media and society. All the theoretical frameworks examined were meant to provide analytical tools for discussing materials collected from primary research. The nature of policing and public relations also made it necessary to look at frameworks such as nature of organisations and policing that are outside the traditional media and public relations frameworks. While the framework on policing was expanded further to look at policing in developed and developing countries, the organisational framework proved very relevant for public relations. As mentioned earlier, the question of what form of organisation is best for organising and managing public relations lie at the heart of the debates between those who want public relations to be organised along open systems organisation lines and those that want it to be organised along closed system mechanistic lines. All the debates were examined in the discussion of public relations theoretical frameworks and in the discussions of the findings.

For the methodological framework, qualitative and quantitative methods were used to collect primary data. This involves the use of official documents, in-depth interviews, content analysis and survey questionnaire. For the qualitative method, the data were collated and then analysed. For the quantitative especially survey questionnaire, the data were collated, processed and presented in the form of tables and charts.

The findings of the study were discussed along side the relevant arguments from the conceptual, contextual and theoretical framework. In respect of the organisation of public relations, the findings from official document analysis and in-depth interviews indicate that the public relations practice of the UAE Police is still organised along the lines of closed and mechanistic system. This creates a bit of problem because, looking at the nature of the UAE as a diverse and immigrant dominated country, the organisation of public relations should be flexible to reflect the diversity of culture and perspectives in the country. Hence, Grunig's systems model is considered more appropriate for the organisation of public relations in the UAE Police.

The analysis of the official plans also indicate that there were systematic efforts to produce an annual plan for the practice and management of public relations in the UAE Police. However, the development of the plans was not guided by the systematic research, consultation and planning identified by Mallinson discussed in the theoretical framework. No evaluation mechanism was built into the plans hence, the plans did not benefit from previous years experiences. From the views of the top management as well as in the content analysis of both the Police magazine and one mainstream newspaper, there was no evidence of the impact of the Police public relations annual plans in the coverage of police activities in the UAE.

The content analysis of both the Police magazine and one mainstream newspaper highlights the gap between what the Police considers as the important issues to be given coverage in the Police magazine and what the newspaper considered as important in respect of Police. While the Police magazine coverage focuses more on social issues and information about events, the mainstream newspaper was more concerned about issues of law and order and crime. Letters to the editors represents an important feedback mechanism from members of the public to the Police. For instance, in the mainstream newspaper, traffic problem was considered by members of the public as the most important problem facing them, as opposed to the social issues and information that were predominant in the Police magazine. As discussed in the conceptual chapter, public relations is expected to fill the gap between an organisation and its various publics. In this respect, there seems to be a gap between what members of the public wants from the Police and what the Police is giving to them in respect of service.

In respect of the research questions, the study attempts to answer all the questions. For the first question, how do the police see their role in the society? The discussion of the role of the Police across different cultures and the analysis of official documents and interviews with members of the top management sought to answer the question.

Second question: How do the members of the public see the police role in the society? This question was answered through the data collected from members of the public

about their impression of the Police. From the data collected, while the Police seem to have a good positive image from the members of the public, this is due not to conscious public relations efforts on the part of the Police because Police public relations channels are not part of important sources of information for members of the public. The remaining questions were answered from the analysis of the primary data collected through content analysis, interviews and analysis of official documents.

One important finding of this study is that the practice of public relations in the UAE Police was not informed by any conscious effort to understand what relations is or what it ought to be but more as what is considered convenient at any given time. For a country like UAE with the diversity of people and cultures, this is not adequate. Public relations could be used to reach an understanding between the citizens of UAE and the large immigrant population and could consequently foster a peaceful and law abiding citizenry.

### **Recommendations**

This study have argued that the UAE is a country that is diversified in respect of the people living there and the programme of economic development embarked upon by the government. Hence, as argued throughout all the chapters, it is important to consider the interests of all the stakeholders in the design of any meaningful and effective public relations programme by the Police in the UAE. It is in the light of this that the following recommendations are put forward:

The findings from this study indicate that programmes were designed by the Police public relations for the citizens of the Emirate and Arab nationals from other countries. This is very important as they constitute important stakeholders. However, it is important to produce programmes that will take care of the interests of the residents of the UAE who are not Arabs. From the findings, this category of people represented the largest group of people in the UAE. They are not only an important stakeholder but a crucial one for successful public relations campaigns.

It is therefore important to give them a sense of belonging through coordinated programmes ministries of Labour, Education, Interior with the active support of the

mass media. There is need to educate them to make them adjust well to the society through the establishment of community-based training centres.

There is also the need to take into consideration the role of community and other ethnic-based media that are produced outside UAE but distributed in the UAE. They could be of tremendous assistance to the Ministry of Interior in the effort to educate and make citizens of other countries adjust well to the environment in the UAE.

The mass media in the UAE are moving towards privatisation. This development should be taken into consideration when planning public relations activities of the Police that are centred around the mass media. The implication of private mass media is that the Police would have to pay for most of the programmes that would be aired about the Police. Therefore, there is a need to balance the public service function of the Police with commercial interests of media organisations. In this regard, it is important for the Police to also look into establish Police TV channels and FM radio stations to overcome the problem inadequacy of media coverage.

The Ministry of Interior should also introduce an English and Urdu section in the monthly Police magazine to take care of the interests of the majority non-Arabic speaking people living in the UAE.

It is important for the Police to devise mechanisms for communicating with different communities in the UAE through the right channel. In this regard I will suggest the formation of a police-community enlightenment committee that will draw members from all the major communities represented in the UAE.

It is also important for the management responsible public relations in the UAE police to organise public relations training for most of those responsible for public relations duties in the UAE Police. It is important to consider courses with emphasis on the management approach to public relations. In this regard, I will suggest a possible training partnership with the UK-based Institute of Public Relations (IPR) for the Institute's Diploma in public relations programme.

The Directorate of Public Relations should be elevated to the level of a General directorate in order to function properly and to coordinate well with other departments in the Police.

It is also better to change the name from Directorate of Moral Guidance to public relations to properly reflect its activities.

There is need for more coordination of all the departments of public relations in the seven Emirates by the Ministry of Interior Public Relations Directorate.

There is also the need to involve the other public relations departments in the other emirates in the drawing up annual public relations strategy and plan.

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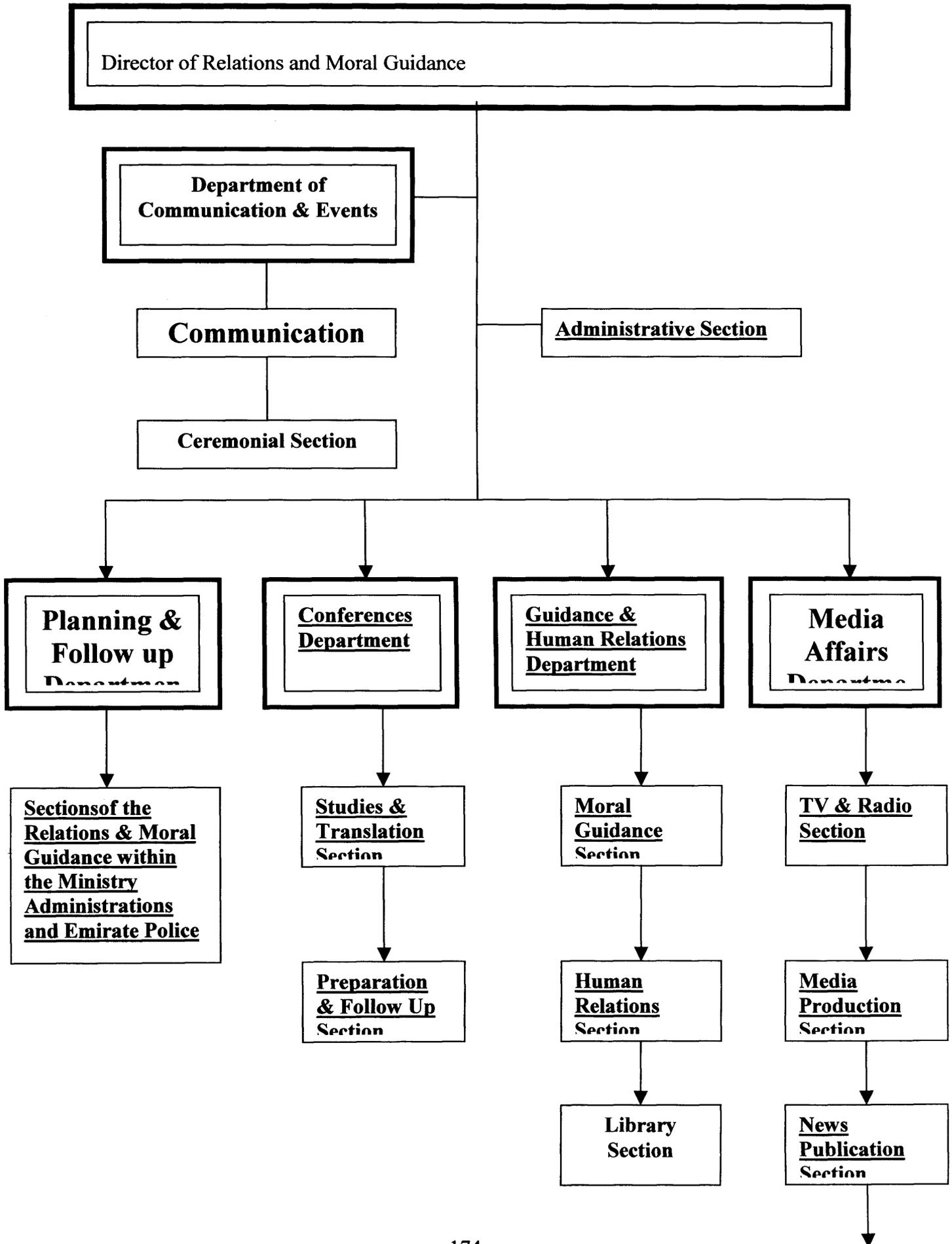
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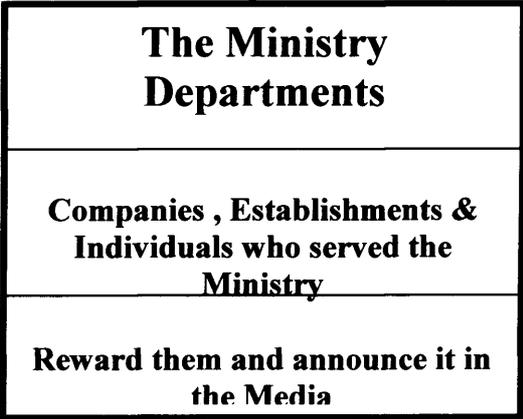
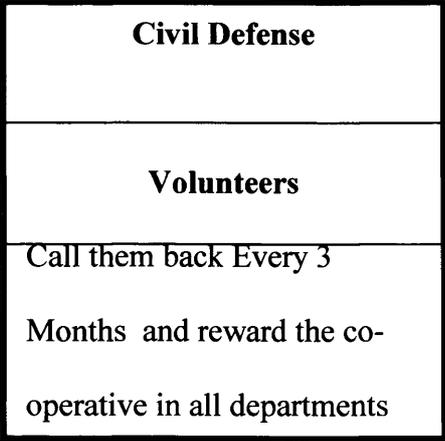
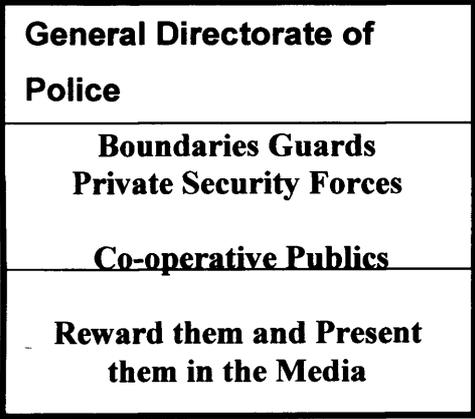
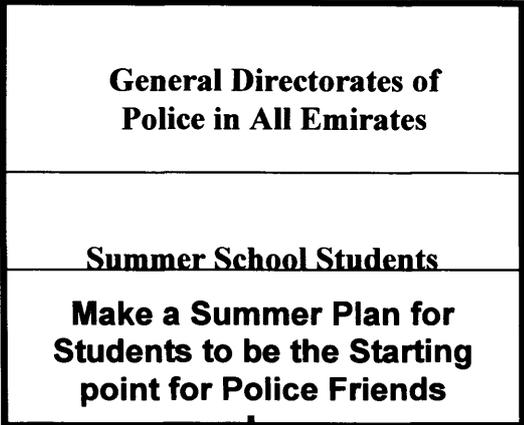
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APPENDIX I



**Distribution**  
**Section**



January

	Episode Subject	Week	Period	Episode Corporatists
1	Use of Safety Belt	First	20 Min.	-Traffic Warden -Interviews with Drivers -Mechanic Engineer
2	Tackling Drugs Edict	Second	25 Min.	-Psychological Doctor -Edicts -Drug Squads Officer
3	Burglary & its Danger	Third	20 Min.	-Coastal & Boundaries Police Officers -Interviews with Civilians -Interviews with Boat Owners
4	Burning Cars "Main & side causes"	Fourth	15 Min.	-Car Drivers -Civil Defence Police officer -Cars Mechanic

February

	Episode Subject	Week	Period	Episode Corporatists
1	Allowing People to cross Zebra Crossing is a Civilised behaviour	First	20 Min.	-Car Drivers -Pedestrians -Traffic Warden
2	Taking Advantage of Students who Run away	Second	15 Min.	-Social Officer from a School -Students Parents

	from Schools for Crime			-Police Officer
3	Swimming in the Beaches	Third	20 Min.	-Coastal & Boundaries Police Officers -Interviews with Civilians -Municipality Officer
4	Danger of Gas Cylinders	Fourth	15 Min.	-Civil Defence Police Officer - Interviews with Civilians - Cylinders Shops Owners

### March

	Episode Subject	Week	Period	Episode Corporatists
1	Special Program on "Civil Defence Day"	First	20 Min.	- Recorded Program on Civil Defence
2	Competition Program on "Civil Defence"	Second	15 Min.	-Seven Episodes on Civil Defence Day
3	Special Program on "Police Academy"	Third	20 Min.	-A Documentary Program after every New Police Academy Graduation
4	Live TV Broadcast on Police Academy Graduates	Fourth	15 Min.	- Live Broadcast during Graduation

## April

	Episode Subject	Week	Period	Episode Corporatists
1	Special Program on "Traffic Week"	First	15 Min.	-Traffic Directors -Car Drivers -Injured - Doctors
2	Competition Program on Traffic	Second	15 Min. Each Episode	- Daily Competition Program for a week
3	TV Debate	Third	30 Min.	-Traffic Corporatist in a Debate
4	Traffic Program for Children	Fourth	20 Min.	-Educated Traffic Program for Children

## May

	Episode Subject	Week	Period	Episode Corporatists
1	Danger of Swimming in the Beaches	First	15 Min.	-Coastal & Boundaries Officer -Interviews with Beach Regular Visitors -Municipality Director

2	Transporting Injured People to the Hospitals	Second	20 Min.	-Traffic Officer -Doctors -Drivers
3	Traffic Penalty	Third	25 Min.	- Cars Drivers -Officer from the Penalty Section
4	The Internet & its Effect on Teenagers	Fourth	15 Min.	-Communication Officer -Group of Teenagers -Computer Engineer

### June

	Episode Subject	Week	Period	Episode Corporatists
1	Teenagers, Summer, & Spare Time	First	15 Min.	-Security Affairs Officer -Summer Centres Officer -Parents
2	Danger Behind Teenagers Travelling Abroad	Second	20 Min.	-Airport Security Officer -Airlines Companies -Teenagers Parents -Doctor
3	Speeding & its Danger	Third	15 Min.	-Traffic Officers -Drivers

4	Travelling with a Car	Fourth	15 Min.	-Traffic Officer -Outside Roads -Travellers Via Cars - Tourist Companies
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### July

	Episode Subject	Week	Period	Episode Corporatists
1	Speeding Radars	First	20 Min.	-Accidents Officer -Drivers -Speed Technician
2	Entry & Foreign Settlers	Second	20 Min.	-Nationality Officer -Companies Owners -Civil Services Officer
3	Car Accidents	Third	20 Min.	-Traffic Officers -Drivers -Doctors
4	Driving During Summer & Tyres Blow-up	Fourth	25 Min.	-Traffic Officer -Road Engineer -Car Mechanic

### August

	Episode Subject	Week	Period	Episode Corporatists
1	Juveniles	First	20 Min.	-Security affairs officer -Juveniles custody officer

				-Parents
2	Driving lessons	Second	15 Min.	-License officer -Driving schools -Drivers
3	Taxis	Third	25 Min.	-Traffic officer -Interviews with taxi owners -Interviews with car owners
4	Protecting Children & Juveniles Prevention	Fourth	20 Min.	-Psychologist -Parents -Leaders for summer camps

### September

	Episode Subject	Week	Period	Episode Corporatists
1	Back to schools	First	15 Min.	-Traffic officer -Officer from the educational territory -Parents
2	"Drugs" beginning of the end	Second	20 Min.	-Drug prevention officer -Psychologist -Rehabilitation officer

3	Bounced cheques	Third	25 Min.	-Leader of summer camp -Bank manager -Bank customers -Police officer
4	Safety at sea	Fourth	20 Min.	-Coastal & boundaries officer -Boats owners -Weather forecast officer

### October

	Episode Subject	Week	Period	Episode Corporatists
1	Allowing People to cross Zebra Crossing is a Civilised behaviour	First	15 Min.	-Car Drivers -Pedestrians -Traffic Warden
2	Taking Advantage of Students who Run away from Schools for Crime	Second	15 Min.	-Social Officer from a School -Students Parents -Police Officer
3	Swimming in the Coasts	Third	25 Min.	-Coastal & Boundaries Police Officers -Interviews with Civilians -Municipality Officer
4	Danger of Gas Cylinders	Fourth	20 Min.	-Civil Defence Police Officer - Interviews with Civilians - Cylinders Shops Owners

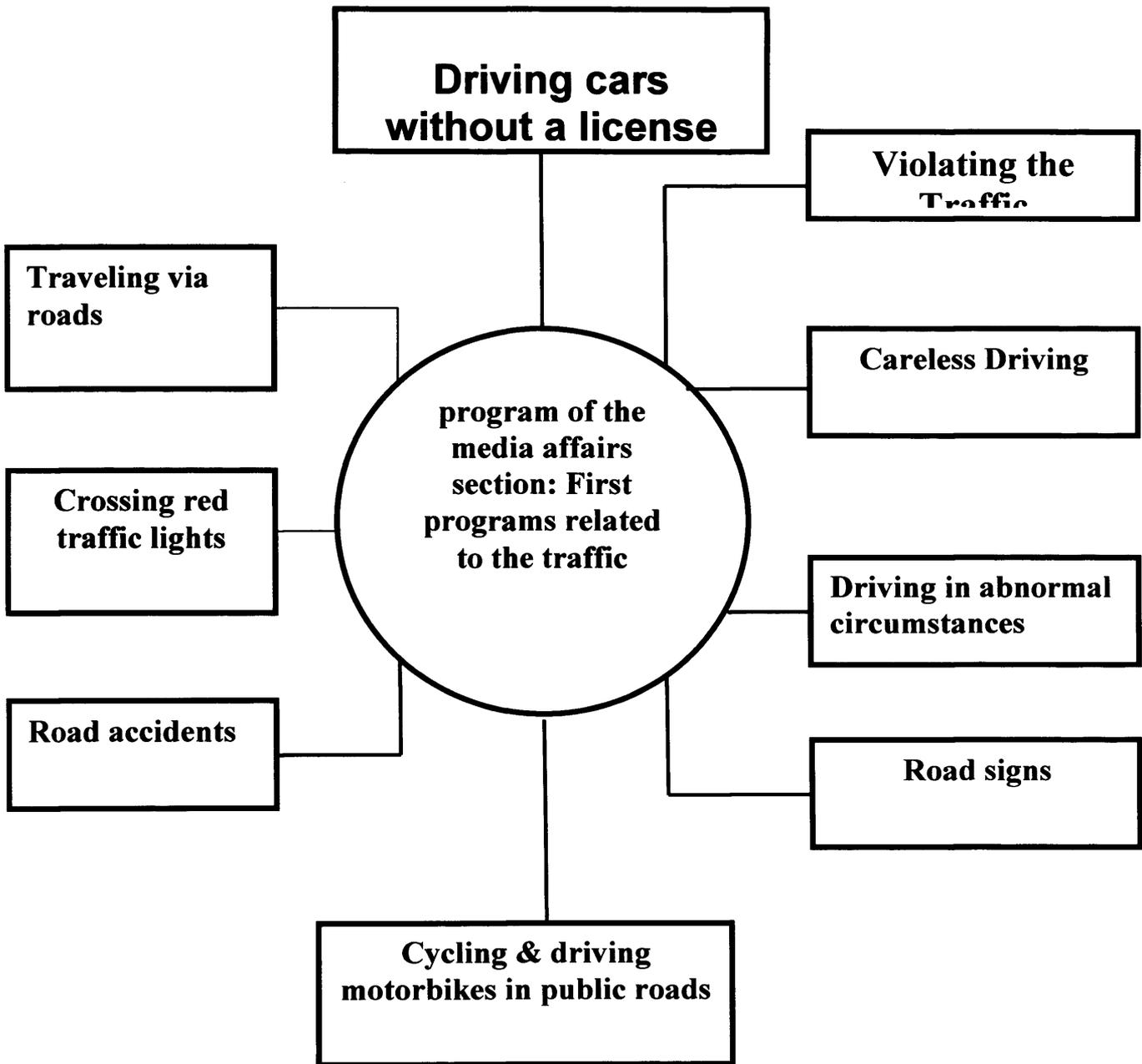
## November

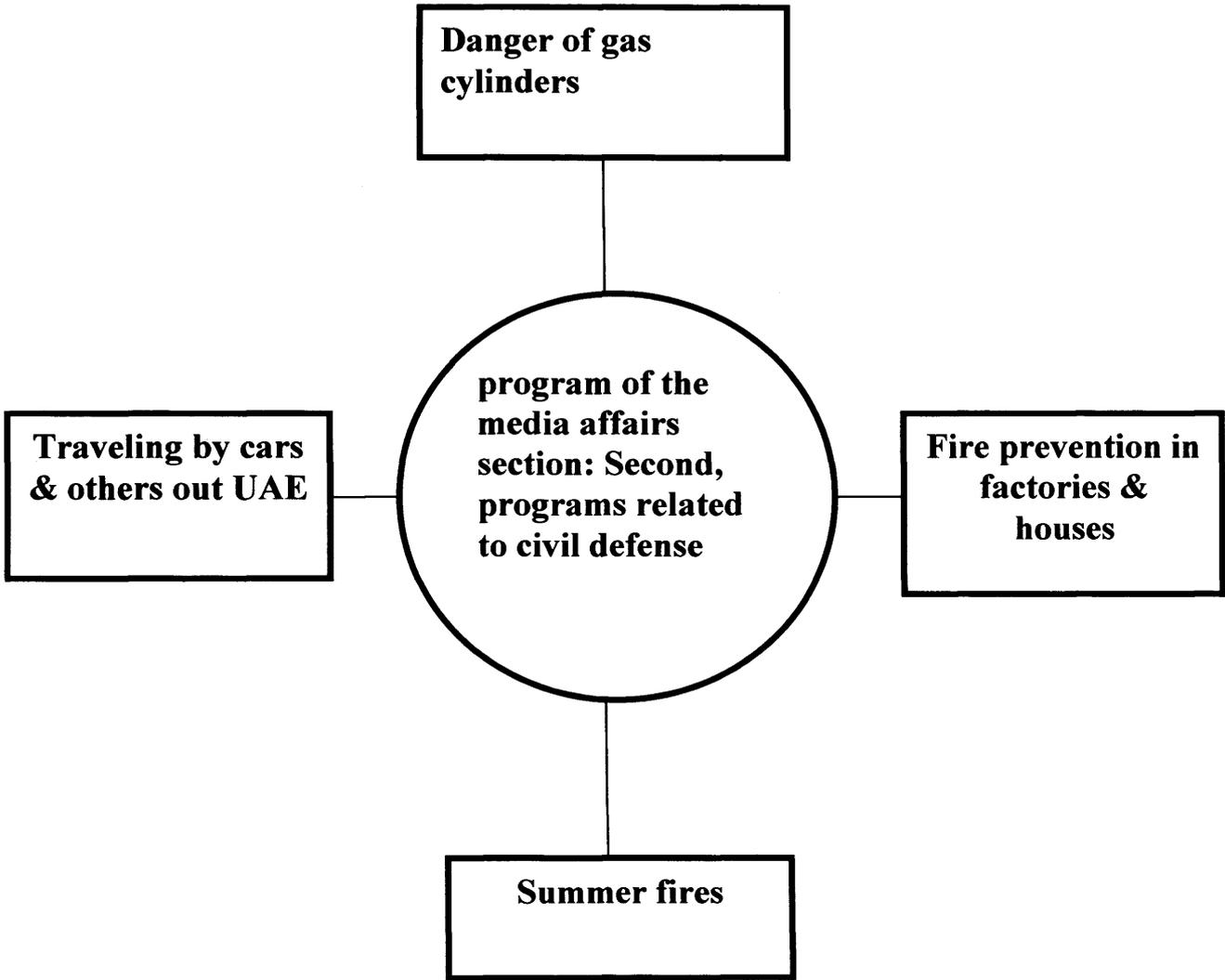
	Episode Subject	Week	Period	Episode Corporatists
1	Allowing People to cross Zebra Crossing is a Civilised behaviour	First	22 Min.	-Car Drivers -Pedestrians -Traffic Warden
2	Taking Advantage of Students who Run away from Schools for Crime	Second	?? Min.	-Social Officer from a School -Students Parents -Police Officer
3	Swimming in the Coasts	Third	25 Min.	-Coastal & Boundaries Police Officers -Interviews with Civilians -Municipality Officer
4	Danger of Gas Cylinders	Fourth	15 Min.	-Civil Defence Police Officer - Interviews with Civilians - Cylinders Shops Owners

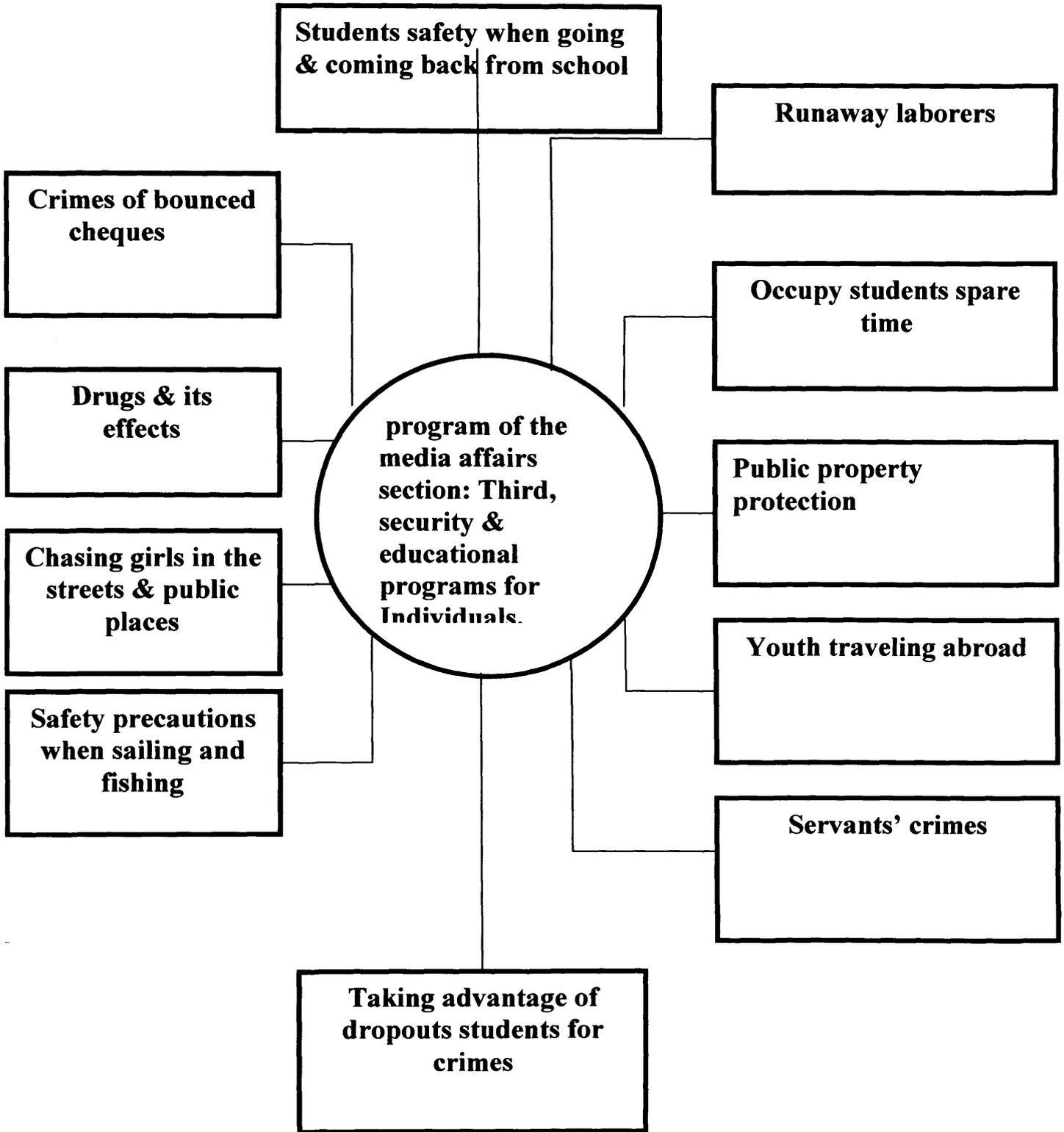
## December

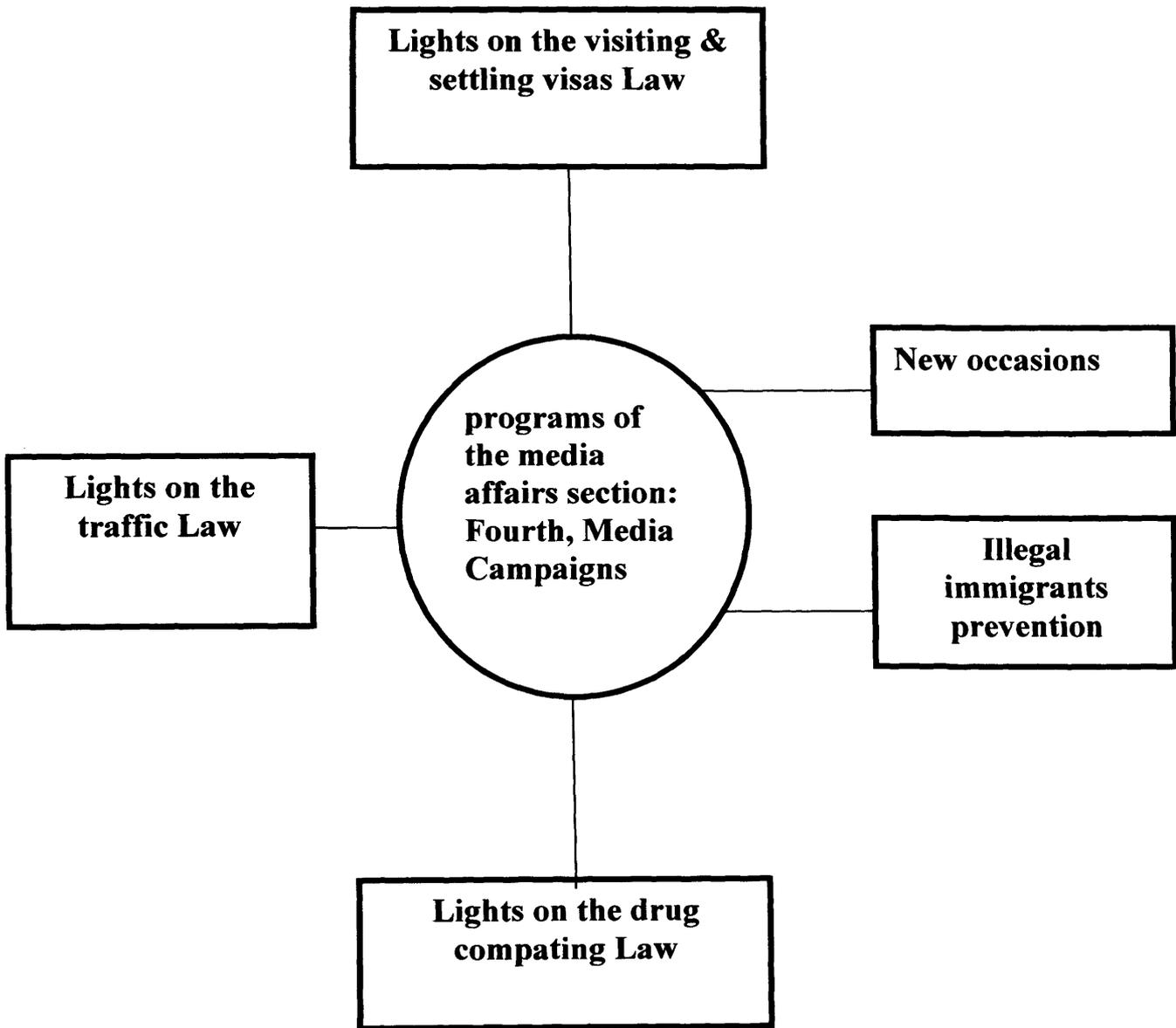
	Episode Subject	Week	Period	Episode Corporatists
1	Allowing People to cross Zebra Crossing is a Civilised behaviour	First	30 Min.	-Car Drivers -Pedestrians -Traffic Warden
2	Taking Advantage of Students who Run away	Second	25 Min.	-Social Officer from a School -Students Parents

	from Schools for Crime			-Police Officer
3	Swimming in the Coasts	Third	20 Min.	-Coastal & Boundaries Police Officers -Interviews with Civilians -Municipality Officer
4	Danger of Gas Cylinders	Fourth	15 Min.	-Civil Defence Police Officer - Interviews with Civilians - Cylinders Shops Owners









	Lecture subject	Lecture place	Lecture Title
1	The principal role for armed force & police in peace & war	Ministry of Interior	Seef Sultan Alauryani, an interior ministry officer
2	Organised crime	General Directorate of Abu Dabi's police	An expert from Emirates University
3	Managing security catastrophe	Ministry of Interior	Seef Alshafar, Emirates University
4	Safety bringing up	Ministry of Interior	Dr. Saeed Salman
5	Safety media & crime prevention	Ministry of Interior	Dr. Mohamad Abo Alnaser Dr. Ibraheem Alshamsi
6	Joint Arabian safety corporation	Ministry of Interior	
7	The internet & safety	Ministry of Interior	Lecurer from: -Higher education -Communications
8	Economic Crimes (money wash)	General Directorate of police in Abu Dabi	Economic expert from the central bank
9	Establishment of modern police man	Ministry of Interior	High rank officer from the Police academy

	Lecture subject	Lecture place	Lecture Title
1	The de mography of Emirates state & its effect	Ministry of Interior General Directorate of Ajman's police	Dr. Mohamad A. Alrukn
	Managing time & skills		Dr. Ali Alhumady

2	development		
3	Environmental pollution	Ministry of Interior	Institute of Environment Union
4	The law & ethics of media work in Emirates		Lecturer from Ministry of Media
5	International terrorism	Ministry of Interior	Visiting lecturer
6	Copying: security prospective		Lecturer from Emirates University
7	Police & public The image & the role	Ministry of Interior	Dr. Ali Alhumady Ali Alneemy

	Lecture subject	Lecture place	Lecture Title
1	Police & society	Ministry of Interior General directorate of Ajman's police	Police officer from the relationships section
2	Police men behaviour	General directorate of Sharjah's police Coastal & boundaries guards General directorate of Fujayrah's police	Police officer from the directorate of law affairs
3	The relationships between the managers	Ministry of Interior General directorate of	Lecturer from Police Academy

	& the personnel	Ajman's police	
4	Media & crime (the supposed role)		
5	Smuggling & crime	Coastal & boundaries guards General directorate of Rasalkhymah's police General directorate of Fujayrah's police	Police officer from the Coastal & boundaries guards steering
6	The internet (general view)		Lecturer from the communications
7	Safety & bringing up	Ministry of Interior	Lecturer from the education college (Emirates University)
8	The relationship between people & the police (relations)	General directorate of Sharjah's police Directorate of Ayen's Police General directorate of Ajman's police General directorate of Aumalkuuaeen's police	
9	Summer holiday (the spare time & the use of it)	Ministry of Interior General directorate of Ajman's police	

	General Directorate/ Steering	Lecture type	Lecture place
1	The ministry	Every two weeks	Directorate Prayer room
2	The general directorate of Crime safety	Every two weeks	Directorate Prayer room
3	Guardians steering of coastal & boundaries	Every two weeks	Directorate Prayer room
4	Guardians Directorate	Every two weeks	Directorate Prayer room
5	Directorate of *****	Every two weeks	Directorate Prayer room
6	Police Academy	Mixed	Lectures hall in the college
7	Directorate of communications	Every two weeks	Lectures hall
8	General Directorate of Nationality & visas	Mixed	Directorate Mosque
9	General Directorate of civil defence	Every two weeks	Directorate Mosque
10	Civil defence College	Weekly	Lecture hall in the college
11	Private security force steering	Monthly	Lecture hall in the college
12	****	Monthly	All directorates Buildings

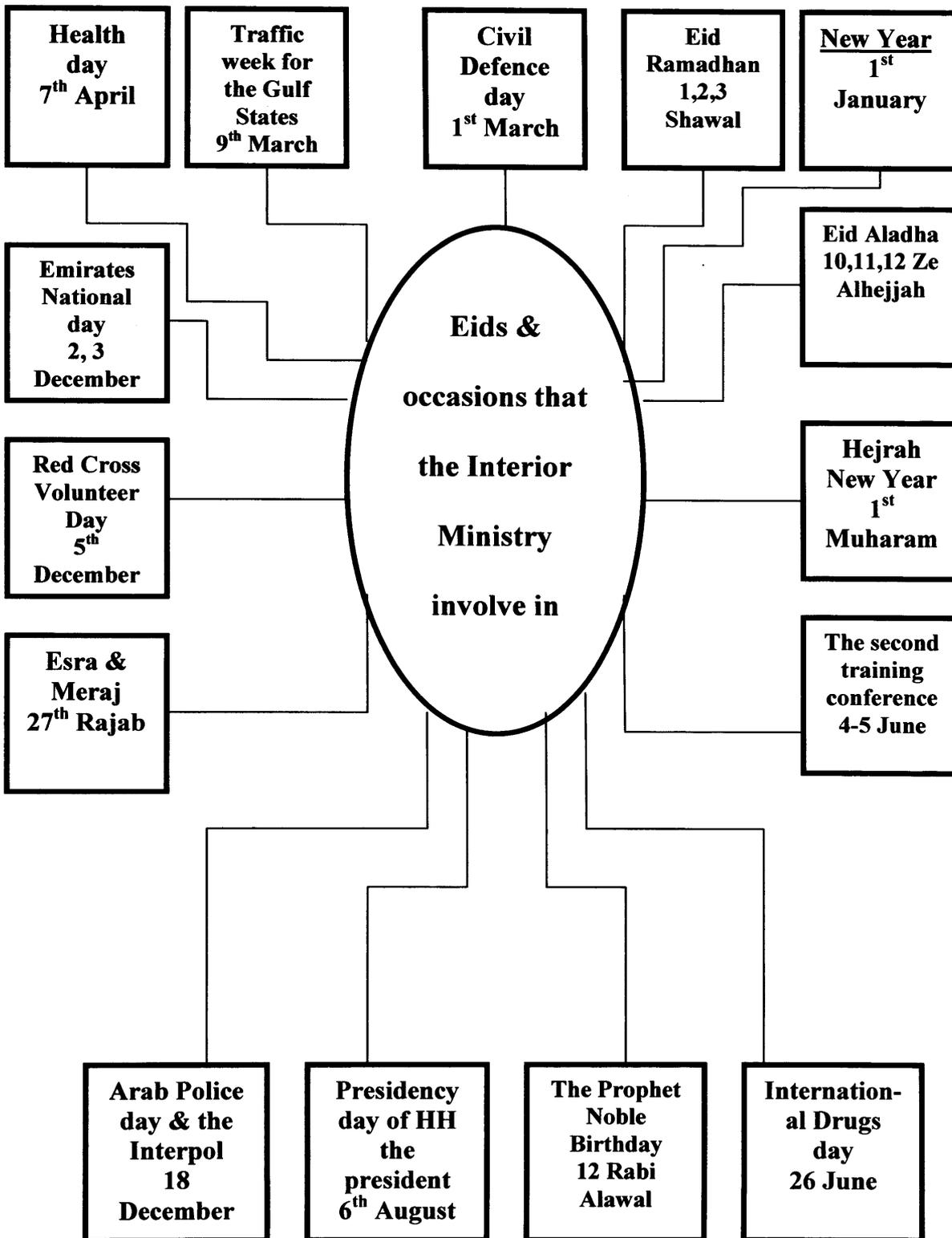
	General Directorate/Steering	Lecture type	Lecture subject
1	Police School	Monthly	Decided in coordination with the directorates
2	Police Air Force steering	Monthly	Decided in coordination with the directorates
3	General Directorate of Rasalkhayma's police	Monthly	Decided in coordination with the directorates
4	General Directorate of Alfujayrah's police	Monthly	Decided in coordination with the directorates
5	General Directorate of Ajman's police	Monthly	Decided in coordination with the directorates
6	General Directorate of Aumalquuaeen's police	Monthly	Decided in coordination with the directorates

	The Name	Title
1	Dr. Ez Aldeen Ibraheem	Religious & cultural consultant for HH President of the state
2	Dr.Mohamad A. Alkhateeb	The dean of Shariah law\ Alshakah University
3	Dr.Ahmed Khlleel	Former Religious Director in the Defence
	Dr.Wahba Alzuhaily	Ass. Prof. In Alain University

4		
5	Dr.Ahmed M. Saleh	Ass. Prof. In Alain University
6	Shiek. Sayed Alsawi	
7	Shiek.Mansur Aydah	Religious advisor officer in the Defence
8	Dr. Muhamad S. Farag	Advisor in the defence

	Lectures subject	Lectures date	Notes
1	In Ramadhan School: Worshipping & bringing up	January 1-15	Additional lecture Bader: Lessons & thoughts
2	Fasting & Praying: their effect on soul	January 1-15	
3	Social justice & its effect on crime prevention Disadvantages of spying & betraying	February 1-15	
4	Factors into crime	February 1-15	
5		March 1-15	
6	Hajj: its image for unity & equality	March 16-30	Religious lecture on Hajj and sacrifices rules
7	Work: Honesty & hypocrisy	April 1-15	

8	*****	April 1-15	
9	The seven sins	May 16-30	Additional lecture: effects of bribes
10	Military Intelligence in Khalid life	May 15-21	Additional lecture: cheating
11	Marriage life: wrights & duties	May 22-30	
12	The prophet effect & the *****	June 1-10	
13	*****	June 11-20	
14	Here in & after *****	June 21-30	
15	-How we benefit from the Quran -Security: understanding & its effect on the person & society	October 1-15	
16	Iman & its effect on the person, society & the behaviour	October 16-30	
17	Worshiping	November 2-16	
18	Prayer: conditions, responsibility, trust & duty.	November 17-30	
19	*****	December 1-15	Celebrating the private force memorial
20	*****	December 16-30	
21	Fridays' Lectures	At Fridays of every week	All directorates which are well prepared & have mosques



	Meetings and Conferences	The Date	The Place
1	Committee meeting to re-concern the ideal project security treaty		
2	The twelve meeting of the consultation committee to evaluate & guide programs for the media & education in terms of their effect to the safety & behaviour		
3	The eleventh meeting of the consultation committee for volunteer works		
4	Committee meeting to re-concern the ideal project of law for handling the criminals & & wanted people		
5	The sixth committee meeting for financial monitoring		
6	The eight Arabic conference for the traffic managers		
7	The tenth Arabic conference for the punishment bodies managers		
8	-The thirteen Arabic conference for the drugs prevention managers -The sixteenth group meeting for the first action branch offices of the drugs prevention -The fifteenth group meeting for the second action branch offices of the drugs prevention -The tenth group meeting for the second action branch offices of the drugs prevention		
9	The ninth Arabic meeting for the immigration & nationality managers		
10	The fifth Arabic meeting for the airports, ports & boundaries managers		
11	The second Arabic meeting for the terrorism prevention managers		
12	The fourteenth coordinating meeting for the Arab interior ministers council		
13	Specialised committee meeting for new crimes		

14	Specialised committee meeting to establish a bank to support media & educational programs to prevent drugs in the Arabia		
15	The twenty third meeting of the Arab police & security leaders		
16	The concerned following up committee meeting to start the third strategic Arabic plan to prevent drugs & its mental effects		
17	The concerned committee meeting to evaluate the third plan & to establish a fourth Arabic strategic plan to prevent drugs & its mental effects		
18	The following up committee meeting to start the fourth Arabic security plan		
19	The seventeenth meeting for the deputy interior affairs ministers		
20	The seventeenth meeting of the council		

	The Committee	Date	Place	Notes
1	The legislation committee to discuss the ranking of the drugs & its mental effects			
2	Traffic education committee meeting			
3	The sixteenth traffics' general directors committee meeting			
4	The eight guidance & punishments officers committee meeting			
5	The fourteenth general directors committee meeting for nationality & passports			
6	The fourteenth meeting for crime investigation directors			
7	The thirteenth meeting of the airports security officers			
8	Committee of unified conditions for prevention			

	monitoring			
9	The thirteenth meeting of the drugs prevention managers			
10	The eight meeting of the weapons & explosives officers			
11	The joint meeting of military group No. (19) & the concerned officers in the civil defence			
12	The eight meeting of the boundaries & costal officers			
13	The eleventh meeting of the general directors of civil defence			
14	The preparation committee meeting at the eighteenth meeting of the interior ministers			
15	The eighteenth meeting of the interior ministers			

	Lectures subject	Lectures place	Lecture Title
1	The police & society	Ministry of interior, General directorate of Ajman's police	Relations officer
2	Policing as a safety & social message	Police academy General directorate of civil defence General directorate of Alfujairah's police	Relations officer
3	Affiliating to the police	General directorate of Ras Alkhaymah's police General directorate of Aum Alkuwyn's police Private security forces	Police Academy lecturer
4	Police man behaviour	General directorate of Alshajah's police Costal & Boundaries Guards General directorate of Alfujairah's police	Law affairs officer
5	The relationships between the managers & the personnel	Ministry of interior General directorate of Ajman's police	Police Academy lecturer
6	The police man authority limits	General directorate of crime security General directorate of Abu Dhbi's police Directorate of Alayn's police Directorate of Tarief's police	Law affairs officer
7	The police man as a cultural image to gain the society trust	Directorate of Guarians/Abu Dhbi Directorate of Traffic/Abu Dhbi	Relations officer
8	Smuggling & crime	Costal & Boundaries Guards General directorate of Ras Alkhymah's police General directorate of Alfujairah's police	Costal & boundary steering officer
9	The relationship between the police & the public	General directorate of Alsharjah's police Directorate of Alayen's	Relations & moral advisor officer

		<p>police</p> <p>General directorate of civil defence</p> <p>General directorate of Ajman's police</p> <p>General directorate of Ras Alkhymah's police</p>	
10	<p>Summer holiday:</p> <p>Emptiness &amp; Juveniles</p>	<p>Ministry of interior General directorate of Ajman's police</p>	<p>Relations &amp; moral advisor officer</p>

	General Directorate/Steering	Lectures type	Lecture place
1	The Ministry	Every two weeks	Directorate mosque
2	General directorate of crime security	Every two weeks	Directorate mosque
3	The costal & boundaries guardians steering	Every two weeks	Directorate mosque
4	Guardians directorate	Every two weeks	Directorate mosque
5	Work & transports directorate	Every two weeks	Directorate mosque
6	Police Academy	Mixed	Lecturer rooms in the college
7	Communication directorate	Every two weeks	Lecture rooms
	General directorate of	Mixed	Directorate mosque

8	nationality & visas		
9	General directorate of civil defence	Every two weeks	Directorate mosque
10	Private security force steering	Weekly	Lecture rooms in the college
11	Private security force steering	Monthly	Lecture rooms in the college
12	Rehabilitation & banishments buildings	Monthly	All directorate buildings

	General Directorate/Steering	Lectures type	Lecture subject
1	Police Academy	Monthly	Decided in coordination with the directorate
2	Police air force steering	Monthly	Decided in coordination with the directorate
3	General directorate of Ras Alkhaymah's police	Monthly	Decided in coordination with the directorate
4	General directorate of Alfujairah's police	Monthly	Decided in coordination with the directorate
5	General directorate of Ajman's police	Monthly	Decided in coordination with the directorate

6	General directorate of Aum Alkuyen's police	Monthly	Decided in coordination with the directorate
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	Lecture subject	Lecture place	Lecture title
1	Ways of smuggling prevention	Ministry of interior General directorate of Alsharjah's police	*****
2	Organised crime	General directorate of Abu Dabi's police	*****
3	Drugs prevention	Ministry of interior General directorate of Ras Alkhaymah's police	*****
4	Catastrophe security directorate	Ministry of interior	*****
5	The joint duties of armed force & police to secure total safety	Ministry of interior General steering of Dubai's police	*****
6	Security media & its role in crime prevention	Ministry of interior	*****
7	Bringing up & safety education	Ministry of interior	*****
8	The ideal ways in training police men	Ministry of interior	*****
9	Security reflection on the internet	Ministry of interior	*****

## **APPENDIX II**

### **Interviews with members of the top management of the Ministry of The Interior**

No.           **1**  
Date         **2 . 4 . 2000**  
Day:         **Sunday**  
Time:        **830 AM -     955 AM**  
Position:    **Assistant under security of Security Affairs**  
Name :      **Leitunal Colonel Saif AlShoufar**

What is the present and future status of the public relations of the police in the UAE.

It is just start to be on the right track. We still far away of that broad meaning you are thinking of as an academic person or me as a good reader and business man where I read and use a very developed theories in public relations. But we are getting to it, by many other ways and I think you are one of the aspects which tells about our start of paying attention to the public relations. In addition, the structure it self had been changed many times over the past years. All what I can say, is that it just matter of time. On the other hand, we don't want to say that they are not doing a good job. No , according to the time, budget and back up the had had from the ministry, I can say they are doing well.

What is the present relation between the police and the public?

In fact, we are lacking to such active public relations department where we can get proper scientific research, which gives us accurate answer for ur question. But non scientific answer, I can say there is a such good relations between the tow parties.

**How you can get a such good relation with out an active department of public relations?**

No, I did not say that it is non active public relations department, you are getting to the same mistakes the media do, where they translate according to there own understanding, and add some few words to fulfill there desire in making attraction to the reader which help in return to sale more news paper or magazine or other to make profit with out consideration to the social needs and ethics. What I have said is that, it is not active public relations department in term of research not as a whole. But, we can say that we are maintaining a good relations with our partner( the public) through the low crime rate we have over here in the emirates, people helping the police in so many cases, and so many other issues shows that we have a positive relation with the police.

Do I understand that you are as a police in crisis with the media?

**Yes, but not in that large sense. As normal in the other part of the world, where is the police not given the chance of presenting its programe. And only limited time and to some issues only given. On the other hand , they are I mean the media presenting and showing, brodcasting what ever word u would use, presenting asome contradictive massages with our line some times.**

**How it can be happen in such environment where is most of the media are governmental or public, where it is controlled by the government, supervised and directed by them.?**

You are right to large extent, where is the most of the media are public, but even though, don't forget the information age we are living in, in addition to the type of federation we are in ( federal), which in return entitle the local governments to establish their own media under very week supervision from the ministry of in formation. Moreover, privatization, just took place in the emirates, either in media or other aspects of live. Westernization, is other aspect influencing the media under the fraze of development. On the other hand, there is no such media Council for planning and stratigy for all the emirates. In addition, there is sort of competition between some of the emirates, which in return resulted in diversity of stratigies.

The police reports shows that the crime rate in the emirates is low, while on the other hand, the country suffers from in stable population, and diversity of culture, religion, customs and so many other issues. How would you explain that?

Yes, this is the Emirates, thanks God, we are in save country. It can be attributed to the efficiency of the police, public co-p oration, existed values as a religious society, and the workmen who are here are normally kept busy, because they are working labor most of the time, and temporary most of them for 2 years and then they leave the country. So no big danger expected. On the other hand, there is a big danger I can see coming to the emirates, and its people represented in political , language, social danger where is a conflict hade been occurred between old and present, history, present and the fast change of the future.

**How do u think the police can over come the expected danger as u just mentioned?**

By good public relation management, I think we can, where is active communication will be applied. Moreover, by having such stated strategy and defined goals and with the existence of such helpful and

Responsible society, I mean individuals and both public and private institutions. We admit that we have multi racial society, and it is not easy gob to activate them, but we will do our best by instructing the ant department to do so.

How it can be don, I mean how can the police activate the othe communities living in the emirates, as you have mentioned where is no other language applied in line with the Arabic been used in communicating the public, bearing in mined that the population majority are Asian where Urdu language is common language between them and the English is become the first language in the world?

This is take me back to my previous statement where is an active public relation department is required to deal with the unique diversity of populations we have over here in the emirates. If we had so, we would be able to do that. It seems to be that our message is directed to the Arab community living here with the locals. I think that, I

have mentioned that we are just started to walk on the right track of public relations and in the soon future you will hear some good news.

**What can be delivered by the public relations, to your department in the ministry of the interior ( Security affaires ) and to the other departments within the ministry?**

No doubt of the uncounted benefits can be gained from the department of public relations. It plays a vital role in bringing employees together and with the top management. It can reach all publics and solve a lot of problems we are having by using the revolution of technology especially in communication. We are in the global village. In addition, it can study the causes of crime and other issues concerning our society i.e. road accidents. It can assess the public satisfaction of the police services delivered to the public and so many other valuable functions.

You just mentioned the vital role of public relations in research, the question is where is the rest of research centers within the police departments in the federal and local police.

To be honest with you, there are a large number of research centers in the emirates. In the police service only we have four or more. Unfortunately, most of it not activated as it should be. The one we have in the ministry of the interior, is still new and we are in the process of recruiting the qualified cadre. I know, it should be formed earlier and directed to help in finding us solutions for our problems we facing, but what I can say is that, lack of recognition of scientific research. By the way it is not just here, the Arab world is far away from research and not spending that much on it.

Is there anything you want to say in the end of this interview?

All what I want to say, is that we are a new state 30 years old only, so we are developing our services in short period of time. Therefore soon you will be joining us again and we will give you the needed power and back up to develop the department of public relations with the assistance of the existing cadre.

**Interviews with top management of the  
Ministry of The Interior**

No.            **2**  
Date           **1 . 4 . 2001, in London, Parklane Hilton Hotel**  
Day:           **Saturday**  
Time:          **830 AM -     955 AM**  
Position:      **General director of planning and development**  
Name :        **Salim Obied Al shamsi**

What does public relation means to you?

**- It means so many things to me. It is the link between the police and public and the active tool of the police to get the public trust and understanding.**

2- How do you interpret this grate value of public relations as you have mentioned in the policy and program of the most important department to the ministry of the interior (planning and development)?

In fact, we are a ware of that, and we have incorporated the police colleges, schools and institutions curricula, with them and theories and practice of public relations. In the case of the police college, we as it one of the departments supervised by the directorate of planning development, where we asked them to teach public relations for 16 credit hour. The police men and women school is the same, where we asked all graduates to study at least one subject of public relations. Even more, we send some officers to crush courses in public relations either within the UAE, or abroad, police and private training in statutes, and other chances shows that we are not neglecting these field of study.

3 - Do you think that 16 credit hours out of 144 credited hours would be enough and fair for the graduates from the police college for example?

In fact, and to be honest with your scientific research, we had no such evaluating process of seeing how much efficient are our graduates and curricula. We have no idea if it is enough or not, but I believe we should look at the training needs again, and design a new curricula to cope with the new millennium, where is the present curricula are so old and can be traced back to 15 years old. There fore, there is a need for reviving our training system and the courses contents, in the light of the present issues, ie globalisation, humen right, privatization, Information technology and communication theories and son many other aspects.

4- Does that mean, that there is such revaluation process would take place in our training system, as it happen for the police in England and Wales in 1989 July, where is radical changes occurred?

I don't want to give more information more than what is permitted to me, but in general there is such thing would happen soon.

6- What do you think of the present police curricula, does it cover all the needs of the UAE society, in other words, can the police graduates respond or meet the needs of the public or their society?

Well, no answer can be given to that point, but the low rate of crime could be the correct answer for that, where is the prime object of the police is to reduce crime rate and its fear. I don not want to exachrate, but, in reality, yes, the police is doing a good job over here in the emirates.

7- Do you take into concedration that is the majority of the population are Asian, in addition of big proportion of other nationalities, where are the Arabs and the locals only forming at the maximum 25%?

Look, our unique and in balanced population are always covered by our curricula content and seminars. In addition, we just introduced a new scheme, where is English and Urdu languages are introduced in the probationer training at the police collage in Abu Dhabi. Yes, we believe that there are some skills and abilities should be equipped

the police officers with, such as languages, skills of how to deal with others, skills of computer and others.

8- How do you think the present police public relations can be improved?

Of course, by strengthening, backing up the public relation department, enhancing the process of teaching and training at the police schools, colleges and institutions, by having a good media relations and active society.

### **Interviews with top management of the Ministry of The Interior**

No.            **3**  
Date           **. 4 . 2001, in London, Parklane Hilton Hotel**  
Day:           **Saturday**  
Time:         **830 AM - 955 AM**  
Position:     **General director of the police collage**  
Name :        **Dr Hashem serhan Al Zaabi**

What does public relation means to you?

Public relations means a lot for me in terms of communicating with others to seek mutual understanding and corporation between different parties. It helps an institution to present it self and to deliver its different programmers. In our case, I mean for the police, there is a need for such apparatus to help the police management in achieving the stated objective.

2- It seems that ,you have full understanding of the meaning and function of public relations,, how do you explain that?

In fact, my BA was in Media, and you know the direct link between both of them.

3- So, how important do you think is public relations for the police in the UAE?

For sure it is so important,, especially in our multi society, where is the Arabs and locals are minority. The need for such department to mediate between the police and its diversity publics, and the publics them selves with in the emirates.

4- Does it, I mean importance of public relations reflected into the police officers training, and the police collage, as you had been the director of the officers training directorate, and the director of the education directorate of the police collage and today as the general director of the police collage?

I got your question, but as you know and every body even knows, that is my role as the general director is to implement the directives and decisions of the police collage board. So, there is no much space left for other things I can do. There are cited and agreed syllabus and curricula by the board and supervised be the general directorate of planning and development. In addition, there are some obstacles confronting the full implementation of real public relations, such as the traditional understanding of public relations with in the police top management, and the officers them selves. It is to them, just official meetings, festivals, reception and so on. While the training syllabus is a reflection of the common understanding of the stratigy makers of the ministry of the interior.

5- What do u think of the present police public relations. Or how do u evaluated?

It is not easy question to ask, and difficult to answer. But in general, I can say it is not so good, where it should be. Simply because of the missing role of public relations, and mis understanding of the police role and functions in the present days. Moreover, The officers look at them selves as the tools of the government and authorities, where they got their legitimacy from the government , not from the public. Therefore, the police does not pay attention to the public support and satisfaction. Why, it simple as that, where is their salaries comes from the government and the public have no thing to do with the case. Other reason could be seen in the weaknesses of police

accountability where they could abuse the system as police officers . Other, the quality of the police officers is seems to be does not help to have good relations with the public, where is recruiting is based on filling the gaps and personal contacts or relations, not on selecting the best. In addition, part of the culture exist is suspicious, which in return reflected on the police officers way of dealing with the publics.

6- What else you can say?

We have in the emirates social, demographic and cultural crisis, where we need such successful public relations to mediate between the police and the public from one side and the public, local and other from side. We need such public relations to mediate different cultures, values and traditions in such multi racial society.

We need to replace the old understanding of public relations tradition to the present concept, theory and practice of such important one.

We need to have such understanding among the police officers them selves of the importunacy of having a good relations with the public.

No matter to have different local police with in the emirates, but it should be all having common goals and objectives.

I think, the directorate of public relations is not qualified in terms of cadre , technical and strategy to perform its vital role. Therefore, major reform should take place in order to enhance its role.

I suggest to promote the directorate of public relations to be on the level of general directorate, where it can practice its role freely and with no difficulties. And to create such department with in the directorate of public relations called Department or directorate of crime prevention. Where u can locate such liason officer with in the minorities, schools and local community. In addition, to have such vital research unit to be linked with the public relations departments.

No.           **4**  
Date         **11 . 4 . 2001,**  
Day:         **Tuesday**  
Time:        **945 AM -     11 AM**  
Position:    **The minister consultant**

Name : Dr Hasan Othman

What does public relation means to you?

- He got full understanding of public relations.

2- How important is public relations to the ministry of the interior?

It is so important and derived from the vital role and functions of the ministry of the interior, where it is responsible for the public security in its broad since. On the other hand. Public security can not be achieved with out full public support and corporation. At the same time, these public support and corporation would not be their unless good public relations established and maintained by the ministry. The department of public relations and no other department with in the ministry of the interior can do so. Therefore, it is very important to have good public relation management in the ministry, where we can get to the point of policing the community by the community.

Policing the community by the community means community policing. Such concept been used for so many years , 30 or more, and been applied in deferent parts of the world in different names. Why is the emirates late in using this philosophy and concept,, is it because not relevant to our society or other reason?

You are right to some extent in applying community policing philosophy in our policing method. But, it is not just the emirates,, in fact, it is in all or most developing countries and Arab states. On the other hand,, we had started the first and real steps applying community policing in the country and the following points would show how serious is the ministry in doing so:

Crime prevention committee had been formed just 2 weeks ago. There are different people from the ministry of labor, media the police, the ministry of education and other organizations been in the committee, and we will be following up their activity. Consultative council had been formed recently in Dubai police. The council consist of people from the private and public sector to help the police in setting their objectives and other matters in time of need.

Regular circulars had been issued on the topic of quality of service, maintaining good public relations,

There is an evaluation process of police training have taken place. The report showed that, there is weakness in police probationer and even in service training. Therefore a committee had been formed headed by Liteunent Colonel Mohammed Al mualla tp study and revolve the training process with in the police. The committee had started its job and we still waiting for its suggested general training strategy.

In addition, there are other issues can be seen as a real steps towards having modern police always at the service of the community 24 hours a day responding to their needs and having them as partner in the policing process.

4- How do you classify the present police public relations in the emirates today?

There are no such study can give you the real answer of the police public relations. The first and the only study had been carried out in the emirate in 1995 by the ministerial resolution decree no ... . The research team headed by Liet Colonel Mohamed Al mualla again. The main finding were a further training in the field of public relations is needed and improveing the police services. In addition, there were some public satisfaction for some police departments. Quality of service was always the focal point of police management. Today, Abu Dhabi police have applied to be test to get Issoz 2001. Accordingly, what I can say is that we having a good police public relations now days, but we still need to improve it and maintain such good relations, simply because of the common goals between the tow parties. Public security is needed by all deferent sectors. individuals and other private or public organization are seeking for security, while the police is the provider. Therefore, corporation is required to a large extent.

How important is the research center for the ministry of the interior and how do you explain the weaknesses of the directorate of research and studies?

Of course , no doughty, it is so important to have research center to feed you with all data needed and studies. But unfortunately the directorate of research and study with in the ministry of the interior just been established and waiting for the qualified cadre

to join. Yes, I admit it is so late but as the English proverb says better late than nothing.

The late establishment of such vital directorate was financial and poor understanding of the vital role of such department which can be played on the national, regional and international level.

In addition to that, the ministry was depending on the other research centers in Abu Dhabi, Dubai and Sharjah local police.

Is there any sort of coordination between the mentioned centers?

In fact, what is available is cooperation not coordination which could be causing kind of money, effort and time waste in repeating the same research in more than one center.

Dubai police can be seen as out of the control of the ministry of the interior, how right is the statement?

Look, Dubai is exceptional case. Yes, it has own uniform, budget and flag. But it still supervised to some extent by the ministry and their general director was the head of the committee of internal security strategy of the ministry of the interior. So, it is applying and enforcing the federal laws, and no more can be said than that the type of Uae federation is reflected on most aspects of life. Policing is one of these aspects.

No.            **5**  
Date           **10 . 3 . 2001,**  
Day:           **Monday**  
Time:          **10 AM -     10 45 AM**  
Position:      **The Director of Public relations Directorate**  
Name :        **Lite Colonel Ali Rashid Al Nuemi**

What does public relation means to you?

- He got part understanding of public relations.

2- What are the Goals of the directorate of public relations?

In fact, We have general goals for the year 2001, and these goals are mostly to create and maintain a good relations with the publics.

To look for human relations with in the ministry.

To reflect good image about the police and the UAE in general.

To help in reduce crime, and its fear by explain to people how to prevent them selves ,, crime prevention,,

and so many other stated goals and written in the annual plan of this year.

3- Do you have a such stated plan and for how long if it exist?

- Yes we do have one year plan.

4- What do you think of the present police public relation?

I think we have got very good relation with the public and trying to maintain it.

5- How did you evaluated the relation to be very good, was their any research or what?

n fact no, the judgment is base on personal observation and no such scientific data had been gained. We can tell from the low crime rate, public participation in our public programs and festivals.

6- Which public you mean by your words?

I mean all publics, internal, those who are working for the police and external, those who are dealing with the police ie, local people, residents, visitors and others.

What languages and chanls you are using for communiting with you publics.

Arabic, is the official language of the country. We don't have the ability to communicate with other communities in the emirates. No cadre can speak or write the Urdu or the English. In some few and important cases we produce such leaflets in English or Urdu. We have one well known case worth mentioning, which is the law of the country where the illegal staying people were given the right to submit and not to be jailed or fined. In this case we were directed different messages in different media, TV, papers, magazine, leaflets and others Arabic, English and Urdu languages. There were about 200 000, people have left the country.

8- What are the obstacles facing the public relations directorate?

There are many, but in brief, I can say the following;

The traditional understanding of the public relation among the police officers, the cadre of public relations them selves, top management.

No independent budget

We are on small scale as directorate, while we have a lot of work to do and to serve all the emirates,, so we should be a general directorate

We are liked with the assistant secretary for planning and development, while its better to be liked to the minister or the undersecretary, as it suggested in 1994 as I had been told by the evaluation made by the british expertise counsultation.

Some of the officers are not relevant for this job, no qualification , no skills, and some of them no desire to work in this department.

The media not helping us, and not giving us the time to present our views and programes wich produced in our in side own stedio. We have bad and weak media relation.

Many good officers I used to have had been moved to other department with out any concultation,

Recruiting is based on filling the gap, but not according to the qualification and desire to work or other.

How do you see the future of the public relation department in the ministry?

It is difficult to say,, no progress will be made unless we promoted to be on general directorate level, and to have qualified public relations officers of those who are

willing and desired to work and scurfy of their time and to give more and more. In fact, the public relation job is not an easy, it needs especial person with unique skills.

10- What are the most important research and studies curried out by the department?

No such research undertaken in our department. We left this to the research center and I think its their responcebility,,,, He does not understand the process of public relation and its 4 steps.

11- What are the last comments you want to say in the end?

I wish to recommend that all police officers should deal in good way with the public and try to be at their service all the time and give them the best service they can in order to reflect and present the civilized aspects of the emirates, and to get the trust and corporation of the public.

No.           **6**  
Date               **2001,**  
Day:           Monday  
Time:          1 PM -   **2 PM**  
Position:      **The general Director of Ajman police**  
Name :       Lite Colonel, Dr khalifah R. AlShaalli

What does public relation means to you?

- Public relations is effective communication tool, To inform the police about public needs and problems, and to supervise the police work and give the public all information needed.

The police management are in real crisis as it is being part of the government administration and having the traditional philosophy of policing which out of date in contemporary society.

Yes it is call for privatization for some aspects of policing such as prisoners and money transfer, rescue and ambulance and so many others.

The other part of the public are neglected, while they are about 60 % of the total population THE ASIAN. The other part is the English speaking population which they can be 10 % or more, are even not been communicated with.

In order to enhance the present police public relation, I think there is a need for having units of educated and skilled police officers and top be located in different police departments.

The real crisis is that there is no such clear and defined strategy for the ministry of the interior. What is available is only sort of ministerial resolutions and reports and directives only, which can not by all means replace the needed strategy. Therefore, we don't know what are the sort of training is required, and what do we need to have in future, is it police officers, Judge, or lawyer. In fact the police institutions are mixing the issues.

Dubai policing initiative is worth looking at.

The policing objectives seems to be differ from an emirate to another. It could be good , but it can effect negatively the policing process.

In my jurisdiction, Ajman Emirate, we are tried to emphasis on the religion line. The mosque imams had been asked to give more education in different languages.

But what about the other who are not Muslims,, hoe u can communicate with them?

I suggest to promote the directorate of public relations to be on general directorate level and to be linked to the minister or the undersecretary.

NO. 7  
Date October 2000,  
Day: Monday  
Time:  
Position: **The Director of Management Affaires**  
Name : Colonel, Majid Alderweash

1- The director of public relations in the ministry of the interior have said that, How do you explain the absence of PR degrees holders in the department of public relations.

- In fact, we recruit the suggested officers by the department. They send us the needed people for recruitments and we just are matter of make sure they fit and can be employees. If there is vacancy and no one suggested for the job, then we go for advertising. Therefore, they are responsible for it, I mean the public relations management and no body els.

2- Why is the officer been used and asked to work in different police branches with no consideration to what he is want to be, or his skills and abeality. Do you think the officer is a majik card?

- In fact, we are part of the Arabic system. My self, I do not agree with the present system we have, but I have no thing to do, we have to follow the system imposed on us. On the other hand do not forget that we are influenced by the Army regulations and laws. It means officers can work every where and at any time in time of need.

NO. 8  
Date October 2000,  
Day: Wednesday  
Time: 1200 - 1215  
Position: **Director of Media affairs section**  
Name : Major Mahmood Al Ansaari

1- How do you think the police public relations can be improved?

- I think, the direct contact, face to face communication is the most effective ever known in history. Therefore, we should look at the present curricula and police training contents and system. I believe it has a lot of force way of dealing and obligations. Which is in return reflected on their way of dealing with the public after they graduate from the police training institutes and colleges.

NO.           **9**

Date           **May,           2001,**

Day:

Time:

Position:    **Drugs combat Department**

Name :       **Major Saeed Al Aalawi**

- Public relations in the police is responsible for establishing good relations with the publics and for crime prevention. It help to create and maintain good image of the police in the public eye.

Public relations activity is so weak. Especially in the side of prevention. I have been working for 21 years in the department of drugs combat. It is the most dangerous police department. It has its social, political, economical and other effects on the UAE society. I know the real situation, I could not see the prevention programs in this subject in spite of the growing problems of drugs.

Yes, it is not the role of the police, but different agencies could play the role as well as the family, schools, etc. But, the police public relations is the first line of combat, they , I mean public relations can instigate or activate the other agencies to come together and work against drugs and prevent the people from such bad fatel phenomenon.

This is way im doing my research now in the UK. Im tring to fined such ideal prevention modle can be addabted in the UAE.

NO.           **10**

Date           **May,           2001,**

Day:

Time:

Position:   **CID officer**

Name :       **Captain Sultan Al Zaabi**

Public relations departments with in the police did not play the expected role. Im not against them, but we are on the ground and suffering from public dis corporation. People seems to be not fully convinced to give full and always help to the police. They are not approached properly by public relations. Therefore, there is a need for scientific study to find out the real obstacles, and not to be invented, or not to propose assumptions by us, no we need real and proper study to give us clear and sharp answer.

I always draw a comparison with the police over here in the UK as being a student for 2 years. I found that we are so retreated in the police public relations. Our real problem I thing is the way we look at the job, and how do we look at our selves as kings not as servants. This and others could make people away from us.

I'm as police officer, I can say that most of the public relations programs are randomly used , they do not have such clear and known program.

How do we activate the publics as they here in the west. We have negative publics, they even some time don't cars about the service, they are not partners, we could be wrong as police management, we don't involve them in the process and don't make them feel as part of the whole process.

PR Management Officers

NO: 1

Name: Ibrahim Yonis

Position: Head of

Rank: Captain

Day – Date and Time:

### **What are the Goals of public relations?**

We are here to help the police management to achieve the police objectives, crime prevention, bridge the historical gap between the police and the public, get public cooperation, take care of the police officers in terms of social, psychological, cultural and other.

### **2- What strategies are used to realize these goals?**

This goals had been translated in the annual plan, where different programs had been stated.

3- Do the police have public relations plan, if yes how long,,,

Yes , one year plan. But it is not prepared on scientific basis. It just group of ideas difficult to call it real plan, it is semi plan, but they call it annual plan.

4- Who are your publics?

every boady living in the emirates, locals , residents and visitors.

5- What acctivities or programes do the police orginize for its publics?

In fact, our programes are directed to the Arabic spoken language community.

6- What communication chanel do the police use in communicating with the publics?

We organize such exhibition, sports competition, police day, Lectures , and through the mass media, ie Tv and printed materials..

7- Would u say that printed and broadcasted media help to promote good image of the UAE police?

Yes of course, in addition to the direct contacts with the publics.

8- Which medium is more effective in your opinion?

Tv,, is more effective,

9- Do u think that police media such film and magazine would help in earn public understanding?

Yes , for sure, such things would help if it used on the right way, to get the best use of it as it should be.

10- Can you site examples of cases where police media programs have helped to promote public understanding for police program?

- The public relation directorate have played vital role in time of the state law which aimed to reduce the number of immigrants living in the emirates. It was grate role, and we have used different channels to communicate and explain the law.

11- Which views and concerns are most important to the police when public relations strategy are being developed?

I have maintained earlier that there is no such successful strategy been adopted. Therefore, all what is there is sort of reactions or non scientific approach used for providing the present direction of public relations. No other views had been taken in to consideration, because the public relations management lack for such vision and ability. In addition, we think that we do is the right. My self, I don't agree with the present way of running the Directorate of public relations, but no thing I can do, it is

police hierarchy. There were crime prevention committee had been established, but we don't see its work, it is likely to be in its way to grave. I wish it can be activated again, it is so important to have such committee for both parties, the police and the public.

12- Is there any department responsible for public relations affairs in the UAE police?  
No, the Directorate of public relations is the only department is doing so. Formality and conferences department is practicing such minor role as accountable to different department, but it is under our supervision. It used to be independent body, but it is slightly coming under the administration of public relations, and soon I think we will see it fully controlled and directed by public relations.

13 -Who run the department of public relations?

Police officers, and with no qualification of public relations.

14- Does the UAE police concenter public relations to the extent of making those responsible for it in the police members of the top decision making organ of the police organization?

Yes, the public relations is linked with the top management of the police compared to the other government organizations in the UAE. But, it has been still looked at as traditional functions.

16 – Does the police public relations department have a special budget for its programs?

Unfortunately,, NOOOOOOOOO

17 - What are the obstacles?

There are a lot of obstacles can be summarized in the following:

No budget located for the public relations.

No good management, we have ex army officer

No public relations qualification holders among the officers.

Tradition understanding of public relations among the officers, and the top management of both the police and the public relations.

No help from the media

No vital coordination or cooperation among the other civil organization with the police and public relations.

NO: 2

Name: Mohammed Alhaajeri

Position: Head of ... in the directorate of public relations in the ministry of interior

Rank: Colonel

Day – Date and Time:

What are the Goals of public relations?

He stated the goals., and added that the amount of work is too much, the number of cadre is too little. The cadre can not fulfill its job cause they lack to such qualification and especial skills as required by public relation officer.

Weak media public relations.

Weak management of the directorate of public relations.

The Arabic language is the only channel is mostly used, which in return can not communicate with the majority of the UAE population.

We have launched different programs in raising the public awareness of first aid, traffic, civil defense and other issues.

TV, Police magazine and direct contact is the most communication channels used by us.

Yes, such media materials, TV, magazine is most effective.

NO: 3

Name: Tarreqe Saif

Position: Head of Public relations Department in the General directorate of RAK police

Rank: Captain

Day – Date and Time:

What are the Goals of public relations?

- He got full understanding of public relations, he said, we are invented a new method to enhance the relations with the publics. School lectures, visits and completion is introduced.

We are linked to the top management in RAK police, and in the same time we are supervised by the directorate of public relations. Some times, we feel that we got lost in between. Are we belong to the local government police where we are located or to the head office of public relations with in the ministry of the interior.

All media channels are important beside the daily contacts, but the T.V, is more effective, cause it can rich to the mass, and colored, moving pictures. But, we have no such channel in RAK police.

We have lunched annual football competition in the month of Ramadan, a lot of people participate and attend the game from the public.

I have no staff qualified in public relations, even my self, am police officer holding BA in Law and police since. Just attend some crush courses in public relations.

We have no such written plan. There are fixed program and we repute it every year. The rest of the activity are just as. you say reactive.

No: 4

Name : Jassim Khalil

Position: Head of Public relation department in Dubai Police

Rank Major

Day, Date and Time

He got the best understanding in public relations. In addition he wrote a book in public relation in the police organization.

He says, we are exceptional case in Dubai. We have our own management and accountable to the police in Dubai only. We have very developed public relations in Dubai in general and Dubai police in particular.

The first regular publication in English in the UAE is just started to be published this month.

We managed to promote good image for the police in Dubai only not for the UAE.

We have Radio studio linked to the Radio station, T.V studio, our own magazine. our difficulty is diversity of publics, traditions, religion, languages which is required big job from the public relations department to mediate between the public and the police, between the public them selves. There is a need for such good public relations, to mediate between the different emirates and governments. There is a need for good public relations to keep and spread the country tradition, and customs.

We have annual plan

We have budget, but not enough.

We have direct telephone lines

We are using the latest technology in all aspects of live.

We have good link, corporation, coordination, with the Research Center in Dubai police. We have a lot of research and studies.

NO: 5

Name: Ahmed Almuhamami

Position: Head of Public relations Department in AlAian Directorate of police

Rank: Captain

Monday, 17. 4 .2000/ 8 AM - 840.

1- What are the Goals of public relations?

- He got very good understanding of public relations. He got B.A in Law and police studies, and then he did his B.A in public relations from UAE university in AlAin, by him self. He is the only officer got his degree in public relations.

2- How do you see the future of public relations in general and in the police in particular?

In fact, I it is growing fast. UAE become business world center, big western companies hade come and spread the contemporary philosophy of public relations. In addition, large number of graduates of public relations just started to be in the market.

### **Difficulties,**

No budget, Traditional understanding of public relations among the officers, management and the society. The graduates are new and they need time to bring theories to practice.

The crisis is there is shortage of Tv drama or programs, it is as a result of no scenario to be good for drama.

Most of the people work in media from the locals are just have it as profession, so no creativity in the job.

The Arabic language is the official language for the country. Therefore, the government trend is to not to use other language in order to hide the imbalanced population.

We managed to have out side traffic exhibition, on the street, it was live in order to communicate with the issian community. It had succeeded.

NO: 6

Name: Ahmed Almuhamami

Position: Head of Public relations Department in the police Collage

Rank: Captain

Monday, 6 . 1 .2000/ 8 AM - 840.

We have limited contacts with the out side publics in the society. Our public relations department is consist of me as a director. Other police officer assist me, other civilian does the typing, other foe photographing, other for drawing, no one got any sort of qualification in public relations.

We have No annual plan

### **APPENDIX III**

#### **Questionnaire for UAE Police Officers**

#### **Centre for Mass Communication Research**

University of Leicester

Leicester, United Kingdom

January, 2000

Dear Respondent,

As one of the requirements for the completion of a Ph.D research programme at the above-named University, I'm doing a survey on the effect of the public relations strategy of the UAE Police on its numerous publics.

It would be appreciated if you could answer the following questions to the best of your knowledge. This is an entirely academic project, and your answers will be treated with utmost confidentiality. Your cooperation and assistance in filling out the questions as correctly as possible would go a long way in making this research programme a success.

Thanks for your understanding.

Yours sincerely,

Aref Al-Ajl

1. How would you describe the relationship between:

a. Police management and officers

.....

b. Entire police and public

.....

2. Which of these statements best describe public relations in the police.

Never heard of

Heard of

Know a little bit about

Know a fair amount about

Know very well

How would you rate the performance of public relations department?

Very favourable

Somewhat favourable

Indifferent

Somewhat unfavourable

Very unfavourable

What do you consider to be the main responsibilities of the police to the public in UAE? Kindly list what you consider as the five most important responsibilities of the police to the public in UAE? a

..... b-

.....

c-.....d-

..... e-

.....

4. Besides the five responsibilities listed above, what do you consider as the other responsibilities of the police to the public?

.....

.....

.....

.....

5 Do you think that members of the public understand the responsibilities of the police the way you have listed above? A) Yes ( ) No ( )

6. If yes, why.....  
.....

7. If no, why.....  
.....

8. Which of the activities of the police do you think attract the support of the public most?.....  
.....

9. Which of the activities attract the criticism of the public most?.....  
.....

10. Do you think the public are justified in their criticism of the police on this activity?  
a.) Yes ( ) b) No ( )

9. What do you think is responsible for this?.....  
.....

10. How do you think the problem could be corrected?.....  
.....

11. How did you know about the impression the public have about the police and the activities of the police in the UAE? Police Magazines, Newspapers, TV, Radio, from people, organisation/ association.....  
.....

12. Have you ever participated in any police organised event in the UAE?  
a.) Yes ( ) b.) No ( )

If \_\_\_\_\_ yes, \_\_\_\_\_ which \_\_\_\_\_ activity  
(ies).....

13. Are you happy working as a police officer in the UAE?

Yes ( ) No ( ) Not sure ( ) Other answer  
.....

14. Which of these statements best describe the relationship of the police with the staff

15. Which of these methods does the UAE police use in communication with its staff?

(tick as many as police) notice board announcements ( ) circulars ( )

meetings ( ) bulletins ( ) Email ( )

Other.....

...

16. Do you know about the police magazine published by the Ministry of Interior?

Yes ( ) No ( )

17. If yes, have you read any of the past issues?

Yes ( ) No ( )

18. Which of the following magazines have you read?

a. The Police ( ) b. The Awake Eye ( ) c. The Security ( ) d. The Policeman ( )  
e. Police and Society ( ) f. Others ( ).

19. If you know about the magazine but have not read it, which of these could best explain why?

I do not get a copy ( ) I am not interested ( ) I do not have the time ( )

Other answer.....

How often do you read the police magazines?

What interests you most in the police magazines that you have read?

20. Do you read news or articles in newspapers concerning the UAE police?

Yes ( ) No ( ) Other answer.....

20. If Yes, do the items promote a good image of the UAE Police?

Yes ( ) No ( )

21. If No, Why?.....

Do you consider the reports read in the newspapers adequately representing the police in the reports carried?

23. If Yes, Do the programs present a good image of the Police?

Yes ( ) No ( )

24. If NO, why?.....

22. How often do you watch TV programs about the UAE Police?

Yes ( ) No ( )

Can you give the name of any of such programmes that you watched recently

25. Which of these activities has the UAE Police organized? (Tick as many as you know)

Graduation ceremonies ( ) Prize-giving ceremonies ( ) Sports meets ( ) Family days ( )

Open houses/ exhibitions ( ) Citizens' forum ( ) Police day/ week ( ) Workshops ( ) Annual Parties ( )

Others.....  
.....

26. Does any of these activities motivate you to work harder? Yes ( ) No ( )

27. If Yes , Which one(s)? .....

28. If you had to start all over again, would you still choose to join the Police?

Yes ( ) No ( ) Not sure ( )

29. What is your rank or position?.....

30. How long have you served as a police officer?

Less than five years ( ) 5-10 years ( ) 10-15 years ( ) More than 15 years ( )

31. In which age group are you? Under 20 ( ) 21-34 ( ) 35-49 ( ) 50-64 ( ) 65 or over ( )

32. What is your highest educational qualification?

High School ( ) Diploma ( ) First Degree ( ) Post graduate degree ( )

33. What is your gender? Male ( ) Female ( )

## **APPENDIX IV**

### **Questionnaire for Members of the Public**

Centre for Mass Communication Research

University of Leicester

Leicester, United Kingdom

January , 2000

Dear Respondent,

This is a research questionnaire aimed at evaluating the impact of the UAE Police public relations strategy on its publics. It would be appreciated if you could answer the following questions to the best of your knowledge. This is an entirely academic project, and your answers will be treated with utmost confidentiality.

Yours sincerely,

Aref Al-Ajil

1. How do you see the police in the UAE?

- a) as a friend ( )    b) as a bully ( )    c) guardian ( )    d) oppressor ( )
- e) don't know ( )    f) other.....

2. Do you think the UAE police are doing a good job?

- a) Yes ( )    b) No ( )    c) don't know ( )    Other answer.....

3 How did you get this impression about the police?

- a) personal contact ( )    b) from the media ( )    c) from friends ( )    d) community leaders ( )    e) police publications or programmes ( )

4. Kindly explain more on the source of your information specified in the above question?

.....

.....

5. What comes to your mind when you hear the words "UAE Police"?

Please rate these police activities in terms of their importance to you. Place an "X" on the line at the place that best indicates your rating of the issue.

Law and Order

Security

Emergency

Control Crime

What would you consider as three other important activities of the police in the UAE?

.....

.....

.....

.....

For each activity, please state which statement on the list describes how important you feel that activity is ( extremely important, very important, quite important, rather important, not too important, not at all important).

For each of the activities, would you say the performance of the police is extremely good, very good, good, just fair, or poor?

6. Besides these five what other things do you think the police should be doing which they are not doing at the moment?

.....  
.....  
.....

7. In carrying out the above identified duties, do you think the police give consideration to the views and needs of the people?

a) Always ( ) b) Sometimes ( ) c) Not at all ( )

8. If you had any information which could help the Police solve any problem, would you feel free to give it to the Police? a) Yes ( ) b) No ( )

8. If yes, why

.....  
.....

9. If no, why.....

.....

10. What attracts you most about the UAE Police?

.....  
.....

11. What don't you like about the UAE Police?

.....  
.....

12. How likely is it that you will join the Police in UAE if you have the requirements?

----- I definitely will join

----- I probably will join

----- I might join

----- I probably will not join

-----I definitely will not join

13. Which of these ceremonies organized by the UAE Police have you attended?

(tick as many as possible) Police Day/Week ( ) Police-Citizens' forum ( )

Sports' competitions ( ) Police recruitment fair ( ) None ( )

Other.....

.....

14. Do you know about the UAE Police magazine? Yes ( ) No ( )

15. If yes, have you read it? Yes ( ) No ( )

16. If yes, which of the following have you read

a. The Police ( ) b. The Awake Eye ( ) c. The Security ( ) d. The Policeman ( )  
e. Police and Society ( ) f. Others ( ).

17. If you have read it, how did it make you feel about the UAE Police?

.....

18. Have you watched any special TV program on the UAE Police?

Yes ( ) No ( )

19. If yes, how did it make you feel about the UAE Police?

.....

.....

20. Could you please give the name of the TV program.....

21. What is your nationality?.....

22. What is your age?.....

23. What is your gender? Male ( ) Female ( )

24. What is your occupation? .....

25. What is your annual income (in Dirhams)?.....

## **APPENDIX V**

### **Schedule of Unstructured Interview with Management of UAE Police public relations**

What are the goals of the police public relations?

What strategies are used to realise these goals?

Do the Police in UAE have public relations plans? If it does, what time frames are set for the plans to be implemented? (6 months, 1 year etc.)

Who are the publics or targets of UAE Police public relations programmes?

What activities or programmes do the Police organize for these publics?

What communication channels do the Police use in dealing with the publics?

How do the Police promote their image to the UAE public?

Would you say that the printed and broadcast media in the UAE help to promote a good image of the Police?

Which medium in your opinion is more effective in promoting the image of the UAE Police?

Do you think that police media such as magazines and films help to earn public understanding?

Can you cite examples of cases where police media programs have helped to promote public understanding for police programmes?

Which views and concerns are most important to the police when public relations strategies are being developed?

Do the police consider public and media impression about the police in their public relation programmes?

Is there any special department responsible for public relations affairs in the UAE Police?

Who runs the department? (Hired consultants, police etc.)

If the department is run by the police staff, do they have any specializations or qualifications in public relations?

Does the UAE Police consider public relations important to the extent of making those responsible for it in the police members of the top decision making organ of the police organisation?

Does the Police public relations department have a special budget for its programmes?

19. What are the obstacles confronting the public relations department.