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Pembinaan Maklumat Dalam Iklan-Iklan Pasukan Petugas Khas Pemudahcara Perniagaan  
Chong Peng Kee, Tan Joon Ling dan Mohd Zakd Awang

Cabaran Menyajakan Kerajaan Elektronik: Tinjauan Ke Atas Aspek Petugas, Bentuk Teknologi dan Persekitaran Organisasi  
Dr. Alauddin Sisal, Mohamad Azali Abd. Aziz dan Siti Kamariah Ghazali
Journal EXCELLENCE is an annual semi academic journal, published annually in July. It’s contents focus on the issue of transformation in the public delivery system, specifically in the area of administration and management; and information communication technology (ICT). The contents of submissions would be beneficial to the public and private sector which aspire to learn about best practices in an organization.

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Assalammualaikum! May peace be upon you!

All praises be to Allah, who has inspired us to publish our first journal named Journal EXCELLENCE.

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Journal EXCELLENCE will benefit the public and private sector which aspire to learn about best practices in an organization. It is our hope that this journal will also be useful to our counterparts abroad.

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THE ENVIRONMENT AND THE NATURE OF STRATEGY: UNEARTHING STRATEGY PATTERN AS A PRODUCT OF INTERNAL AND EXTERNAL DYNAMICS

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Abstract

This article discusses the distinctive nature and characteristics of organisational strategies and examines how different types of strategy are conditioned by situational and contextual factors within the internal and external circle of an organisation. Applying an interpretive approach via discourse analysis, this paper identifies seven distinctive features of strategic thrusts in the local authorities (LAs) in Malaysia based on nine LAs that participated in the research. The research reveals that the nature and characteristic patterns of strategy in the LAs emerge as the product of environmental diversity and contextual readiness. The findings support suggestions by literature that strategic choices in public organisations take shape with reference to complex and multiple stakeholders. The findings suggest the way in which CEOs’ beliefs and preferences, which emerge from their knowledge, experience, and networking, impact upon the shaping of their organisational strategies. Findings also suggest that the nature of organisational strategy is conditioned by the extent to which CEOs feel themselves to be empowered and in control of their organisations, amid the unique environment encircling their organisations. The findings of the research contribute to the body of knowledge on strategic management of public organisations by bringing fresh insights into the nature of strategy in the LAs.

1. INTRODUCTION

Organisational environment is composed of a complex combination of influences of multiple stakeholders, political bargaining, policy changes, customers’ and citizens’ needs, organisational culture, resources, and leadership traits. Arguably, each of these factors tends to influence the organisation in its own way. Much of the study on the relationship between environment and the nature of organisational strategies has been undertaken within the industrial setting, placing emphasis on factors such as industry structures, market forces and the intensity of rivalry between and among firms (Zahra and
Arguing further, Boyne and Walker (2004) contend that even if the available taxonomies (of the nature of strategies) among private firms were valid, they might have limited relevance to the nature of public organisations. This research examines the distinctive nature and characteristics of organisational strategies in the local authorities (LAs) of Malaysia. Efforts to enhance the service delivery systems of the LAs in Malaysia have been placed centre stage by the government. In particular, ‘Strengthening the Institutional and Implementation Capacity’ has been proclaimed as one of the five strategic thrusts in achieving the country’s National Mission, as stipulated in the Ninth Malaysia Plan - the country’s medium term planning blueprint (2006-2010), with special attention given to strengthening frontline agencies, LAs being one of them. The rapid changes in the external environment require local governments to manage their organisations strategically.

2. ANALYTICAL FRAMEWORK

2.1 Understanding Determinants of Different Types of Strategies

Five inter-related dimensions were employed in the analysis of different nature and characteristics of strategies in the organisations under study. Influence from external actors describes the extent to which external actors attempt to influence strategies of a particular organisation. CEOs’ orientation towards changes concerns the perception and passion of CEOs towards change, which in turn is reflected in their efforts to improve and introduce reform in their organisation (Ballantyne 2004; Robinson 2002). CEOs’ ‘level of agency’, as construed by Hay (2004), refers to the amount of autonomy a CEO is privileged to exercise or to act independently within his/her setting against outside forces and influences. An organisation’s internal characteristics deal mainly with the quality of human resources in terms of their competencies, culture and morale towards their organisation. Finally, changes in government policies affect the frequency of policy changes or major decisions introduced by state governments which impact upon the management of the LAs or require LAs to streamline and realign their strategies to meet state governments’ new objectives.

2.2 Approaches in Data Collection

This research adopts a multiple case study method as its major research ‘tool’. A case study method is appropriate when a researcher wishes to inductively explore, describe, or explain the phenomenon being investigated in its real context, with the aim of adding new aspects of the existing theory in a particular area of research. The literature agrees that a case study should be the preferred approach when one seeks to address ‘how’ or ‘why’ questions (Yin 2003; Stake 2000; Guba and Lincoln 1994; Perry 1998). Case studies have been a common research strategy in attempting to obtain deep understanding of individual, organisational, social and political phenomena within their own unique context, in an attempt to propose a new concept and theory, or to add to current ones.
2.3 An Interpretive Approach to Data Analysis

An interpretive approach contends that actions and practices by organisations’ key actors are shaped by their beliefs and preferences, and can be uncovered by interpreting their discourse and narratives. An interpretive research approach is, thus, an attempt to understand phenomena or organisational processes by studying them from participants’ perspectives. With its origin in philosophy, sociology and history (Schwandt 2003; Vidich and Lyman 2003), the interpretive approach is beginning to occupy an important place in political science (Bevir and Rhodes 2003) and business and management (Alvesson and Karreman 2000; Oswick et al. 2000; Currall and Towler 2003; Craig-Lees 2001; Samra-Fredericks 2003). The works of Bevir and Rhodes (2003) for example, have been praised for adding momentum to a debate about the role of ideas and narratives in political science (Orr 2005).

An interpretive approach was employed in this research in an attempt to uncover the dynamics of strategy processes in the LAs. This was done by engaging with the discourses of CEOs and senior managers to grasp the beliefs, intuitions and preferences that form the backdrop of their different nature and characteristics of strategy. Semi-structured interviews were the main research instrument in data collection. Interviews were undertaken between March and May 2006, involving Mayors or Presidents of participating LAs, apart from a number of heads of department within a particular LA. Narratives gathered from interviews were then triangulated with official documents to see their agreement and consistencies. Such an approach has proven to be appropriate to probe participants’ understanding in terms of their constructs, premises, presumptions and pre-suppositions that led to various ways of practising strategy within their environment (Choo 2005).

3. FINDINGS OF NATURE OF STRATEGIES

3.1 Historic Malacca City Council (MBMB) – ‘Developmental’ and ‘Self-Rejuvenation’ Strategy: Strengthening Internal Superiority and Building the Image of Excellence

The main thrust of strategies in MBMB had been to enhance the organisation’s performance through strengthening its internal capabilities. Efforts were devoted to developing human capital in terms of enhancing the morale among staff. The ultimate aim of these efforts was to build an image of MBMB as an excellent organisation. At the same time, the conventional and long-inherited strategy of promoting tourism continued to be given priority. The ‘developmental’ and ‘self-rejuvenation’ nature of strategy characterising MBMB, seems to stem from various situational factors, as will be dealt with in the following discussion.

Reflections from the CEO indicated that he was in a position to manage his external actors and enjoyed a high level of agency. The CEO seemed to be in control of his environment and in many cases, acted without interference from the structure. On other occasions,
the CEO’s remarks reinforced the dichotomy between politics and administration.\(^3\) His narratives exhibit an element of firmness and ability to avoid being dragged into cheap political games at local level. Leveraging on his beliefs and convictions, the CEO set a boundary between his organisation, the stakeholders and local politicians. His account depicted his success in building his own power and autonomy base.

Narratives from the CEO with regard to characteristics of his staff raised a discourse of ‘transforming the mindset’ when he used the analogy between nasi lemak and cereals in one’s breakfast.\(^2\) The CEO raised the idea of ‘earning public recognition’ as a platform to create a sense of pride among staff. The CEO raised a discourse of ‘leadership as morale boosting’, aimed at enhancing organisational commitment. In many cases, his narratives emit a discourse of managing the external environment through image, stressing the importance of awards, plaques and recognition as symbols of excellence, to be turned to later as important resources to the organisation.\(^3\)

Discussions with the CEO gave the impression that on the political side, Melaka was fairly stable with most key policies maintained. The CEO’s explanation reflected upon how maintaining traditions and policies had given strength to his organisation in terms of political stability. It seemed that uninterrupted policies by political leaders within the state government continued to result with the impact of the organisation moving forward. The ‘less-turbulent’ political situation had enabled the CEO to concentrate on two important organisational strategies, namely strengthening internal capabilities and building an image of a dynamic and excellent organisation.

3.2 Shah Alam City Council (MBSA) – Political and ‘Handed-down’ Strategy: Creating a Unique Intelligent Malay City

MBSA is characterised as an urbanised city. It has a big population made up of middle and upper class citizens; it houses a huge number of multinational companies; it has strong financial resources; and it has its own ‘information society’. As such, strategies in MBSA reflect a complex and urbanised nature, placing emphasis on providing high-class services; facilitating economic activities; enhancing citizen-government collaboration and maintaining sustainable development. What differentiated MBSA’s long-term

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1 The CEO shared with the researcher one incident on how he dealt with a local politician:
“...it was too high. He said I didn’t go for open tender and what not. He asked me to respond. I responded back in the newspaper. I said if the allegation is true, that I have committed wrongdoing, that I have misused my power, and if these people can prove it, [then] I will resign. The politician came to see me. I told him, “Sir, today I am a government servant. In the next 5 years I’ll still be a government servant. YB today is a State Assemblyman. But in the next five years there’s no guarantee that YB will still be a State Assemblyman. He replied, “Sir, I didn’t mean to con you. This is just politics. You know we are politicians...” I told him, “if you want to play politics, you go and ask the political people. Don’t ask me.”

2 The CEO raised the discourse of paradigm-shift in people’s mindset in order to move forward:
“...most of the staff in this organisation have been here for a long period of time. It’s a very close department. As they have been here for too long, the way they work is analogous to how they take their breakfast. If they are too used to having ‘nasi lemak’ for their breakfast, they will know only ‘nasi lemak’; if you ask them to eat cereal, they simply don’t know how to take it...So we have to change. If all my staff keep on thinking the conventional way, then things won’t improve.”

3 The CEO’s lines remit the discourse of earning public recognition as a platform to create a sense of pride among organisational members:
“You have to instil in them values on how you love your department, how you feel proud about your department. How to make the public respect your department. I told them we have to win as many awards [as we can]. If we take part in any parade, we must get number one. We must have some sort of recognition from the public to create that sense of pride in the organisation.”
strategy from those of other LAs was the effort to develop Shah Alam into a city with a unique identity.

MBSA was operating in a benign situation with moderate pressure from the communities, but slightly stronger pressure from the state government. Among its external forces, MBSA was accountable to another highly respected institution – the Palace. The strategic thrust of MBSA had been to maintain a unique city, characterised by a calm and peaceful environment. This policy had been externally handed down by the palace and agreed to by the state government and the residents of Shah Alam.

Strategy in MBSA emerged from the influence of political forces and was designed to create a balanced geo-political situation among different groups of people. Implicitly, MBSA’s planning and development objective was to create a Malay upper class society, to be achieved by providing adequate opportunities in line with the objectives of the National Development Policy (NDP), the current Ninth Malaysia Plan, and the nation’s Vision 2020. Such a politically externally-imposed strategy was seen as not without justification. With its ethnic composition of 69 percent Malay, 18 percent Chinese, 12 percent Indian and 1 percent others, MBSA is the only city council in Malaysia with a Malay majority.

While handed-down strategy outlines the strategic framework, it takes the organisational leadership to think up and design various approaches to ensure that desired objectives are met. The CEO’s reflections in one of the interview sessions exhibit ‘far-sightedness’ and ‘outward-looking’ characteristics. And it was based on such an orientation of the CEO that MBSA had come out with two important planning documents, namely, MBSA’s Five Year Plan and MBSA’s Staff Training Needs Analysis.

The highly educated, professional and computer literate community characterising the residents of MBSA necessitated this organisation to embark on a smart-partnership approach in its strategy-formulation and implementation process. People engagement involving residents, stakeholders and NGOs has been taken as an important strategic approach in efforts to create a progressive and harmonious society.

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4 With regard to fulfilling the stated objectives, MBSA’s Town Planner, who also assumed the post of the council’s Secretary, explained: “It is His Highness the King of Selangor himself that wishes to see Shah Alam to be a city where the majority of the people are Malays. We then made Shah Alam as a mould or role model for other cities where the Malays can administer or become the dominant residents in the city. This is also a challenge to us. The whole nation is looking at us. How Shah Alam can be a different city compared to other areas; in terms of property ownership; in terms of our capability to run the city, in terms of the creation of the so-called middle and upper class Malays.”

5 The CEO underscored the importance of having proper planning, especially in dealing with residents’ needs and expectations in order to realise the stated mission: “We didn’t really see from the medium or long term point of view. If you look at federal government, [they] have Vision 2020. That means they’re talking about long-term programmes. In the medium term, they have five-year plans. And then of course they prepare the annual budget. Previously we concentrated on short-term annual programmes, but we never focused [to see] how we could plan five years ahead, or ten years ahead. So now we see the need for us to plan. We have to start thinking now, what would be our programme next three years, next four years etc. We cannot afford to do ad-hoc programmes.”

6 According to the Deputy Mayor: “…MBSA cannot help but follow the winds of change in which we can no longer implement a policy based on our own wish. We have to solicit views from our clients, and stakeholders; what actually they want.”
3.3 Subang Jaya Municipal Council (MPSJ) – ‘Starting Over’ and ‘Radical’ Strategy: Towering Name and Going Against the Tide

Strategies in MPSJ evolved around four key thrusts, namely, to re-engineer business processes; to enhance public participation; to generate enthusiasm for quality initiatives, and to build a ‘towering’ name for the organisation. These strategies were blended together to achieve MPSJ’s vision ‘to be a smart and world class organisation’. Strategies in MPSJ were principally conditioned by commitments to fundamental changes, both internally and externally. The ‘starting over’ or ‘transformational’ strategy typifying MPSJ seem to be rooted in the dynamism of the external environmental landscape. At the same time, this organisation was led by an enthusiastic organisational leadership that had strong orientations toward change. Forces from external actors seemed to wield considerable influence over its nature of strategy. Creating a ‘towering’ name for MPSJ was one of the main strategies, which, according to its founder CEO, formed a ‘shield’ that protected the organisation from relentless ‘attacks’ from external parties. Raising the organisation’s status was done through pioneering new ideas and taking full advantage of ICT, all driven by a strong passion to be a model of an outstanding LA in the country.

Influence from external actors was strong in MPSJ and for this reason, strategic direction seemed to emerge from responses to demands by prominent actors within the fraternity of this LA. Narratives from one of its top management reflect that strategic direction in MPSJ was largely conditioned by the desires for change from its external actors, in particular the Chief Minister himself. Changes of policies took place every now and then, calling for MPSJ to continuously realign its existing strategies to suit new policies. Powerful pressures from external actors, especially councillors and tax payers, were cushioned by empowering them in policy-making through the establishment of a public-collaboration mechanism known as Residents Association.

Discussions with the founder CEO of MPSJ raised a discourse of ‘courage’ and how it relates to the discourse of ‘risk’ that an organisation’s leader might have to confront to uphold one’s own principle. Public managers will have choose from among the different options to deal with such a problem – whether to do it the soft way and face less consequences – or to do it the hard way and pay a higher price. The CEO shared his experience where he had to use certain legal power bestowed upon him to put things right, especially when dealing with some ‘powerful’ people. The CEO seemed to enjoy a high degree of agency, which had allowed him to introduce new ideas to the organisation.

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7 The following account from MPSJ’s Secretary describes the influence of external actors in determining strategic direction in the organisation: “In Selangor the Chief Minister (CM) heads the Standing Committee for Local Governments. Because the CM wants the LAs to follow him and does not want the LAs to take their own paths. This is what I see. Secondly, of late the influence of the state government on us has been great. The CM takes the initiative to form an excellent PBT, based on his own criteria. That means we have to strive harder to meet the state’s expectations. We will keep on striving to achieve zero complaints, zero squatters, and even zero illegal stores by this June. All these are the vision of the state government. The vision of the state government becomes the vision of the PBT.”
Narratives from the CEO reflect that MPSJ was operating in a somewhat ‘volatile’ and ‘turbulent’ environment, fuelled not only by the state government’s enthusiasm towards change, but also from continuous pressures from local politicians and vocal residents. Against that backdrop, the CEO had to ensure strong support from the people and stakeholders. Apparently, MPSJ’s political environment took shape amid a bargaining of power among local politicians and councillors. This required the CEO to come up with strategies that could prevent him from becoming a victim of such a political fray. As such, strategies in MPSJ were ‘politically oriented’ and were designed as a protective device. The CEO used the strategy of getting recognition and awards as ‘fences’ or ‘barricades’ to protect the organisation from his critics. This would ultimately grant him a ‘bow’ from those parties, hence enabling him to pursue his work without much interference.

The starting over and radical strategy characterising MPSJ, was found to have been propelled by its CEO’s strong orientation towards changes. His reflections highlight a discourse of challenging the status quo, stressing that public managers have to be brave enough to ask if conventional methods are still practicable, or if newer methods can give better results. This CEO espoused the belief that to be ahead of others, an organisation had to create a good name and this would require the organisation to reach a level of outstanding achievement. He also talks about the importance of leaving one’s own personal legacy for people to remember. His lines reflect the attitude of a ‘climber’ who searches for new opportunities and who is prepared to take risks. As a result, strategies in MPSJ were transformational and radical in nature.

3.4 Petaling Jaya Municipal Council (MPPJ) – Accommodative and Conservative Strategy: Absorbing External Pressure and Riding on Past Achievement

Operating in a somewhat aggressive environment with strong external pressures, combined with less energetic passion for internal change, MPPJ adopted an accommodative and conservative strategy. MPPJ’s current strategy seeks to absorb and accommodate strong external influence, especially from the public, at the same time maintaining the current capacity in service delivery. However, as pressures from outside seemed to surpass the organisation’s pace of movement and capability, most of the
strategies had been reactive. Strategic decisions were often taken in reaction to external actors and more often than not, were dictated by external forces. Any attempt to add on new achievements was done rather incrementally and with careful consideration, taking into account the multiple views of different stakeholders.

Influences from external actors were strong in MPPJ. As could be seen from the CEO’s expression, there was little room for the LA to divert or create its own strategic path in achieving organisational objectives. His reflections imply the actor’s feeling of being less empowered within his own setting and environment. His organisation was, in a sense, a victim of external forces. Hence, the image was one of a low degree of agency for the CEO, who had to keep the organization going under a strong control of various external actors.

The residents of MPPJ are highly educated and are critical towards the government. Narratives from one of its heads of department described the forceful nature of the people MPPJ had to deal with. The fact that these people were prepared to challenge the current laws with regards to the appointment of Mayor and Councillors, and to interfere in the financial management of the LA under the name of taxpayers’ rights, posed a hostile and potentially threatening environment to this LA. It is in relation to this characteristic that MPPJ’s strategies were designed as ‘absorbers’ – to cushion pressures and to address issues as they were raised on a short and medium-term basis.

The accommodative and conservative strategy of MPPJ was also found to have been influenced by its CEO’s soft orientation towards organisational change and his belief in the importance of planning for the organisation. The CEO’s reflections raise a conservative view towards new developments and willingness to challenge the status quo. His approach to initiating organisational changes was on a case-by-case basis, depending on current issues and programmes. MPPJ’s strategy bears the hallmark of what Miles and Snow (2003) refer to as ‘analysers’ – leaders who are ‘rarely first movers’, but instead watch closely what others do for new ideas and only adopt what appears to be most promising.

3.5 Seberang Perai Municipal Council (MPSP) – Visionary and Coordinated Strategy: Riding the Wave of Change

Strategies in MPSP emerged amid the aspiration of its leader to institute changes in a systematic and deliberate manner through a proper and formal strategic planning exercise. The organisation’s strategies evolved around creating organisational excellence;
enhancing the quality of life for the people; ensuring significant participation from the community; and promoting investments in the locality. Subscribing to a deliberate process of strategy formulation, strategies in MPSP were planned for implementation in a holistic and coordinated approach. In line with such thinking, MPSP had formulated a comprehensive Ten-Year Strategic Master Plan (2001-2010), which served as the blueprint for the accomplishment of its set goals. MPSP operated in a less antagonistic situation, where pressures from external actors were often dealt with in a cordial and collaborative manner. Influence from the state government was moderate and in many cases, the CEO was given the liberty to design his own strategy.

Interviews with the CEO raised a discourse of globalisation – on the need for an organisation to take advantage of changes presented by the outside world in order to prosper. This exhibits the discourse of a visionary leader. His narratives also reflect a very fundamental discourse of strategic planning, ascertaining ‘where the organisation wants to go’ from ‘where it is now’. The element of speed which he raised connotes a discourse of timeliness and efficiency, both often regarded as key criteria for quality services. His concern of adaptability reflected the notion of flexibility and modification, recognising the element of ‘learning’ and ‘experimentation’, despite his belief in intended strategy formulation.

Narratives from the CEO reflect a cordial but firm relationship between him and local politicians, indicating that the CEO was in control within his structure. The CEO used the terms ‘complementary’ to describe the element of ‘power sharing’ in formulating relevant strategies. The CEO stressed the importance of understanding each other’s roles and abilities in order to form a powerful force to deal with the public. Narratives from the CEO reflect a moderate sense of agency on his part, as he seemed to be controlling his external actors in certain decision-making processes. Such a high level of urgency, had led the CEO to undertake efforts that could help the organisation anticipate and respond to changes in the environment. It was learnt that the idea of having a Ten-Year Strategic Plan for MPSP, which was the brainchild of the CEO, was driven by his own beliefs, with little influence from other parties.

3.6 Kemaman Municipal Council (MPK) and Kuala Selangor District Council (MDKS) – Protective and Incremental Strategy: Leveraging on Existing Strengths

Operating in a somewhat modest environment with moderate external pressures, and blessed with certain unique advantages, combined with a moderate passion for
internal change, paved the way for protective and incremental strategy in MPK and MDKS. Protective and incremental strategies are generally conditioned by a desire to preserve the existing strengths by conserving distinctive economic and physical elements bestowed by the environment. The main strength of MPK were the spillover effects from the development of the petrochemical industry in its area. Strategies in MPK were designed to conserve this unique strength in an effort to elevate its status to become a more urbanised locality. The unique point of MDKS was its serene nature and historical heritage. It was for these reasons that strategies undertaken by MDKS were to preserve the existing gift of nature, as well as to promote local tourism. MPK and MDKS faced moderate influence from their external actors; the important one being the state government. As such, some of their major strategies were shaped in response to directives from the state authority.

Narratives from respondents indicated CEOs’ moderate level of agency. Most of the strategies in both LAs were imposed by external forces, namely, the state government.16 Discussion with the CEOs gave the impression that the management of the LAs did not face much problem in complying with the state’s wishes. In the case of MDKS, its Secretary shared his view on how the current structure prohibited the CEO from going further in promoting heritage-based tourism in his locality. The respondent was reflecting on how his freedom to act more effectively was restricted by the bigger government structure.

Strategies in MPK and MDKS are typified incremental changes. Such an approach to strategy takes place when pressures from the environment are not that strong and the CEO’s preference is to introduce change in an unhurried and less drastic manner.17 One of the respondents used the metaphor ‘grow’ to describe how the city should develop. The word ‘grow’ connotes an element of developing incrementally, involving various stages and usually taking shape within a certain timeframe. This reflects the incremental nature of strategies in MPK. The CEO confirmed this when he summed up: We need to upgrade slowly and do it bit by bit. His line depict strategies as an evolutionary and experimental process.

3.7 Kerian District Council (MDK) and Dungun District Council (MDD) – Bureaucratic Strategy: Reactive and Routinised

The last strategy pattern identified by this study is what could be termed as bureaucratic strategy, painted by reactive and routinised ways of managing the organisation. The

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16 In the case of MDKS, its current focus on heritage conservation, agro-based tourism, and agro-based industries generally came from state government directives. As narrated by its CEO: “As a result of the state government’s far-sightedness, the focus now has been changed from merely depending on rates and land premium to various new sources. When the land itself is diminishing, the income will also diminish. This had led the state government to issue directives regarding the establishments of various committees to look for new ways of incomes and sources.”

17 The Secretary of MPK shared with the researcher how he thought the development of Kemaman should be undertaken: “In terms of development, I think our city needs to grow. It has to have all the basic facilities that a city should have. Like three to five-star hotels, and good restaurants with certain levels. Apart from our income, we also need to improve our services, we need to upgrade our cleanliness, and the provision of proper infrastructure, children’s playground and recreational areas. We need to upgrade slowly and do it bit by bit.”
bureaucratic strategy of MDK and MDD moved between emergence and routine and most of the time, was short-term in nature. Some of their strategies were externally imposed, especially by the state government. Being the lowest category among LAs in the country, district councils are small and rural in nature. As the number of valuable properties is small, they gain less income as compared to municipal and city councils. The district council itself is smaller in terms of size, organisational structure, human resources and financial expenditure. With the less complicated environment, strategy in both LAs was conditioned by moderate responsiveness to internal change and both aimed to achieve modest organisational goals.

MDK and MDD operated in a relatively calm and placid environment where pressures from external actors were low. These LAs dealt with a relatively small number of residents with fairly low education level. Complaints from the public were not rampant and hot issues rarely arose. Consequently, such an ‘under control’ situation seldom attracted undue interference from the state government in their day-to-day administration. It was also discovered that local politicians and councillors in district councils did not pose many problems to the management of the councils as they themselves did not portray an image of influential politicians.

The ‘two-hat’ organisational structure existing in a number of district councils presented a limitation to the CEO to invest much time in planning. The ‘two-hat’ system makes the councils’ CEOs part-timers, as most of their time is spent in the district office looking after the development of the district and administering land matters. In this research, MDK was a case in point. Discussions with its CEO raise a discourse of ‘structural inadequacies’, suggesting the ‘inability of an agent to have an impact upon his structure’. He was expressing that as a part timer he was ill-equipped even to design a grand long-term strategic planning blueprint. The whole narrative signifies the CEO’s feeling that he was not in control of his structure, and reflected on how he considered himself to be less empowered to go the extra mile in terms of planning within the existing system.

Bureaucratic strategy embraces programmed routines and procedures as its distinctive features, dictating the way these organisations undertake various activities. In the case of MDD, its CEO’s reflections indicated his preferences for a procedural and functionalist type of strategy. He stressed the importance of his organization acting as a custodian of the public by ensuring that people receive satisfactory services, while portraying a clean image. In a way, this respondent was inclined to feel that maintaining the status

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18 ‘Two-hat’ system refers to a situation where the President of a particular LA is also a District Officer (DO). It is about an officer holding two posts at one time. Such a practice, however, is confined only to some district councils in some states. A District Officer is the head of administration at district level, dealing mainly with land and development matters. In the case of DOs that also wear the hat of president of a district council, their duty is not only to look after the administration of the district, but also to head the LA. The main weakness with a part-time president is his inability to give full concentration to the running of a district council. Dealing with land and development matters in the district office is already a tough and hectic job; asking the DO to look after the district council will make the task unbearable. Thus, most of the time, the running of the LAs is managed by the Council Secretary. According to the President of MDD, he spent less than 20 percent of his time in the district council.

19 Sharing his thought on how the CEOs undertake strategic planning in district councils, he explained:

‘In terms of staff, we have only one Group ‘A’ Officer – our Secretary. How far can the Secretary think? Either he wants to think about long term planning or he needs to concentrate on daily housekeeping and staff matters….If we really want to move forward, the first thing we need to do is to restructure our organisation. In particular, the post of president must be made full-time.’
4. DISCUSSION OF FINDINGS

4.1 Nature of Strategy as a Product of External and Internal Dynamics

This research suggests that the nature of strategy development in the different LAs is associated with a set of factors which are somewhat inter-related to each other. This is summarised in Figure 1.

As has been pointed out, strategies of MBMB were geared towards creating an organisational culture that bred a sense of pride among the staff. Because emphasis was placed on attitudinal changes and boosting the morale of the staff, changes were undertaken rather incrementally. Effective communication from the CEO and his ability ‘to bring himself down to the lowest group of workers’ was instrumental in securing support from every level of the organisation. This nature of strategy emerged in a politically stable state government, where CEOs had a high level of agency and positive orientation towards organisational change.

The political and handed-down placing of MBSA unfolded in a situation where one of the external forces was strong, and in this case, it came from a ‘divine’ institution. The realisation of a handed-down strategy then depended on the CEO’s ways of managing relevant programmes and activities. The handed-down strategy is a unique strategy in its own right that takes shape in a unique situation.
This research has shown that MPSJ’s radical and transformational strategy existed when both external actors and internal leadership had the same passion for change. The organisational leader believed that strong pressures from key stakeholders necessitated his building strong internal capabilities, apart from creating a towering reputation for MPSJ. This strategy was aimed at earning confidence from highly vocal residents, as well as cushioning continuous pressures from external actors.

For a number of interrelated factors, the nature of strategy in MPPJ has been accommodative and conservative. The volatile external environment forced the top management to respond to such forces in a rather accommodative manner. This approach was taken to avoid the prevailing ‘hostile’ situation turning into unmanageable chaos. Most of the time, the CEO acted as an agent of the system, having to adjust to various demands from external actors. Acting more as a ‘defender’ who took a conservative view about new paradigms of managing the organisation, he opted to follow the existing path rather than creating a new one. As such, most of the strategies put in place were to maintain the strong standing of the organization, its name and legacy that had been built up previously.

This research also reveals that a leader with a strong belief in deliberate and coordinated strategy process produces a visionary and formal strategy. This kind of strategy is driven by a leader who goes through an explicit process of analysing the environment. Strategies are planned to be achieved in different stages and as such, they are more focused. This nature of strategy, characterising MPSP, emerged from the concern of its leadership to institute changes in a holistic manner. The level of agency of the leader was quite high, allowing him to undertake a proper, formal strategic planning exercise.

The protective and incremental strategy characterising MPK and MDKS emerged as a result of the preference by the management to maintain the status quo and the tendency to undertake changes in an incremental manner. This kind of strategy emerged in a modest environment with moderate external pressures and supported by the CEO’s moderate level of agency.

Finally, the bureaucratic strategy in MDK and MDD represented the nature of strategy in small and less sophisticated LAs. Constrained by structural inadequacies, with certain influence from the higher authority, this kind of strategy was further shaped by the CEO’s moderate and low sense of agency and less energetic passion for internal change. Professional and staff capacities, as well as the limitations of in-house technology, made the situation less favourable. As a result, most of the strategies were conditioned by “short-termism”, and were undertaken in a seemingly ad-hoc fashion.

4.2 Relating Strategy Pattern to Contextual Factors: Examining the Relationship

A closer look at Figure 1 spawns a pattern of causal relationships between different strategic patterns and factors associated with them. In the case of the developmental
strategy of MBMB and the ‘starting over’ strategy of MPSJ, three factors, namely, the high influence from external actor(s); the CEO’s strong passion towards change; and the CEO’s high level of agency, stood behind their strategic thrusts. However, as the political and governmental factors were more stable in MBMB, as opposed to the highly volatile situation in MPSJ, strategies in MBMB seemed to be rather developmental and less radical than in MPSJ.

Where pressures from external forces seemed to be high, coupled with a high volatility in political activities, but without enough support from the CEO’s level of agency, strategies tended to be accommodative and conservative, as in the case of MPPJ. By contrast, in the situation where the CEO’s level of agency was high, but the influence from external actors and changes in government policies was moderate, a visionary and formal pattern of strategy took place, as in the case of MPSP.

MBSA’s handed-down strategy, on the other hand, is a unique case, in that only one outstanding factor paved the way to this nature of strategy, namely, the strong influence of the royal institution. This study has shown that the handed-down strategy sat comfortably within the moderate CEO’s orientation towards change and level of agency, stable government policies and moderate influence from internal factors.

Another distinctive characteristic is the ‘protective’ strategy, conditioned by a desire to preserve existing organisational strengths, either physically or economically. A protective and incremental strategy emerged within a moderate environment, while bureaucratic and routine strategy seemed to take place in the absence of any particular (strong) force from the environment.

### 4.3 Awards, Plaques and Recognition as Organisational Resources: A Morale Booster or a Personal Shield?

This study found that CEOs in both ‘Developmental and Self-Rejuvenation’ and ‘Starting Over and Radical’ strategies had a strong passion toward organisational change, apart from enjoying a high level of agency. Interestingly, both CEOs adroitly capitalised on awards, plaques and recognition and turned them into important strategic resources to strengthen their organisations. However, the study disclosed that in the ‘developmental and self-rejuvenation’ strategy, awards, plaques and recognition were used as morale boosters to inculcate a sense of pride among staff and to strengthen the organisation internally. In slight contrast, in the ‘starting over and radical’ strategy, awards, plaques, recognition and the towering name of the organisation were used as shields or barricades to protect the organisation and the CEO. The founding CEO of MPSJ stressed the importance of equipping himself with sufficient defence instruments to deal with pressures and criticisms from his powerful external stakeholders.
5. IMPLICATIONS OF THE RESEARCH ON PUBLIC SECTOR STRATEGY

This research produced a significant body of knowledge on strategy patterns in public sector organisations. It has extended the previous work on strategy typologies and characteristics in contemporary organisations by offering a number of new strategy patterns, hence enriching another important area in public administration theory. In particular, the research added new dimensions to the works of Miles and Snow (2003); and Wechsler and Backoff (1986), who laid the foundation for the study that relates the nature of organisational strategies to environmental and contextual factors.

In an interpretive and constructionist approach, different kinds of strategy were outlined, suggesting how those strategies were conditioned by different circumstances encircling the complicated fabric of the LAs. Not only has the fact that the study engages in an in-depth investigation on strategies in public sector organisations bridge the gulf between private and public domains, it has also led to the identification of a set of specific dimensions providing a new framework for both theorists and practitioners to understand the nature of public sector strategy. This study addresses concerns raised by the literature on the irrelevance of private sector taxonomies of strategic patterns to public organisations, given the external and internal characteristics of the latter (Boyne and Walker 2004).

The study has presented an empirical observation on managerial control and choices of strategy within the debate of structure and agency. This research has also shown how strategies in the organizations emerge in parallel with constraints and autonomy and how such a ‘structure’ intertwines with the CEOs’ “sense making” within their environment. This study draws upon the idea of duality between structure and agency in Gidden’s (1984) reciprocal-structuration theory by suggesting that environmental structures are both enabling and limiting organisational agents in approaching strategies, hence resulting in the emergence of different kinds of strategy.

6. CONCLUSION

In conclusion, one important theme that forms the essence of this research is the use of an interpretive approach within the environmental perspective to highlight that the different nature of strategies in LAs in Malaysia are formed as the product of managers’ interactions with and “sense making” of the environmental and contextual diversity. This research strengthens the debates on structure and agency, arguing that the nature of decisions or the characteristics of strategy by organisational actors are tailored to, or shaped by, the existing setting or environment within which these agents are exercising power. This research also suggests that LAs in Malaysia are made up of different values, cultures and traditions, which interact to produce different dilemmas and conflicts, and that strategic choices took shape in response to the interplay of such dilemmas and conflicts.
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ESTABLISHING KEY PERFORMANCE INDICATORS FOR THE SENIOR ECHELONS OF THE PUBLIC SERVICE

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Abstract

This paper outlines the performance management initiatives instituted abroad and by the Malaysian public service to enhance service delivery. It also highlights the latest initiative in setting outcome-based key performance indicators or KPIs - and their corresponding performance targets - for the senior echelons of the public service. The paper argues that the stage is set for the public service to move in the direction that public services across the world have moved in performance management, that is, in opening up these senior positions to competition, fixed-term contracts and performance-related pay.

WHAT IS PERFORMANCE MANAGEMENT?

Performance management is an integral part of the public service delivery mechanism. It is a process by which an organisation can assess whether it is delivering the right services according to its mission and objectives in the right amount, at the right cost, at the right time and to the right people. Performance measurement therefore requires an organisation to:

- set the objectives of its operations
- develop meaningful yardsticks or indicators to measure the output (the quantity, quality and efficiency of services provided) and the outcome or goal achievement of its service delivery
- determine planned levels of performance to meet the goals
- measure, at the end of the specified period, the quantity, quality and efficiency of services provided vis-à-vis performance targets and the extent to which the organisation was able to achieve its goals.

The core assumption in performance management is that managers and policy-makers learn from performance information and make better decisions in the future based on empirical evidence. Hence, performance management is intended to improve rational decision-making in management (Halligan, 2008).

1 The senior echelons of the public service include the Tiers 1 and 2 of the Premier Grade of the Senior Executive Service or JUSA. The jobholders in these two tiers include the ministry secretaries-general and deputy secretaries-general, heads and deputy heads of service and selected department heads and deputy heads.
An individual’s performance too can be similarly assessed. In the public service, such a performance assessment is done normally through the annual appraisal report. The report will contain various criteria of performance including the quantity, quality, timeliness and efficiency of the work produced based on annual work targets agreed at the outset of the year between the superior and the employee. Such individual appraisals are useful in:

- communicating management expectations to employees
- improving communication between management and employees
- helping employees in their career development through recognition and reward for performance and
- identifying and resolving cases of underperformance.

THE OVERSEAS EXPERIENCE IN PERFORMANCE MANAGEMENT

Performance management is an integral feature of public management in other countries. In the Asia-Pacific region and the OECD, performance management has emerged as one of the most powerful management tools. Faced with challenges like globalisation - which requires a nation to sharpen its competitiveness through, among other things, better public service delivery - and a more educated and consumerist-minded citizenry, each country has come up with its own, yet similar, approach to performance management appropriate to its needs and traditions. Such systems are designed to increase the efficiency and effectiveness of public services and double up as instruments of accountability for performance in public expenditure.

Important practices in performance management in Australia for example, include planning, setting of standards, emphasis on service delivery, monitoring and evaluation and benchmarking of best practices. Evaluations are carried out regularly by agencies. Departments are required to evaluate all major programmes on a 3-year to 5-year cycle. They are required to develop a portfolio evaluation plan which shows the timing and key issues to be addressed in each evaluation. Benchmarking is an important factor in performance management, especially in terms of service improvements. Many departments and agencies have benchmarked various operational processes and results against other agencies and relevant private sector organisations.

Similar to the practices in Australia, the components of performance management in Canada include planning, setting of standards, service delivery, monitoring and evaluation and benchmarking. The Canadian government uses the planning, reporting and accountability structure (PRAS) to link corporate objectives to performance indicators and to report on results. A part of everyday operations, PRAS ensures that performance is on track.

Like other countries, the approach to performance management in the United Kingdom is comprehensive, covering a large part of the public sector and applying a wide range
of performance management instruments. These include the setting of performance standards and monitoring and evaluation of performance. The UK government also emphasises performance management through citizens’ charters. Departments are also required by a cabinet decision to undertake ongoing evaluation of programmes. Performance measures and indicators are used in the budget process to set and review budgets and to facilitate regular evaluation of achievements against objectives. Benchmarking is seen as an important approach to improve the efficiency of agencies so that they are competitive and deliver world-class performance.

Similarly, the objective of performance management in the US (OECD, 1997) is to transform agencies into lean and flexible organisations that emphasise performance and accountability for government spending through measuring results against money spent. Performance management practices include planning, monitoring, performance, rating (red, green and yellow) and rewards. The current focus in performance management is the implementation of the Government Performance and Results Act (GPRA) 1993 and the National Performance Review (NPR) initiatives of 1994.

The GPRA provides a seven-year timeframe for introducing a comprehensive performance management system in the federal government. It requires federal agencies to develop and publish strategic plans with measurable goals for each programme.

The NPR is a government-wide management improvement initiative aimed at ‘reinventing’ the federal government. Its principles include a greater focus on performance rather than process, improved customer service, delegation of authority and greater use of market mechanisms for service delivery. It also calls for a fundamental review of what constitutes government business and what business should be left to businesses.

The US has also implemented a planning, reporting and accountability structure (PRAS), similar to that in the Canadian public service to ensure that performance is on track (Selvanayagam, 2007).

**Performance Contracting**

Performance contracting is one of the many aspects of performance management aimed at improving the efficiency and effectiveness of the public service. As an input-output link, it is a response to the challenge governments worldwide are facing to work better at lesser cost. The OECD countries, for example, have promoted greater devolution of authority to lower levels of management. Such devolution of authority requires a new framework to regulate the relationship between the central authority that devolves management and budgetary authority and the agencies that are recipients of that authority.

Performance contracts provide a tool to enhance performance management and accountability in the public service for the authority delegated. They help induce desired
behaviours within devolved management structures. They are a useful medium to:

- specify clear objectives, strategies and the desired performance levels of public agencies
- monitor and control performance achievement and
- enable the central budget authority to delegate the micro-management of line item details to departmental managers.

Specifically, performance agreements determine the responsibilities and expectations of contracting parties. They focus on their key role – to promote greater accountability for results. These non-binding agreements get their strength from the mutual trust and shared needs of the parties to do business together. There is on-going dialogue between the relevant parties to ensure that performance contracts have clear performance indicators with realistic targets and a commitment towards achieving them.

These arrangements include the following:

- **Framework agreement.** A framework agreement is usually contracted between the minister and the chief executive. It specifies the overall goals, strategies and priorities of an agency over a multi-year term that the chief executive commits to achieve as *quid pro quo* for autonomy in managing his agency. Framework documents for “Next Steps” agencies in the UK and letters of allocation in Norway constitute such framework agreements.

- **Organisational performance agreement.** This agreement is executed between a minister and a chief executive of an agency or between an agency head and programme or department managers. Performance agreements break down the strategic goals into programmes, activities and projects with detailed performance targets. They act as an accountability mechanism for the increased delegation of budget authority and flexibility at those operational levels. These flexibilities are designed to loosen central authority control over operational management so that the latter is better able to achieve the committed performance targets.

- The annual performance plans of the US public agencies are an example of such agreements. Under that plan an agency has to identify the outputs and impacts that would be delivered for congressional allocation. Organisational performance agreements can also be likened to programme agreements that are drafted by programme heads in Malaysia.

- **Chief executive performance contracts.** These contracts – often doubling up as employment contracts - are executed between the minister and the chief executive of an agency or between senior management and lower level management staff at various levels of the organisation. Akin to funder-provider agreements, they dictate the performance targets that are required to be achieved by the chief executive. The achievement of the performance targets
would determine the chief executive’s tenure with the agency and his or her performance-related pay. Chief executive agreements are the practice in public agencies in the UK, Australia, Denmark, New Zealand and Norway.

- **Budget contracts and resource agreements.** These contracts focus on allocation levels agreed between the central budget authority – usually, the finance ministry - and the agency head. They provide aggregate budget authority and flexibility (authority to move funds across the budget) in exchange for agreed performance targets and reporting on performance achievement. By setting performance targets, the detailed budget contract resembles an organisational performance agreement.

The performance agreement drafted by Malaysian ministries for each activity in the budget structure of a ministry is an example of a resource agreement. Another example of a resource agreement is the annual portfolio budget statement of agencies in the Australian public service. A portfolio budget statement sets out the terms and conditions associated with the provision of funding for the purchase of a particular programme or service, say, fire services, from the related organisation. Departmental reports on plans and priorities of Canadian public agencies outline how the key performance commitments (set for a three-year period) will be achieved in the context of resource usage.

- **Intergovernmental performance contracts and partnership agreements.** These agreements are a means of devolving authority over programmes or funding from national to state or local governments. For such devolution of authority, the sub-national government has to account for specified levels and quality of service. Such contracts are common in health, education and employment services. For such services, the national government retains responsibility and accountability for service delivery. However, local authorities, given their proximity to the market place, implement the programmes. Often, the focus is on the distribution of resources with little emphasis on performance. Partnership agreements between national and sub-national governments exist in Canada, France, Germany, Norway, Spain, Sweden and Switzerland.

- **Customer service agreements.** These agreements can be likened to the clients’ charter in the UK, US, Spain, Australia, Belgium, France and Italy. These statements specify the service standards provided by an agency to its clients. They specify:
  - the type of service delivered;
  - the timeliness of delivery;
  - the quality of the service to be delivered; and
  - the redress available should service standards fall short of the promise.

Customer service agreements are not negotiated. However, they are developed based on feedback from customers.
The efficacy of performance management

From the description of the types of performance contracts, one can gather that they are similar and tend to overlap in function. By bringing about a link between resources and performance these contracts serve to promote accountability for outputs and efficiency and effectiveness in the use of resources.

Evidence from the OECD suggests that performance contracting:

- shifts focus from inputs to results
- allows for better targeting and monitoring of performance while promoting greater cost consciousness
- acts as a strategic management tool to enhance strategic thinking and prioritisation among ministries
- makes objectives clear and transparent and clarifies the responsibilities of the contracting parties
- ensures improved commitment by staff towards achieving the agency’s goals allows for better reporting and accountability for performance to parliament and the public, and
- promotes better co-operation and dialogue between the central budget authority and agencies.

Notwithstanding, weaknesses impede the realisation of the full potential of performance contracts. These weaknesses include:

- the lack of meaningful outcome-based performance indicators
- the inability to set ambitious yet realistic targets
- the inadequate provision of incentives for managers and organisations for achieving goals
- the focus on easily measurable quantitative output targets that often result in reduced focus on the impact of those outputs on society
- a mismatch between the aspirations of the politicians and public servants. Politicians and the public usually measure the success of the organisation in terms of outcomes or impact. For example, the reduction in the rate of unemployment. Department managers tend to focus on outputs such as the registration of the unemployed and the number of jobs secured for them
- a preoccupation with outputs. Such a preoccupation may sideline policy achievement which is measured more by the impact of the service delivery rather than the quantum or quality of the services delivered. For example, if the policy of the health delivery system is to enhance the longevity of the populace, focusing on the number of inpatient and outpatient treatments per se would not help promote long life among the citizenry
- the difficulty in measuring and analyzing outcome measures when the nexus between services delivered and outcomes is unclear and the difficulty in costing outputs and outcomes.
These limitations have led some OECD countries like Australia, Netherlands and New Zealand to restructure their budget documents to focus more on outcomes or impacts while maintaining the current emphasis on costs, inputs and outputs. Accrual accounting has been introduced to help allocate costs to outputs and outcomes. These limitations too have caused some central budget authorities, such as the Canadian Treasury Board, to consider performance indication more as support for managerial decision-making than for making decisions on resource allocation. It informs the process of decision making, rather than becoming a basis for resource allocation. The objective is more on developing a management culture that values results (OECD, 1999).

THE MALAYSIAN PERFORMANCE MANAGEMENT JOURNEY

The Malaysian public service has always put performance management reform high on its agenda. Such dedication has made it become the benchmark among developing countries in their pursuit of public management reform. Most of the performance management reforms are meant to assess organisation-wide performance.

However, the latest initiative of fixing KPIs (Key Performance Indicators) for job holders in the senior executive service (JUSA), in particular, tier one (secretaries-general, heads of service and directors-general of selected departments) and tier two (the corresponding deputies) - brings a blended approach to performance management. The job holder’s overall performance is measured taking into account personal performance, organisational performance and the job holder’s contribution to national economic development. To better appreciate the rationale and merits of the latest KPI initiative, one would need to look at performance management in the history of the public service.

We must hark back to the late 60s when the seeds of performance management were being sown in the public service. The government then introduced the Planning and Programming Budgeting System (PPBS) in 1968. The PPBS sought to allocate budgets across government programmes on the basis of planned levels of service delivery and achievement of objectives. This performance-based system of resource allocation took the public service away from the traditional line item budgeting we had inherited from our colonial masters.

However, the lacklustre efficacy of PPBS as a performance management tool caused the Treasury in 1988 to make radical modifications to the system. These modifications which rename the budgeting system as the Modified Budgeting System (MBS) - sought to resuscitate performance measurement and programme evaluation to revive the principle of budgeting based on planned performance. These components had

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emaciated under the PPBS.

The MBS mandated that programme evaluations be conducted on a particular programme component at least once in a period of five years. Such an evaluation is to ascertain its relevance, scope of operations and long-term funding needs. This was a marked improvement over the previous system which required agencies to evaluate all programmes annually. Such annual evaluating would indeed have cost heavily in terms of time, effort and money. Equally significant is that the MBS introduced the programme agreement that continues to serve till today, not only as the quintessential budget document but also as a performance agreement.

Programme agreements are commitments by department heads (or rather controlling officers) to the Treasury on a set of performance targets for each activity in their budget structure based on the proposed level of funding. These performance targets are in respect of the quantity, quality, cost and impact of activity operations. Impact informs on the extent of achievement of objectives. Performance targets reflect the agency’s accountability for results in return for flexibility in the use of the proposed budget.\(^4\) Programme agreements aim to explicitly relate outputs with the cost of producing them, thereby, determining budgets on the basis of what it would cost to produce the targeted levels of outputs.\(^5\)

The government’s introduction of office automation to promote office productivity, the New Remuneration Scheme that promoted accelerated increments based on performance and the creation of a high-performance work culture founded upon integrity were also among the major reforms of the 90s to improve performance. Public service quality awards - which made performance management a central criterion for selection - further motivated agencies to enhance quality in service delivery.

To fortify performance measurement and introduce output costing the Malaysian Administrative Modernisation and Management Planning Unit of the Prime Minister’s Department (MAMPU) introduced the Micro-Accounting System (MAS) in 1987 and revamped it in 1992.\(^6\) By enabling agencies to identify the cost of their outputs, the MAS allowed budgets to be prepared by compiling the costs of planned levels of outputs. Closely on the heels of the MBS, the Government introduced the 1991 Productivity Improvement Initiative.\(^7\) This initiative was to help identify performance indicators that would be useful under the MBS. Productivity was to be measured in terms of time, cost and manpower. And these measurements were to be compared across time or to

\(^4\) These flexibilities relate to the transfer of funds between activities within a particular programme in the budget structure.

\(^5\) Performance reporting is carried out yearly through the exception report. The exception report requires an agency to submit - by February of the following year - a report on all performance that are inconsistent with the targets set – under- or over-achievement – reasons for the inconsistent performance and the action to be taken to remedy such performance to prevent its recurrence.


standards to determine the relative level of efficiency of the agencies.

As if these initiatives were not enough to instil a culture of performance within the public service, the Government introduced the Total Quality Management or TQM in 1992.8 TQM emphasised the importance of results from government operations, customer orientation in public service delivery (TQM required an agency to identify clients and document clients’ needs), and the importance of quality control, both at the level of process and final output. Again, this new initiative was to build on past schemes of performance management. It was to keep the issue of performance management alive in the civil service.

To further ensure quality in service delivery, ministries actively sought to draw up their clients’ charter beginning 1993.9 The Clients’ Charter took the TQM one notch higher by not only emphasising customer orientation in the public service, but also committing the public service to a set of publicly documented commitments on the quality and timeliness of services provided. Clients then had an opportunity to know at what level of quality a particular public service would be rendered to them. They would then be able to evaluate the performance of a public agency and compare the standards of performance with those of other comparable agencies locally and abroad. They would also then have a right to complain if these service standards were not met. For example, if the Immigration Department commits in its Clients’ Charter that it will issue passports in one hour once the required supporting documents are complete, then clients have the right to expect their passports to be issued within an hour. They have a right to seek an explanation, if not redress, if that standard is not met.

Again, the emphasis was to gradually build on past practices so that a culture of performance could evolve within the public service. To further build on the TQM and emphasise on process quality control, government agencies actively pursued the MS ISO 9001 certification (and other subsequent versions) as of 1996.10 The ISO was to document the processes involved in producing a particular service. Duplication or unnecessary processes were to be eliminated. A streamlined process of service delivery should result in good process control. That in turn should ensure the quality of the final product.

Benchmarking joined the long yet inter-related performance management reform list in 1999.11 Benchmarking again was another pouring of concrete on the foundation of a public service culture of performance. Benchmarking requires agencies to emulate best practices – locally and abroad – in the related areas of service delivery or management.

operations. Benchmarking should motivate agencies to set standards of performance against the best in the world. Setting performance standards or targets harks back to the MBS which requires agencies to set performance targets for each performance indicator identified in the programme agreement.

Just as the peristaltic waves of the ocean which, with each gentle swash pushes higher the tidal mark ashore, the 2005 Key Performance Indicators (KPIs) initiative by MAMPU joined the long line of illustrious performance management systems to further take performance management to a higher ground.\textsuperscript{12} KPIs were to be developed by agencies to measure the quality of service delivery. For example, the number of days to issue a fresh passport will be a KPI to measure service delivery at the Department of Immigration.

This KPI initiative has since been strengthened and supplemented by the 2007 Treasury initiative. The Treasury’s strategic KPI initiative requires agencies to identify strategic result areas and strategic KPIs to measure the results of operations in these strategic areas. For example, one strategic result area of the Ministry of Agriculture is farmers’ income. KPIs that should be developed must be able to measure the extent to which the ministry’s programmes in this strategic result area have expanded farmers’ income. Agencies are to identify KPIs and targets to measure outcomes or impact. The achievement of these targets is a form of accountability for the public funds expended on a particular programme. Information from performance measurement and monitoring could then be used to further improve performance.

Again, the Treasury KPI initiative builds on past efforts in performance management. The purpose is the same: to build on past initiatives to develop a public service culture that values performance and quality service to its citizens. Each new initiative was to snowball into another to create a critical mass or synergy to permanently embed performance management in the public service. This kind of snowballing is how a public service undergoes a paradigm shift to a new work culture; a culture that values a performance-based rather than an input-focused management.

There was no let-up in performance management initiatives. 2006 saw the auditor-general evaluating the financial management performance of ministries and rating their performance annually on the basis of stars. A one-star rating would denote a deplorable state of financial management while a four-star rating would mean that the financial management of the ministry is excellent. The criteria for the financial management system rating comprise the core areas in financial management. These include budget planning and execution, revenue collection, asset management, procurement, payments and financial record keeping. The star rating enables ministries to assess where they stand in relation to others in financial management. Such a relative standing helps apply pressure on ministries to not only buck up, should they have not scored well, but also to maintain their rating should they have performed exceptionally well.

\textsuperscript{12} Prime Minister’s Department (2005). Development Administration Circular No. 2/05: Guidelines on Establishing Key Performance Indicators (KPIs) and Implementing Performance Measurement in Government Agencies (Putrajaya: MAMPU).
In 2007, MAMPU also came up with its star rating system to score the overall performance of a ministry’s management. The system was extended to central agencies in 2008. MAMPU’s five-star rating assessed a ministry’s performance from poor – warranting only one star – to excellent, deserving of five stars. The criteria of assessment include strategic planning and evaluation of execution, human resource management, financial management, policy and programme formulation, execution and evaluation and complaints management.

The rating system of the auditor-general and MAMPU put pressure upon agencies to continually seek out improvements in public and financial management so that they can secure the most prestigious rating. These star rating systems are part of the public armoury on performance management designed to enhance public service delivery.

Table 1 summarises these major milestones in the Malaysian public service reform journey. The latest to join this smorgasbord of public management initiatives is the KPIs for the senior executive service.

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Table 1: Key performance-based reform efforts of the public service

**KPIs for Top Executives**

This section will discuss the rationale for:
- the implementation of KPIs for the upper rung of the public service
- the principles in developing the KPIs and performance targets
- the performance dimensions for which KPIs will be developed and measured and
- the merit of the system.
The section will also review the conditions that can ensure the implementation success of the system.

**Rationale**
In 2008 the Government initiated the development and measurement of KPIs for the senior echelon of the public service comprising 38 job holders in the first tier and 86 job holders in the second tier. Encouraged by the transformation of government-linked companies (GLCs) through a system of KPIs, the then Prime Minister, in his 2008 Budget Speech, directed that the top rank of senior executives in the public service should also be subject to a set of KPIs if the public service was to replicate the success of the GLCs. This measure too would help accelerate the promotion of a management culture that values results.

Accordingly, a steering committee with the Chief Secretary to the Government at the helm was formed to implement the PM’s directive. The committee comprises the Director-General of the Public Service, Treasury secretary-general and an ex-officio consultative group of PEMUDAH\(^{13}\) members.

Recognising that the heads of department would need the support of their deputies in accomplishing their KPI targets, the government extended the KPI project to their deputies as well – job holders at tier two of the senior executive positions. Accordingly, the KPI targets at tier one will cascade to become part of the KPIs of the job holders in tier two. Since then, KPIs and their targets have been developed and agreed upon between the respective job holders and the steering committee through the agency of the Public Service Department which serves as the secretariat for the steering committee.

**Principles**
Three principles guide the development of the KPIs: accountability, collective responsibility and uniformity. Job holders at the senior executive positions (JUSA) are to be accountable for their personal leadership effectiveness and their organisational performance. Since job holders in tier one helm their respective ministries, services and departments, their collective contribution to public service delivery should promote national development.

The principle of collective responsibility for national development among the job holders in tier one of the premier grade (JUSA) in the public service is demonstrated through the same set of KPIs on GDP growth and national competitiveness for all job holders.

The principle of uniformity suggests that, apart from agency-specific KPIs, job holders should have a uniform set of KPIs. The measurement of those KPIs may vary as, for example, the KPI on leadership effectiveness. This KPI is the same for all the job holders. The questionnaire administered to respondents to measure this KPI will also be the same. However, the respondents will be different for each job holder. The principle of

\(^{13}\) PEMUDAH is the Malay acronym that stands for the Business Facilitation Committee comprising public and private sector representatives. The committee is co-chaired by the Chief Secretary to the Government and the Chairman of the Federation of Malaysian Manufacturers.
uniformity in setting KPIs is demonstrated in such KPIs as the quality of consultation, compliance rate of the clients’ charter, transformational leadership and organisational climate. The latter two KPIs will be evaluated through a 360 degree evaluation.

**Performance Dimensions**
As shown in Figure 1, the performance dimensions under which KPIs have been developed are as follows:

1. **National competitiveness.** KPIs under this dimension will be common for all jobholders.

2. **Public service delivery and effectiveness.** KPIs under this dimension will be specific to the agency.

3. **Governance and accountability.** This dimension will include the ratings of the Auditor-General and that of MAMPU.

4. **Civil service transformational leadership.** KPIs developed under this category will measure the leadership effectiveness of the job holder and his or her ability to create an environment that fosters a climate of high performance.

*Figure 1: Dimensions of Performance*
Merits of the System
This section considers the following as the merits of the KPI project for senior executives at tier one and tier two:

- integration of past and current KPI initiatives into the KPI project for top executives
- the focus on outcomes and service quality indicators
- the specification of stretch targets beyond the minimum standards of performance
- the ability of the system to reduce the performance on all the KPIs to one single percentage score, and
- the opportunity to open up top executive positions for competition with performance-related pay.

Integration of past and current KPI initiatives
One of the merits of the system of KPIs for top executives is that the system integrates the previous KPI initiatives of the government. These initiatives include:

- the incorporation of the MAMPU KPI initiative on service delivery (2005). KPIs developed through that initiative could be incorporated to assess the efficiency and effectiveness of service delivery.

- the clients’ charter. Indeed, one of the common KPIs for job holders in tier one is the rate of compliance with the provisions of the clients’ charter.

- the KPIs developed for the budget process, including the strategic KPIs that the Treasury requires agencies to submit as part of the budget process. The composite or overall achievement of the Treasury strategic KPIs is one of the KPIs for the tier-one senior executive positions.

- The MAMPU star rating on the state of management and the Auditor-General’s star rating on the state of financial management of an agency are also KPIs for tier-one job holders.

Focus on outcomes and output quality
KPIs developed for tier-one job holders represent a good blend of outcomes and output quality indicators. The focus, therefore, is more on outcomes and service quality. These indicators flow from the policy objectives of the government and those of the respective agencies. The KPIs are also a blend of those that measure organisational performance and the personal leadership qualities of the job holder.

Stretch targets and the potential for performance-related pay
While previous KPI initiatives had only one performance target, the KPIs for top executives require not only a minimum acceptable standard of performance (on-target performance) but also two stretch targets (exceed on-target performance and significantly exceed on-target performance). These stretch targets challenge and
motivate the job holder to excel in performance beyond the minimum standards. Such stretch targets have the potential to allow for performance-related pay to be paid to job holders based on the extent of their overall achievement of the targets.

**Scoring system**
The beauty of this system, unlike previous KPI initiatives, is that the achievement of all the performance targets can be reduced to one single percentage score. Weights are assigned to the various dimensions of performance up to a total of 100%. These weights will represent the maximum score that a job holder can achieve in a particular dimension. The bulk of the weightage will fall on the agency-specific dimension comprising KPIs related to the efficiency and effectiveness of service delivery. The maximum score for each KPI is then broken down to four sub-scores across the four targets of performance – below target, on target, exceeding target and significantly exceeding target, with the latter obtaining the maximum score assigned for each KPI. Adding the scores across the KPIs will then give the total performance score of the job holder. Depending on the legend that the steering committee will decide, the overall score will then inform the committee whether the job holder has underperformed or performed beyond the minimum acceptable performance.

Although, it must be applied with caution, such a single score will then allow the steering committee to assess the relative standing of a job holder’s performance vis-à-vis the rest of the job holders in that echelon of senior executive positions.

**The potential for fixed-term contracts on open competition and performance-related pay for the top executive positions**
The KPIs, performance targets and the scoring scheme could become a vehicle for the provision of fixed-term contracts for the senior executive positions. Indeed, many OECD countries have opened up appointments at the senior executive positions to competition. Appointments are made on a fixed-term contract that is renewable upon satisfactory performance. Performance pay is also part of such a contract.

Should the government decide on a similar reform, the KPI project for senior executive positions will stand ready to support such an initiative.

**Can KPIs work?**

This section argues that among the factors that can make the system of KPIs for top executive positions work are:

- the setting of meaningful KPIs that assess all-round performance
- the setting of challenging performance targets
- the provision of rewards and recognition to motivate the effective implementation of the system
- a good blend of outcome, efficiency, productivity and output quality indicators
follow-up action upon performance evaluation and
making the achievement of performance targets the joint responsibility of senior management in the organisation.

**Setting ambitious targets**
Performance management on the basis of KPIs will only work if job holders see the KPIs for what they really are and not what will make them look good in the esteem of others. It will indeed be self-defeating if job holders insist on KPIs that do not provide a basis for on-going improvements to organisational performance or do not set targets of performance that truly challenge their capabilities. If job holders develop KPIs that are easily measured but do not reflect all-round performance such KPIs will not help improve organisational performance. If they set targets that are easily achieved, even beyond the minimum acceptable standard of performance, so that they can look ‘pretty’ in the eyes of their superiors and colleagues or ensure that their superior performance will hold them up for further recognition such as a promotion, that too will not augur well for the success of the KPI project.

Job holders should see KPIs and their measurement as providing a meaningful assessment of performance that could further improve their organisation’s operations.

*Reward and recognition*
Offering compensation in terms of performance-related pay can be a double-edged sword. On the one hand, performance-related pay can provide a tremendous stimulus for job holders to develop KPIs and set targets to enhance service delivery of their organisation. On the other, without adequate safeguards, performance-related pay might make a job holder inclined to:

- develop KPIs that do not highlight all-round performance
- develop those KPIs that are easily measurable and that call for number crunching as, for example, number of participants trained or patients treated and
- set conservative targets that are easily achievable.

However, with a rigorous set of KPIs and performance targets jointly negotiated between the steering committee and the job holder, greater transparency in target setting and peer pressure to ensure that the KPIs are meaningful, this element of conservatism in target setting would be minimised.

If the OECD experience is anything to go by, performance management through KPIs should be seen as a tool to ensure that organisational performance is on track. It should not be used to discipline a manager for poor performance (Halligan, 2008). Otherwise, gaming (where outputs are manipulated or performance data massaged to paint a rosy picture) will become the order of the day.
Outcomes, output and productivity measures
Although measuring outcomes will be ideal, it might also be pertinent to focus more on productivity and efficiency measurement. Productivity improvement is less controversial. It is measurable on a yearly basis. Outcomes may require a longer term for achievement.

Productivity measurement is also less threatening. Outcomes measurement might expose management failings in pursuing the wrong objectives. It might make attributing the outcomes for a particular organisation difficult. However, productivity measurement might only expose the need to redouble the effort in a particular task that had been neglected because of, for example, inadequate resources. Moreover, output measurement - especially in terms of quality and timeliness – and efficiency and productivity measurement are easier to implement than measuring outcomes against resource usage. Therefore, the payoff is quicker and more visible. Output and productivity assessment focuses on matters that managers can control. In contrast, it is difficult to isolate exogenous variables beyond a manager’s influence in outcomes measurement. This causal ambiguity is a point of concern among managers. The difficulty has somewhat been overcome by making tier one job holders jointly accountable for outcomes relating to national growth and competitiveness. Notwithstanding that, the thrust of the KPI project for senior executive positions should not be to make job holders accountable for results alone.

Follow-up on performance feedback
Irrespective of the achievement, or otherwise, of the KPIs, the project will not have its desired impact to improve organisational performance if there is no concerted attempt by the job holder to follow up on the evaluation of their performance. Such follow-up will entail setting more ambitious targets in the following year if the previous targets have been easily reached. A performance deficit should require a thorough scrutiny as to the reasons for such a deficit and measures to redress that deficit.

Cascade of KPIs and their targets
The government recognises that tier one job holders cannot possibly move their organisations to higher levels of performance without the support of lower liners. Accordingly, it has decided that the KPIs of tier one job holders should be cascaded to their deputies (tier two) and, eventually, to division heads (tier 3). Sharing the load and the responsibility among the senior echelons of an agency should allow for greater energy to be expanded in achieving KPI targets.

PERFORMANCE-RELATED PAY AND WORK MOTIVATION: THE OECD EXPERIENCE
Now that the KPIs for senior echelons of the public service come with a minimum acceptable target of performance plus two stretch targets, the system can be made an instrument of performance-related pay; the performance pay or bonus
being commensurate to the achievement of the relevant target. So, the greater the achievement, especially of the stretch targets, the more the bonus payout.

Performance-related pay has been espoused for its motivation effect on senior public managers as well as its ability to attract and retain the best talent in the public service. The question is: Can performance-related pay stand up to scrutiny? Much of the writings on performance-related pay in the OECD (UK, USA, France, Canada) highlight the failures of performance related-pay as an instrument of motivation for senior public employees to enhance their performance. If the motivation of public servants can be categorised into extrinsic and intrinsic motivation, then the main source of motivation for public servants is intrinsic. The extrinsic pay is not a factor in enhancing productivity. The fear is that monetary rewards might lead to an erosion of the intrinsic motivation to improve public service delivery. And that can take a toll on creativity, teamwork, inter-agency coordination and knowledge sharing.

Indeed, the findings suggest that there is a weak correlation between performance related-pay and motivation. For example, the French government recently introduced a performance pay of 20% of the annual gross pay for all its directors at the central administration level. This performance pay was to propel the efficiency of its administration. However, the feedback obtained from the managers in France shows that monetary reward is not the main factor for work motivation. Instead, other main factors like job rotation or enrichment and greater management participation have had significant impact on their motivation.

In other countries, performance-related pay is perceived as an extra burden of work and detrimental to teamwork. It has also invited the odium of the public who perceive senior public servants as fat cats who receive salaries incommensurate with their contribution.

The literature appears to conclude that performance-related pay is incompatible with the altruistic nature of public service work. The nobility of public service and the passion to serve the public are the driving forces for performance of public servants. Civil servants are content with seniority-based pay.

In Singapore, seniority-based pay is big. There, the government believes that the best way to ensure the well-being of the individual and of society in the long-run is by preserving a system where rewards through accelerated promotions are in line with performance (Neo & Chen, 2007). However, in the case of Singapore and other developed countries, there is only a marginal difference in salaries between the public and private sectors. As such, most public sector careers are chosen because of a passion to serve the public rather than the need to make a living. In short, the public service of Singapore is an employment of choice rather than employment of last resort.
CONCLUSION

The KPI project for senior executive positions is in its initial years of implementation in Malaysia. It can become the basis for further reforms in the public service, especially in making those senior positions subject to fixed-term contracts that are tied to satisfactory performance measured by KPIs.

Performance-related pay has had limited impact in the OECD public services. This could well be due to the performance pay itself. Most of the performance-related pay in the OECD rarely amount to more than 5% of total pay. As such, they only have a weak motivational effect, if at all, on managerial performance (Manning and Turkisch, 2007). Should performance-related pay be a large payout for superior performance, say, ten times the norm of the OECD, and assuming that there is a nexus between monetary benefits and motivation to excel, then performance-related pay may be able to redeem its poor image as a motivator of superior performance. The lack of correlation between performance and performance-related pay in the OECD may not then hold water. Apart from that, such higher levels of performance may attract talent from outside the public service to serve in senior executive positions should such posts be opened for lateral entry.

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Managing identity within and across agency applications is slowly gaining recognition in the public sector. Whilst there are numerous aspects of ICT Security, there should be focus on access controls as we move towards multiple application and multiple channel service offerings. The Towards One Service One Delivery - No Wrong Door Policy has heightened customer and stakeholder expectations in Public Service Delivery mechanisms. Agencies are convinced to make available their services 24 x 7 and are currently examining their existence against customer needs. Prior to the massive customer buy-ins, the Public Sector should re-look at its capability to securely handle both internal and external customer communications to each and every service delivery application system.

1. INTRODUCTION

Broadly speaking, the three main areas in the Information Security domain are Network, Operating System and Application Security. As with most other large organisations, our focus in the last ten years has been mainly in the network and operating system security domains. Although there was a plan to implement an application security architecture in 1996, this initiative was never executed, as good commercial implementations in this security product category were not available at that time.

Application Security products to control and manage identity and access rights have matured considerably over the last few years. Application security is a very important area since ultimately, all security control measures and processes serve to protect information that is processed and stored by our applications. This area is currently one of the most important security initiatives in government organisations of many developed countries and large multinational corporations. Examples of large organisations that have implemented Identity and Access Management systems include Citibank, JP Morgan Chase Bank, Union Bank of Switzerland, Shinsei Bank of Japan, UK Ministry of Defence, Irish Government Central Services Hub, Canadian and US Government Agencies. The trend is towards implementing identity and access management systems with comprehensive features to manage and protect multiple applications in many large organisations.
As a standard application security system was not implemented in any major e-Government ICT initiative and project to provide the management of user identities, single sign-on, access control, audit and security administration services for multiple applications, the natural consequence was that a number of serious security issues appeared over time. I will discuss the current issues, and list the key requirements to address these issues and the recommendations.

The issues highlighted in this paper have serious immediate and long-term national security implications. They should be addressed immediately starting with high-risk applications to prevent further damage to the confidentiality and integrity of the information processed at all levels of the government.

2. CURRENT APPLICATION SECURITY ISSUES

Based on reviews of available international literature references and observations, the security-related issues that are common in enterprise applications are as follows:

2.1 Disparate Security Infrastructure

- It is time-consuming and difficult to review each application for compliance to the government’s security policy and standards since each application developed its own security design and infrastructure with security embedded in the application e.g. GOE, HRMIS.

- Each new or existing application developed during the last 20 years has its own security administration interfaces to manage ID creation, assignment of application privileges, password resets, etc. This results in high software development, software maintenance, user administration and training costs;

- It is time-consuming and not cost-effective for each application software development team to implement complex security-related features e.g. PKI and smart card integration, authorization, security administration tools, dual control procedures, enforced segregation of duties and least privileges as required by our public sector ICT security policy and guidelines; and

- Most software developers are not taught how to programme securely and they may introduce security vulnerabilities into the security modules of applications during the development of these applications.

2.2 Multiple User Identities

- No single identity for each user since each application has its own security database. This results in a user having different identities on different systems.
2.3 Management Issue

- There is no convenient way of reviewing the access rights of each user in many ministries and large government agencies since the user access rights of each application are stored in multiple security databases.

2.4 Potential Vulnerabilities

- In order to access government applications, many IDs and passwords are required by each civil servant. Each user will have a minimum of at least 3 user IDs in each department and there is a tendency to have the passwords written.

- It is not easy to upgrade or change the authentication method for each user since current systems are designed to support only IDs and passwords. Some authentication methods based on IDs and passwords may have not implemented ‘end-to-end’ encryption of passwords and these passwords could easily be intercepted when transmitted in clear text across internal or external networks.

- Within each ministry or large government agency e.g. JPJ, JPA, PDRM, there is no central audit database. Each application has its own audit trail format and the audit records are sometimes incomplete. As such it is difficult to reconcile fraud or security incidents. Should the current situation be allowed to propagate, it is envisaged that the management of ICT security would become more complex. That itself is a vulnerability. In addition, existing audit records of sensitive high-risk Government applications could easily be altered or deleted since most of them were not designed to have ‘tamper-proof’ audit trails.

3. THE SOLUTION

For each government application, we need to be able to provide single sign-on, and to manage the authentication, authorization, audit and administration of multiple applications and a large number of users. The system should support leverage on the current MyKad infrastructure. This will provide stronger security than just using IDs and passwords since IDs and passwords can be shared and easily stolen.

The complete solution should be geared towards securing identity and access management to include the software and procedures an agency would use to manage the identity and access rights of a user. The Identity and Access Management system controls the creation and revocation of employee access and manages the organisation’s hierarchy for, amongst others, security administration, security policy, single sign-on, user authentication, credentials, attributes, roles and privileges across multiple applications.
4. REQUIRED FEATURES AND FUNCTIONS

International literature suggests that the functions and features that should be available in the Identity and Access Management software should be as follows:

- Scalable and flexible security infrastructure - The common security platform must control and manage access to government applications and consolidate the administration of security policy, users and existing / new authentication methods;

- Support web portals, multi-tier web applications and client / server applications;

- Provide decentralized management and administration services for security administrators to easily and effectively manage authentication, access rights and security policies of multiple applications across multiple government agencies;

- Support the concept of fine-grained security administration rights. Specific security administration rights e.g. create user, reset password, etc are assigned to administrators at various levels of the government administration hierarchy or to administrators in external organisations without reducing accountability;

- Provide single sign-on and support multiple authentication methods by application or by user. Authentication methods that must be supported include IDs/passwords, certificate-based and one-time passwords;
• Ability to integrate with new and existing authentication mechanisms e.g. PKI, IMEI and device pin;

• Support the concept of application-specific roles. These roles are meaningful within the application and are defined by application architects based on the actual needs of the application. For example, in the JPJ application, the roles could be defined as “Counter Services”, “Receive Application”, “Approve Application”, “Receive Payment”, “Issue Road Tax”, “Amend Vehicle Registration Details”, etc;

• Support fine-grained access controls based on application-specific rules and parameters such as time-based restriction and location restriction features;

• Ability to view the list of authorised applications the users are authorised to access and roles of individual users within these applications throughout the entire organisation;

• All system changes or modifications performed by security administrators and users are to be time-stamped, sequentially numbered and digitally signed before they are recorded on to an independent audit log server for review;

• Implement segregation of duties, least privilege and dual control without super user facility; and

• Tamper proof audit trails, encryption and decryption security modules.

5. BENEFITS

The major benefits of an Identity and Access Management system that will be the core of the future application security infrastructure are as follows:

• Security Policy Enforcement - Easy enforcement of security policies and session management for all applications that leverage on this security infrastructure;

• Single Sign-On - Users will be able to automatically sign on to multiple applications after they have logged on to the central security server.

• Strong Authentication - After the deployment of the proposed Identity and Access Management system and integration of each application with the new security system, the overall security will be strengthened significantly with the gradual and easy migration of each civil servant from using IDs and passwords to using MyKad and a digital certificate as the single primary login
method or roaming PKI as is employed by the Inland Revenue;

- **Centralised and Delegated Administration** - All identity and access information will be consolidated in one security database and administered with a common security administration utility or interface. User or Security Administrations with specific administration rights can be appointed at various levels of the organisation to reduce the overall workload at headquarters and to improve turnaround time to fulfill each user administration request e.g. password reset;

- **User Accountability** - After the implementation of a PKI-based MyKad login method, a user could update their personal information without contacting the central helpdesk or their security administration unit. This will improve efficiency and promote accountability;

- **Simplify Application Design** - Hard coding of security-related logic within each application will be reduced or eliminated. The cost of application design and implementation will be lowered since the new central application security infrastructure supports multiple applications within an organisation;

- **Improve Operational Security** - With built-in security processes e.g. separation of duties, least privileges and dual control, operational risks will also be reduced since there will be no super administrators. With built-in procedures, security administrators with the appropriate admin rights will be able to tighten the control of the access rights assigned to the users;

- The access to all applications can be revoked immediately when a civil servant or user resigns or is terminated from the civil service;

- **Audit Trail Integrity** - All audit trails will be sequentially referenced, digitally signed and time-stamped to record all changes or modifications performed by the security administrators and users. Further automation of audit log reviews is possible with the standard audit log format.

6. **CONCLUSION**

The issues highlighted in this paper are real and will not go away. Over time, the problems will increase in magnitude and complexity across the civil service. The annual increase in incidents (GCERT) and attempts (PRISMA) have caused significant losses in some government departments and are likely to increase if a solution is not implemented. The efforts must be real and need total management commitment in terms of funding, energy and support across the civil service.
7. RECOMMENDATION

It is recommended that this initiative be considered under the 10th Malaysian Plan as efforts under the 9th MP and its Mid Term review did not bear fruit.

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INFORMATION SECURITY MATURITY OF MALAYSIAN PUBLIC SERVICE ORGANISATIONS: WHAT COULD MAKE THE DIFFERENCE?

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Abstract

E-government or e-services is rapidly transforming how public service operates all over the world. Seemingly, while it is good news to clients, be they citizens or business communities, it is creating big challenges to Public Service organizations as the custodian of confidentiality, integrity, and availability of information assets. The people involved in the managing of information security are constantly on the defensive striving to deter, detect, react and/or provide recovery measures from an attack. In this paper, the focus is on finding the maturity level of the information security management process of Malaysian Public Service (MPS) organizations. The practical significance of the findings in this study is that in general, Malaysian Public Service organizations are still in the defensive position. It appears that since the maturity level of the information security processes is relatively low, information security could be perceived as a hindrance towards better e-government service delivery. It is only when the organizations have addressed all the challenges and follow the practices that lead to an increase in the information security maturity would the strategy change to an offensive one when it comes to the Internet or cyber world facilities. Another finding from an analysis using the stepwise discriminant method implies that knowing what differentiates the low information security maturity organizations from the high would enable the custodians to focus on what might be important. The result points out organizations that emphasize risk management process and improving the perception of the key players about information security are the ones that appear to have high information security maturity.


1. INTRODUCTION

The new delivery channels such as E-commerce and the Internet provide good opportunities for government agencies. Other than using the Internet for communication and research needs, government agencies are increasingly adding online services to
serve their clients regardless of location. Likewise, dependence on information and communications technology (ICT) has become essential to supporting the critical business process of an organisation. With the dependence comes vulnerability to various types of threats. The escalating rate of society’s dependence upon ICT systems, the Internet being one of the most prominent examples, has fed a growing apprehension about the security and reliability of this fragile infrastructure. Malaysian Public Service organisations are not insulated from these prevalent threats.

According to the Malaysia Public Service ICT Strategic Plan (MAMPU, 2003), the Public Service has an essential role in promoting economic growth and enhancing quality of life through ICT as an enabler. This vision of an effective functioning and growing knowledge-based economy may be achieved if the civil service can raise itself to be a knowledge rich entity. The emphasis on leveraging ICT to transform Public Service internal operations and delivery of services imply the criticality of proper governance and information security.

2. BACKGROUND OF THE STUDY

Perceptions about Information Security

The term information security is open to many definitions. The leading reference on the subject, the BS 7799 (2002, p3) defined it simply as “the security preservation of confidentiality, integrity and availability of information”. “Preservation of confidentiality, integrity and availability of information; in addition, other properties such as authenticity, accountability, non-repudiation and reliability can also be involved” (ISO/IEC 17799, 2005). The Canadian Communication Security Establishment gives a more elaborate definition: “The application of security measures and safeguards to protect all types of information, processed in any form or operational environment. This includes the handling, storage, manipulation, distribution of information processed on paper, in electronic or other technical forms, or verbally” (CCSE, 1996, p100). Hence, collectively in this study, information security is defined as any technical methods and managerial processes on the information resources (hardware, software and data) to keep organisational assets and personal privacy assured of their confidentiality, integrity and availability.

It is relevant to highlight certain preliminary perceptions, or rather misconceptions, organisations have regarding the information security discipline. Firstly, organisations tend to spend money to solve information security problems with the belief that they can buy information security (Jenkins, 2003). However, Sommer (2003) believes that information security does not exist in a box by itself and that consequently, organisations will have to be concerned with information security not as a product but as a process. Secondly, organisations would like to believe that for every security problem there is a technological solution. They therefore believe that technical products will solve all their information security problems. Consequently, organisations take a piecemeal approach to information security, placing a wholly inappropriate degree of reliance on technology.
The problem however, lies in that if security is conceived as principally a technological problem, the focus is drawn away from the other two equally important components of information security, namely physical security and non-technological/procedural security. It must be realised that information security is a holistic discipline of which no one component may be ignored (Baskerville, 1998).

Thirdly, organisations believe that because they do not do anything that makes them a target, they are safe (Marsh, 2003). However, organisations need to realise that they do not have to do anything, or be someone before falling victim to an attack. In the cyber realm, mounting evidence indicates that attackers, be they mischievous or malicious in nature, do not need a reason to attack (Schneir, 2002; Berinato, 2003). Finally, organisations believe that because they have not yet fallen victim to an attack, they are under the impression that they have effective security measures in place to adequately protect their information assets. There is however a flaw in their reasoning, as most organisations do not audit changes in their systems and/or applications (Schneir, 2002). Therefore, they would not know if something has been changed or modified. Even those organisations feeling confident that they would be able to detect a security breach or incident must answer questions such as ‘When will the organisation be able to detect the attack? Is it during the attack, afterwards, and how long afterwards?’ or ‘Could the organisation measure the impact of the attack?’ The mere fact that the organisation’s information system has not yet been compromised does not mean that the organisation has good security measures in place; it simply means that it may have been lucky thus far. Bhaskar (1993) said that most information systems are in fact highly vulnerable and can only be termed as secure in the sense that they have not been challenged or compromised yet.

**Issue of Trust and Assurance**

Successful implementation and acceptance of the electronic government applications is linked to the issue of trust (Geer, 2004). The stakeholders need to be convinced that the information and processes are assured in terms of confidentiality, integrity, and availability. Geer (2004) in his paper on rationale for information security suggested information security is a means, to achieve the end – trust. Trust makes it possible to proceed where proof is lacking especially in the cyber realm. In electronic government (E-government) applications for example, the misplacement of trust would affect stakeholders’ (either internal or external) acceptance level. The lessons from E-commerce implementations may also be applied to E-government, in that the barriers of E-commerce are mostly related to information security aspects (Turban et al, 2004). It is said that the element of trust that is realised through the assurance of confidentiality, integrity and availability of systems and services is one of the critical success factors towards the implementation of E-commerce, hence the E-government systems as well.

Hirst (1999) asserted that despite Internet’s tremendous business potential, the security implications of this infrastructure hinder the business of organisations. Due to this
perception, Hirst (1999) said that most of the organisations adopt a defensive strategy rather than an offensive one when it comes to the Internet or cyber world facilities. Another study by Young (1999) found that the major barrier to the development of the Internet was online security. Hoffman’s (1999) study on consumer trust in Internet transactions found that the reason more people have yet to do business online or provide information on the Internet is the fundamental lack of faith between the parties involved. In essence, these studies implied that on the Internet or cyber infrastructure, trust and loyalty will remain important features of the organisation and client relationship just as they are in the physical world.

**Assessment of Organisation’s Information Security Level**

A study of an effective information security management system should not just focus on the technology itself but also on the people, processes and business goals that support the technology. Different levels in an organisation (i.e., management, operational and technical) will need different levels of information regarding the security status of the security objects of the organisation. Different assessment methods exist to supply the relevant information. One prevalent problem with information security management is the mechanism to measure its efficacy or success in meeting security goals. For instance, just assessing the status of specific operational activities such as the e-mail policy does not give the management the overall status of security in their organisation.

Currently there is an emerging concept of information security maturity status as the assessment yardstick of the security level of an organisation. Siponen’s (2002) conceptual analysis of information security management-oriented maturity approaches provided the inspiration for this study to consider information security maturity criteria. Other recent developments in information security management point towards using information security maturity as a management assessment tool (Aceituno, 2004; SSE-CMM, 2003; COBIT, 2000; Stacey, 1996).

Schneier (2000) said that information security is a process and not the product. In line with that, some researchers and research institutions (Aceituno, 2004; COBIT, 2000) apply the concept of process maturity level to the management of security following similar trends in other knowledge disciplines such as software engineering (SSE-CMM, 1998). There are three standards or methodologies which take the maturity level approach to evaluate information security. They are Cobit: Management Guidelines (COBIT, 2000), The Information Security Management Maturity Model - ISM3 V1.0 (Aceituno, 2004), and System Security Engineering-Capability Maturity Model (SSE-CMM, 1998). Siponen (2002) and Aceituno (2004) suggested that information security maturity is a form of self-assessment for an organisation as well as a benchmark tool to demonstrate to external stakeholders that the organisation has achieved a certain acceptable standard. The use of information security maturity level as an indicator of organisation information security is relatively new judging from literature findings. Siponen (2002) provides more insights of the concept through his conceptual analysis of three alternative information security...
management-oriented maturity criteria from the framework of information system and software engineering literature; the information security program maturity grid (Stacey, 1996), software security metrics (Murine and Carpenter, 1984) and the systems security engineering-capability maturity model (SSE-CMM, 1998). Later, it was Aceituno (2004) who provided a more comprehensive methodology that adopted information security maturity as a definitive measuring model.

3. APPROACH OF THE STUDY

This study was designed to answer the research questions proposed as well as to incorporate some of the issues raised by previous research. This article deals with findings for the following questions;

i) What is the status of information security maturity level of Malaysian Public Service organisations?

ii) In the context of Malaysian Public Service organisations, what factors differentiate the higher information security maturity level from the lower level?

This research adopted a traditional empirical approach whereby a quantitative survey method was used. Descriptive and multivariate analyses, mainly the Principal Component Analysis and Multiple Regression were conducted on the data collected using the sampling frame obtained from the Malaysian Administrative Modernisation and Management Planning Unit (henceforth MAMPU). Targetted respondents were designated officers responsible for information security governance and management, mainly the Chief Information Officer, the ICT Managers, the ICT Officer and the line-of-business managers who form the organisation’s core services. A total of nine hundred and seventy self-administered questionnaires were sent out to seven hundred and twenty two organisations. Two hundred and ten questionnaires returned were utilised, making up a response rate of twenty one point six percent (21.6 %). The survey measures the belief, knowledge and perception of the information security custodians in the organisation and the information security maturity level by assessing the organisation's prevalent practices of information security management. The survey was conducted over a six-month period in the year 2006.

4. ANALYSIS OF THE FINDINGS

Organisation Profiles

Organisation profiles were obtained through the individual key players representing it. The analysis of the profiles is relevant to the findings in terms of providing the organisational information that the respondents represent. The organisations are characterised by four attributes; the type of organisation in terms of government administrative structure, the
sector it belongs to, how long the organisation has been involved in ICT implementation, and whether the organisation’s core business relies on ICT for its successful operation. Figure 1 depicts the proportion of organisations surveyed. As indicated in Figure 2 the percentage of survey returned according to organisation types are about even for Federal Government Agencies, Ministries, and Departments. However, the percentage of response from State Government Offices and Statutory Bodies are lower. One factor could be due to the fact that the majority of the agencies listed in the sampling frame given by MAMPU are the central agencies, ministries and departments. These are the organisations given focus by MAMPU in many information security programmes. This is because the implementation of many critical functions and active information systems of the Malaysian Public Service are largely concentrated in these organisations. The responses of the key players from all the organisations surveyed are significant because the findings indicate that as a whole seventy-three percent of them are dependent on ICT for running the core business (see Figure 2) hence the issues of information security are very much relevant to them.

![Figure 1: Types of Organisations in Malaysian Public Service (MPS) Represented in the Survey](image1)

![Figure 2: Organisations’ Dependence on ICT and Years of Implementation](image2)
Information Security Maturity Level

An often quoted management philosophy “if you cannot measure it you cannot manage it” is also applicable to information security. In this study, the measurement is through the information security maturity level. An organisation’s information security maturity level is a measurement of the organisation’s capability to remain secure (Siponen, 2002). Hence, in order to assess MPS organisations’ information security maturity levels, the study incorporated into the survey questionnaire some key processes as measurement indicators. Conversion of information security maturity continuous scale to categorical scale - consisting of six categories - was carried out in order to compute information security maturity. This was done by first getting the summated score of the responses to the forty-five items measuring information security maturity. The total sum was split into six equal groups representing level 0 to level 5. This is followed by the computation of the responses and determination of the proportion of each level (Malhotra, N. K., 2004).

Figure 3 exhibits the information security maturity level of organisations in the Malaysian Public Service in general. Sixty-one percent of the organisations are at Level 3. It appears that based on respondents’ observation and knowledge of the management practices in their own organisations, the majority of them believe that the information security management practices are still well-documented and have been communicated throughout the organisations. Next, twenty-one percent of the organisations are at Level 2 where the information security processes are still considered an ICT domain. At the higher end of the continuum lies thirteen percent at Level 4 and one percent at Level 5.

For a more detailed perspective, Figure 4 shows types of organisations which were considered to have higher information security maturity levels. One noticeable fact is that Statutory Bodies seemed to cluster along Levels 3 to 5. In that sense, they are ahead of the other organisation types. Federal Government Central Agencies, Government Departments and State Departments mostly hover in the range of Levels 2 to 4. Interestingly enough, ministries seem to lag a bit as most of them are in Levels 0 to 3.

Figure 3: Information Security Maturity Levels of MPS Organisations
The processes associated to Level 3 of information security maturity level generally imply that although awareness about information security management is prevalent in MPS, it has merely reached the documentation and communication stage. One possible cause for this phenomenon could be that information security programmes are initiated by the central agency (MAMPU, 2002) in MPS and directed down the administrative structure. Programmes such as policy development, incident handling and risk management initiated by MAMPU were mostly communicated but not managed properly by the monitoring and measuring of its effectiveness. The fact that sixty percent of the responding organisations were found to be at this level should be a
cause for concern. On the other hand, this finding is rather similar to the Gartner Group’s study (Byrnes, 2005) that found fifty percent of the G2000 organisations worldwide still in the awareness phase.

**Descriptive Profiles of the Information Security Maturity**

Twenty-three items were used to evaluate the responses towards information security maturity. The respondents were asked whether they agree to the statements related to the practices that reflect certain level of information security maturity using Likert scales 1 (strongly disagree) to 7 (strongly agree).

The distribution of responses is shown in Table A. The responses towards the fifteen items showed that the mean distribution range from 4.17 to 5.09, suggesting that the respondents mostly agreed that their organisations practised the security processes. Most respondents said that in their organisations, intrusion testing was a standard and formalised process leading to improvement (Mean=5.09, SD=1.583). This is followed by the practice where information security incidents and response handling responsibilities are assigned, managed and enforced (Mean=4.90, SD=1.425). Interestingly the third highest mean for this dimension is also related to security incident handling, where the respondents agreed that root cause analysis of security incidents is the basis for continuous improvement (Mean=4.79, SD=1.475). This finding highlights a tendency towards a more reactive rather than proactive safeguard measure. In general, the findings from the responses suggest that the key players of information security management in MPS think that their organisations had put into practice processes that move towards achieving information security maturity.

Table A: Information Security Maturity

<table>
<thead>
<tr>
<th>Items</th>
<th>Mean</th>
<th>SD</th>
</tr>
</thead>
<tbody>
<tr>
<td>Information security policies implemented and enforced.</td>
<td>4.60</td>
<td>1.47</td>
</tr>
<tr>
<td>Information security policies implemented and enforced.</td>
<td>4.64</td>
<td>1.65</td>
</tr>
<tr>
<td>Critical system inventory strictly maintained.</td>
<td>4.79</td>
<td>1.58</td>
</tr>
<tr>
<td>Information security processes co-ordinated with organisational functions.</td>
<td>4.67</td>
<td>1.57</td>
</tr>
<tr>
<td>User identification, authentication or authorization standardized.</td>
<td>4.57</td>
<td>1.35</td>
</tr>
<tr>
<td>Clearly assigned responsibility for information security</td>
<td>4.64</td>
<td>4.59</td>
</tr>
<tr>
<td>Standard Operating Procedures are defined and fit information security policy.</td>
<td>4.42</td>
<td>1.42</td>
</tr>
<tr>
<td>Information security incident and response handling responsibilities are assigned, managed and enforced.</td>
<td>4.90</td>
<td>1.43</td>
</tr>
</tbody>
</table>
Another dimension related to information security maturity is Risk Assessment, which comprises seven items as shown in Table B. The mean of the distribution of risk assessment variables were more than 4.16. Respondents tend to agree that cost/benefit analysis is increasingly being used to support the implementation of security measures associated with risk assessment findings (Mean=4.28, SD=1.36). Next, the respondents agreed that risk assessment processes were practiced in their organisation as indicated by their responses to the statements; ‘an organisation-wide policy defines when and how to conduct risk assessments’ (Mean=4.15, SD=1.41) and ‘Risk assessment is a structured organisation-wide process’ (Mean=4.20, SD=1.48).

Some elements of risk management were also affirmed through respondents’ agreement that their organisation assessed risk whenever changes in organisational assets occur and that this is guided by the top management’s pre-determined level of risk the organisation would tolerate (mean ranging between 4.24 and 4.27). However, they tend to disagree that there are defined and documented risk assessment processes available (Mean=3.90, SD=1.38). Since there was no formal risk assessment process, it is consistent that they also tend to disagree with the statement ‘Failure to follow the standard risk assessment procedure is detected by the management’ (Mean=3.96, SD=1.45).

What these findings imply is that, although at the time of the survey there were no formal guidelines with regard to the implementation of risk assessment, the organisations generally had put into practice some risk assessment concept in their effort towards harnessing information security maturity.
Table B: Risk Assessment

<table>
<thead>
<tr>
<th>Items</th>
<th>Mean</th>
<th>SD</th>
</tr>
</thead>
<tbody>
<tr>
<td>An organisation-wide policy defines when and how to conduct risk assessments</td>
<td>4.15</td>
<td>1.41</td>
</tr>
<tr>
<td>Risk assessment is a structured, organisation-wide process.</td>
<td>4.20</td>
<td>1.48</td>
</tr>
<tr>
<td>Risk assessment follows a defined process that is documented and available to all staff through training.</td>
<td>3.90</td>
<td>1.38</td>
</tr>
<tr>
<td>Failure to follow the standard risk assessment procedure is detected by the management.</td>
<td>3.96</td>
<td>1.45</td>
</tr>
<tr>
<td>Top management has determined the levels of risk that the organisation would tolerate and have standard measures for risk/return ratios.</td>
<td>4.27</td>
<td>1.42</td>
</tr>
<tr>
<td>Risk assessment is conducted when changes affecting organisational assets occur.</td>
<td>4.24</td>
<td>1.32</td>
</tr>
<tr>
<td>Cost/benefit analysis, supporting the implementation of security measures, being increasingly utilised.</td>
<td>4.28</td>
<td>1.36</td>
</tr>
</tbody>
</table>

**Discriminant Analysis of Two-Group Information Security Maturity**

The findings about the information security maturity levels of Malaysian Public Sector organisations would be more meaningful if further analysis with regard to differentiating between groups was conducted. Research question 2 was posed to find out more about this hypothetical question. If information security maturity were categorized into high and low, what would be the profile of the two groups in terms of the independent variables? Stepwise discriminant analysis was used to determine what factors explained the differences between organisations that score high on information security maturity assessment and those that score low, hence the dependent variable in this analysis. The independent variables were risk management, organisation structure, training culture, individual perception of information security, technical barrier and social barrier.

Two-group discriminant analysis may also be used to assess the strength of each of six dimensions used in classifying the organisations’ information security maturity level. The procedure was appropriate for this use because of the nature of the predefined categorical groups (high and low information security maturity level) and the interval scales used to generate the technical and social factors’ scores. Prior to this, the original interval scales for information security maturity summated scores were converted to categorical scale of 1 equal “Low” and 2 equal “High”. The interval dependent variables were transformed into categorical by dividing them into two ranges of scores. Using the mean value of the score at 198, the “Low” information security maturity was taken as the lowest summated score up to 198, whereas “High” information security maturity represent the summated score range of 199 to the highest score.
The results from stepwise discriminant analysis of the two groups are presented in Table C [i] to [iv]. These results indicated that the variables discriminated between high and low information security maturity scores. The significance of the univariate F ratios (see Table C [ii]) indicates that when the predictors are considered individually, only two independent variables were found to be able to significantly differentiate between those organisations with high information security maturity and those in low group. They are risk management (p = 0.034) and individual perception (p = 0.012). The rest of the independent variables are not used in the analysis.

Malhotra (1998) suggests that it would not be meaningful to interpret the analysis if the discriminant functions estimated were not statistically significant. Table C [ii] shows the result of significance of discrimination function test. As there are two groups, only one discriminant function is estimated. The eigen value associated with this function is 0.045 and it accounts for 100 percent of the explained variance. The canonical correlation associated with this function is 0.208. The square of this correlation, \((0.208)^2 = 0.043\), indicates that only 4.3 percent of the variance in the dependent variable is explained by the model. The Wilks Lambda associated with the function is 0.957, which transforms to chi-square of 8.843 with two degrees of freedom. This is significant beyond 0.05 level (p = 0.012), thus implying that indeed the independent variables discriminate between those organisations that have high and low information security maturity.

An examination of the standardized discriminate functions coefficients (see Table C [iii]) indicates that risk management has the higher value of function coefficients at 1.039 followed by individual perception at absolute value of 0.778. It is deducted that the higher the value the more important the variable in describing or discriminating the group (Malhotra, 1998; Hair et al, 1998). This result implied that risk management is the most important predictor in discriminating high from low information security maturity organisations. The sign of the coefficient associated with risk management is positive, which suggests that higher risk management practices in the organisation are more likely to result in higher information security maturity. On the other hand, negative coefficient of individual perception suggests the opposite effect. Hence, it would be reasonable to develop a profile of the two groups in terms of the two predictors that seem to be the most important: risk management and individual perception.

Validity of the results may be confirmed by examining the classification matrix as shown in Table C [iv]. The percentage of cases correctly classified is determined and compared to the rate that would be expected by chance classification (i.e. in this two group test, the chance is 50 percent). The result indicates that 69.9 percent of the cases are correctly classified. Given two groups, by chance alone one would expect a hit ratio of 50 percent. The improvement over chance is 19.9 percent, which is more than what Hair et al (1998) suggests whereby the classification accuracy should be at least one fourth greater than that achieved by chance (i.e. \(1.25 \times 50 \text{ percent} = 62.5 \text{ percent}\)). Given that there is no general guidelines available (Hair et al, 1998; Malhotra, 1998) this result is accepted as valid and affirms that the identified dimensions (i.e. risk management and individual perception) would help the information security custodians in the
### Table C: Results of Two-Groups Discriminant Analysis

#### [i] Wilk’s Lambda and Univariate F ratio

<table>
<thead>
<tr>
<th>Independent Variables</th>
<th>Wilks’ Lambda</th>
<th>F</th>
<th>Significance</th>
</tr>
</thead>
<tbody>
<tr>
<td>Risk Management</td>
<td>.978</td>
<td>4.574</td>
<td>.034</td>
</tr>
<tr>
<td>Individual Perception</td>
<td>.957</td>
<td>4.521</td>
<td>.012</td>
</tr>
<tr>
<td>Awareness and Training Culture</td>
<td>.992</td>
<td>1.603</td>
<td>.207</td>
</tr>
<tr>
<td>Org Structure</td>
<td>.993</td>
<td>1.449</td>
<td>.230</td>
</tr>
<tr>
<td>Social Barrier</td>
<td>.994</td>
<td>1.168</td>
<td>.281</td>
</tr>
<tr>
<td>Technical Barrier</td>
<td>.999</td>
<td>.227</td>
<td>.634</td>
</tr>
</tbody>
</table>

#### [ii] Canonical Discriminant Functions

<table>
<thead>
<tr>
<th>Function</th>
<th>Eigenvalue</th>
<th>% of Variance</th>
<th>Cumulative %</th>
<th>Canonical Correlation</th>
<th>Wilks’ Lambda</th>
<th>Chi-square</th>
<th>df</th>
<th>Significance</th>
</tr>
</thead>
<tbody>
<tr>
<td>1</td>
<td>.045(a)</td>
<td>100.0</td>
<td>100.0</td>
<td>.208</td>
<td>.957</td>
<td>8.843</td>
<td>2</td>
<td>.012</td>
</tr>
</tbody>
</table>

*(a) First 1 canonical discriminant functions were used in the analysis.

#### [iii] Standardized Canonical Discriminant Function Coefficients

<table>
<thead>
<tr>
<th>Independent Variables</th>
<th>Function Coefficients</th>
</tr>
</thead>
<tbody>
<tr>
<td>Risk Management</td>
<td>1.039</td>
</tr>
<tr>
<td>Individual Perception</td>
<td>-.778</td>
</tr>
</tbody>
</table>

#### [iv] Classification Results

<table>
<thead>
<tr>
<th>2-Groups Information Security Maturity (High &amp; Low)</th>
<th>Predicted Group Membership</th>
<th>Total</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Low</td>
<td>High</td>
</tr>
<tr>
<td>Original Count</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Low</td>
<td>75</td>
<td>29</td>
</tr>
<tr>
<td>High</td>
<td>33</td>
<td>69</td>
</tr>
<tr>
<td>%</td>
<td></td>
<td></td>
</tr>
<tr>
<td>Low</td>
<td>72.1</td>
<td>27.9</td>
</tr>
<tr>
<td>High</td>
<td>32.3</td>
<td>67.7</td>
</tr>
</tbody>
</table>

69.9% of original grouped cases correctly classified.
Malaysian public sector understand the predictors of high and low information security maturity. Generally, what this finding implies is that knowing what differentiates the low information security maturity organisations from the high would enable the custodians to focus on what might be important. As the result points out, the organisations that emphasize risk management process and improving the perception of the key players about information security appear to have high information security maturity.

5. CONCLUSION

Maturity level is just one of many ways to gauge how well information security is managed. The findings indicate that most of the MPS organisations were at Level 3 of maturity level signifying that the respondents believed the information security management practices were documented and have been communicated throughout their organisations. These findings suggest that most organisations tried to comply with the Government Circular and various guidelines by keeping up the documentation and communication to relevant parties in the organisation. Rating of Level 4 and 5 would be a better reflection of well-managed information security in the organisations.

Further analysis using stepwise discriminant analysis method identified two dimensions, mainly risk management and individual perception that would help the information security custodians in the Malaysian public sector understand the predictors of high and low information security maturity. In other words, the study suggested that, the difference between the low scoring information security maturity organisations and the high scoring ones appear to depend on two factors. One, on whether the organisations implement risk management process and two, whether their key players have high perception about information security. Both aspects have been addressed by MAMPU through various directives, guidelines and acculturation programmes. Further research is needed to study the effectiveness of the programmes in elevating the information security maturity of MPS organizations.

A practical significance of these findings is the conclusion that in general, Malaysian Public Service organizations are still in the defensive position. As indicated, since the maturity level of the information security processes are relatively low, information security still needs serious attention. Various other studies, notably by Turban et al (2006) have supported the notion that lack of trust attributed to low information security maturity, which in turn could be a hindrance towards service delivery excellence. When it comes to Internet or cyber world facilities, the organizations need to change tactic from defensive to offensive by addressing all challenges and taking actions to follow through with practices that lead to an increase in the information security maturity.
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THE NOTION OF INFORMATION SYSTEMS SERVICE QUALITY

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and
Universiti Teknologi Malaysia

Abstract

The landscape of doing business in organizations, whether in the private or public sector has constantly evolved with fast changing technologies. The playing field for the offering and acquiring of services has been globalized with the advancement of the Internet, and services now command the trends of the world economy. Moreover, customers of services are now well-informed of their needs; time and quality are of essence when it comes to delivering those services. Information systems (IS), one of the core components of information and communication technologies (ICT) have taken centre stage in facilitating the delivery of organizational services. Since these technologies are crucial to the success of organizational functions, the quality of IS services being offered should be assured of its effective delivery. Based on existing and current literature on service quality and IS, this paper provides an overview of information systems service quality (ISSQ) and its significance and challenges in attaining users’ expectations and satisfaction.

Keywords: Information systems, service quality, information systems service quality.

1. INTRODUCTION

The quest for quality services has defined the scene in which businesses are being conducted today. With the failing world economy, organizations across the globe are strategizing their resources, enhancing their product and service quality, and are searching for new creative and innovative ideas to stay competitive. In this digital age, ICT is the nerve centre for organizations, where every single transaction or operation is being accomplished using some form of IS components. The amount of information being communicated each day through IS channels goes beyond expectations, and knowledge is being created and generated in seconds.

Acknowledging the criticality of IS contributions to the success of organizations, has also warranted the acknowledgement that services offered using IS be assured of their effectiveness and capability to meet users’ expectations and satisfaction. Today,
customers or users of IS services are knowledgeable people who know what they want out of their IS services. Timeliness, accuracy and reliability are the basis for determining the quality of IS services. This scenario has prompted researchers for the past two decades to deliberate on the issues of service quality and IS, in an effort to identify the best mechanism or framework to evaluate those IS services in order to ensure that they meet users’ expectations and satisfaction. The concept of ISSQ has been coined to illustrate the standard of excellence attributed to IS services with the objective of assuring the effectiveness and efficiency in the delivery of those services. The five dimensions (tangibles, reliability, responsiveness, assurance and empathy) identified in the SERVQUAL instrument developed by Parasuraman, Zeithaml, and Berry in 1985 [16], became the basis for ISSQ assessment. The SERVQUAL instrument was subjected to a series of challenges and critiques by peer researchers in an effort towards constructing a better model to address the precise context in which the assessment of ISSQ is made [5, 15, 17].

The implementation of ISSQ in organizations will definitely have some challenges, for performance depends on commitment from all sectors within the organizations, particularly pertaining to three crucial factors: the people, the technology and the process. Apart from that, other considerations such as culture and climate would also be imperative to create the right environment for ISSQ to be effective in attaining its objective of securing users’ expectations and satisfaction.

The rest of this paper will look into defining the core concepts of IS and service quality, followed by a description of ISSQ and identification of challenges in creating the right environment for implementation.

2. DEFINING INFORMATION SYSTEMS AND SERVICE QUALITY

The UK Academy of Information Systems (UKAIS) defined IS as the means by which people and organizations utilizing technology, gather, process, store, use and disseminate information. IS can be further defined from the aspects of hard system and soft system. From the hard system perspective, O’Brien [13] characterized IS as any organized combination of people, hardware, software, communication networks and data resources that collects, transforms, and disseminates information in an organization. On the soft system side, Checkland and Holwell [3] states that information systems exist to serve, help or support people taking action in the real world. It is an integrated, man/machine system for providing information to support the operations, management and decision-making functions in an organization.

Both service and quality have been characterized by their abstract and intangible features, and these characteristics are also noteworthy in the term “service quality”. Parasuraman et al. [16] has defined service quality as being perceived as a comparison between what the customer feels should be offered and what is actually being offered. He identified five service dimensions of service quality, namely: reliability, appearance
of physical facilities (tangibles), responsiveness, assurance and empathy [15]. Reliability reflects the ability to perform the promised service. Appearance of physical facilities or tangibles includes aspects of personnel, equipment and communication materials. Responsiveness is the willingness to assist customers promptly. Assurance involves the knowledge and courtesy of the employees and empathy covers the aspect of being able to give caring individual attention.

The provision of excellent service quality demands a commitment from the service provider, not only to offer literally lip-service but the follow-up action that constitutes a continuous process for (i) monitoring customers’ perceptions of service quality (ii) identifying the causes of service quality shortfalls; and (iii) taking appropriate action to improve the quality of service [20].

3. INFORMATION SYSTEMS SERVICE QUALITY

Having defined IS and service quality, it is now timely to focus our attention on the concept of information systems service quality (ISSQ). In its simplicity, ISSQ refers to the standard of excellence accorded to all IS services that are being rendered to respective customers in an effort to ensure IS effectiveness, as well as to attain users’ expectation and satisfaction. ISSQ came into being because of the increased expectation of customers on IS services and their urgent need for quality services. IS services, according to Ward and Peppard [19] can be categorized under four headings, namely: strategy and planning services, application development services, application and technical services and technology delivery and maintenance services. In addressing service quality for these services, Ward and Peppard [19] stressed that it is important to evaluate IS services, particularly where those services have great consequence.

The interest in ISSQ has been substantiated with increased demand for timely delivery of quality IS services. In this knowledge-driven era, coupled with the advancement of the Internet, and other relevant technologies which promote better connectivity and productivity, customers across organizations, whether internal or external, are more conversant with what they want out of IS services and their expectations have also increased. Customers are explicitly demanding better quality and fast delivery of IS services. This notion is evidenced by the study conducted by Miller, Brooks, and Jones [12] on users’ expectations using the SERVQUAL instrument developed by Parasuraman, Berry, and Zeithaml [14]. The study indicated that users of IS functions have consistently high expectations across organizations, and these expectations varies across age and gender.

High user expectations relates to high user satisfaction which necessitate the service provider to not only meet what the user expects the IS services to be but also to ensure that the users of those services are actually satisfied with the services rendered. Kim, Eom, and Ahn [9] conducted a study to examine the relationship between service quality and user satisfaction. Their findings showed that as service quality increases,
user satisfaction gets better because actual IS services provided have exceeded user expectation. Users have also found that overall service quality mediates the relationship between service quality and user satisfaction.

In addition to increased user expectations and satisfaction which signify service quality, the IS communities are also looking at ways and means to exponentially increase the success rates of IS implementations, as well as to boost the effectiveness of IS services. The need for IS success and effectiveness warrants serious attention to be accorded to ISSQ. Pitt, Watson, and Kavan [17] and DeLone and McLean [4] believed that the measurement of IS success or effectiveness is critical to the understanding of the value and efficacy of IS management actions and IS investments. In their D&M IS Success Model developed in 1992, DeLone and McLean [4] identified several dimensions to measure the different success levels, namely: “systems quality” which measures technical success; “information quality” which measures semantic success; and “use, user satisfaction, individual impacts” and “organizational impacts” which measure effectiveness success. The model gained much attention and also acceptance as a comprehensive framework to integrate IS research findings. However, as the role of IS changed and progressed with changing technologies, the model was put through a series of critiques which initiated further research works, and this prompted DeLone and McLean [4] to come up with the updated D&M IS Success Model which includes a new dimension “service quality” as shown in Figure 1 below. Service quality was identified as the most important variable for measuring the overall success of the IS department and that the existing dimensions such as information quality and system quality were only critical measures to evaluate the success for single systems.

Figure 1: Updated D & M IS Success Model
Further justification to address service quality in IS was evidenced in a study by Bharati and Berg [2] where their results showed a causal effect which suggested that system quality, information quality, user IS characteristics through their effect on employees’ IS performance influence service quality, while technical support influences service quality directly.

In order to measure service quality, researchers have based their works using the SERVQUAL assessment instrument developed by Parasuraman et al. [16] in 1985. This instrument has attracted many a debate from peer researchers such as Kettinger and Lee, Van Dyke, Kappelman, and Prybutok and Pitt, Watson, and Kavan. Some of these debates actually resulted with new instruments being proposed such as SERVPERF [17] and SERVCESS [11]. In the Malaysian research fraternity, Alias and Abdul Rahman [1] developed the prototype Information Systems Service Quality Assessment (ISSQeA) instrument which took advantage of more recent web-based and wireless technologies. ISSQeA identifies the service quality gaps using online questionnaires to generate the ISSQ Gap Analysis reports and also the SQ Comments & Suggestions reports for the top management to make better decisions on IS service quality matters. The ISSQeA aims at contributing to better IS services for users which in turn will be part of the contributing cause for the organization to achieve its competitive advantage.

More recent studies on IS, service quality and ISSQ [6, 8, 10, 11, 12] bear witness to the continued interest of researchers in the field of service quality and IS, in an effort to improve existing literatures and frameworks in tandem with fast changing technologies which stimulate the digital age. The need for better IS services demonstrates the significance of implementing ISSQ in organizations; however, implementors of ISSQ will have to consider a few challenges in order to ensure its success.

4. CHALLENGES

In knowledge management, the fundamental challenges for successful implementation include addressing dimensions such as organizational structure and culture, people, processes, and technology [18]. Similarly, for the implementation of ISSQ, these same fundamental dimensions need to be addressed and have to be put in place in order to create the right environment for people to perform and deliver quality IS services.

For ISSQ, the organizational and culture aspect includes formalizing a suitable structure that can facilitate growth in terms of knowledge and skills, as well as, building a network of IS communities of practice through social networking culture for knowledge sharing and knowledge generation. Hauser and Paul [7] in their study on culture and ISSQ found that there is strong correlation between organizational culture and the success of ISSQ. Their results suggested that managers offering IS services should put emphasis on entrepreneurship, creativity, adaptability and dynamism, as these factors can facilitate success and improve users’ perception of ISSQ. Further to the importance of culture on the implementation of ISSQ, Jia, Reich, and Pearson [8] proposed a new
construct as an extension to ISSQ, that is IT service climate, which the authors defined as “IT professionals’ shared perceptions of the practices and behaviors in their workplace that support the provision of IT service to business customers”. The authors stressed that it is imperative for managers to understand how the internal function of the IT departments affects its service quality. They also proposed four dimensions model of IT service climate, including service leadership, service vision, customer feedback, and customer communication.

Challenges associated with the people aspect of ISSQ implementation would be to establish a skilled and knowledgeable IS community by means of training, development, recruitment, motivation, retention, organization, job design, cultural change and the encouragement of thinking, participation and creativity, and the management of all types of employment contracts [18]. Since IS has been considered to be within the realm of the service industry, the human aspect of delivering services can create a substantial difference in terms of effectiveness and efficiency, as well as perceptions, expectations and satisfaction.

For the process aspect, challenges include designing processes which capture the essential delivery of IS services, focusing on the fundamentals of clear-cut procedures ensuring timeliness, reliability and accuracy. According to Quintas, Lefrere, and Jones [18], this endeavour can be accomplished via process innovation, re-engineering; both for radical and continuous improvement.

Finally, from the technology aspect, the common challenges are data and information quality, security, risk management and value creation, and defining the right technology for implementation. Rapidly changing business environments and fast evolving technologies can post a challenge to ISSQ implementers because ensuring ISSQ means meeting users’ expectations and satisfaction. This involves making timely shifts in technological decisions for better delivery of IS services.

5. CONCLUSION

“Quality in a product or service is not what the supplier puts in. It is what the customer gets out and is willing to pay for. A product is not quality because it is hard to make and costs a lot of money, as manufacturers typically believe. This is incompetence. Customers pay only for what is of use to them and gives them value. Nothing else constitutes quality.” – Peter F. Drucker [5].

The above quote by Peter F. Drucker explicitly defined the basis for describing what ISSQ signifies. ISSQ is about going beyond users’ perceptions, capturing their expectations, and attaining their satisfaction, for any IS service they have received. Hence, to secure the right ambience for ISSQ to thrive, it is imperative to address all challenges, for ISSQ can be the stimulus towards service differentiation for organizations to remain competitive in these fast changing technological and business environments.
REFERENCES


**WOMEN’S LEADERSHIP IN ISLAM: A SPECIAL REFERENCE TO WOMEN’S INVOLVEMENT IN THE MALAYSIAN PUBLIC SECTOR**

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**Abstract**

Women’s role in the building of families, as well as institutions and nations have been highlighted the world over. There is no doubt that Muslim women have been given equal status and recognition as men since the coming of Islam. However, there is agreement among the majority of Muslim scholars that women are not entitled to hold the highest ruling position in a country. Even though women’s managerial participation has increased dramatically in many countries, women are still rarely found at the highest levels of corporate and public management. This paper will discuss four sub-topics: the status of Muslim women in society including *hukm* of women at the workplace and leadership by women; the quality of women’s leadership and its reality in Malaysia; the barriers for women in the public sector from the perspective of management and women’s leadership in higher managerial positions in the Malaysian public sector.

*Keywords*: women, Islam, leadership, public service, Malaysia

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**1. INTRODUCTION**

Muslim women have been given equal status and recognition as their male counterparts since the coming of Islam. The recognition and special concern given to Muslim women is a signal from the dawn of world civilization 1400 years ago. Women’s role in building families, institutions and nations have been highlighted over many years on millions of occasions all over the world. The roles of women, typecast historically and socially as brokers of social capital, conceited at times but imbued with civic consciousness, are also explored in terms of leadership, if not ruler-ship. Pertinent to this is the difference between leadership and ruler-ship in terms of role and function.

The equality of women as recognized by Islam is subject to agreement among the majority of Muslim scholars that women are not entitled to the highest ruling position in a country. This position is also known as *al-khalifah* or *al-Imam al-kubra* in Arabic terms.
Women’s leadership in other positions and posts is also subject to diverse opinions and discussions. The entire debate is set against the backdrop of women’s leadership being increasingly recognized by the world. The growing participation and representation of women in politics for example, is one of the most remarkable developments of the late twentieth century. Women have gained the right, not only to vote, but also to run for office. Besides Malaysia, the legislatures of Syria and Indonesia are composed of 10 to 12% women. Former Prime Ministers Corazon C. Aquino of Philippines (1986), Benazir Bhutto of Pakistan (1988), Khaleda Zia and Sheikh Hasina Wajed of Bangladesh (1990) and Megawati Sukarno Putri of Indonesia (1998) have wielded major power in predominantly Muslim societies.

One can also discern significant worldwide increase in female representation beginning in 1975, the year in which the United Nations held its first international women’s conference. From 1975 to 1995, the number of women legislators doubled in the developed west while the global average rose from 7.4% to nearly 11%. Between 1987 and 1995 in particular, women’s representation registered a dramatic increase in developed countries, Africa and Latin America. The years 2004 to 2008 also saw a rise in the number.

In recent years, however, much of the growth in women’s participation has been in low-wage labor. Although women’s managerial participation has increased dramatically in many countries from New Zealand to Peru, women are still rarely found at the highest levels of the corporate and public management ladder.

This article will explain the scenario in the Malaysian Public Service besides explaining views of Islam on women’s leadership.

2. WOMEN’S STATUS IN SOCIETY AND LEADERSHIP ACCORDING TO ISLAM

Women’s status in Islam is crystal clear. In terms of status, they are at par with men in getting equal treatment and respect as human beings. This had been underlined in the principles of justice (al-adalah), equality (al-musawah) and freedom (al-hurriyah) introduced by Prophet Muhammad (p.b.u.h) with the command of Allah as stated in the Holy Quran (al-Hujurat, 49:13);

"O mankind! We created you from a single soul, male and female, and made you into nations and tribes, so that you may come to know one another. Truly, the most honored of you in God’s sight is the greatest of you in piety. God is all knowing, All-Aware."

The above verse shows that Allah does not treat mankind differently, be it on the basis of gender or ethnicity. Differentiation by gender is neither a credit nor a drawback. Islam sees women as equal to men in terms of respect, value, recognition and status in family as well as in society. The most respectable, valuable and honorable in the Eyes of Allah
are those who are committed to God’s command with consciousness and awareness (iman & taqwa). With value and respect given to Muslim women, their lives became meaningful, not only for themselves but also for society.

The recognition of women’s status is clearly shown when Allah s.w.t. forbade the Arabian custom of female infanticide and considered it a crime like any other murder. This prohibition is also to protect women from injustice and unequal action by men. This is clearly stated in al-Quran (al-Takwir, 81:8-9):

“And when the female (infant) buried alive is questioned, for what crime she was killed.”

In fact, since the dawn of Islam, whoever protects and supports female infants and women will be rewarded. It is mentioned in one of the Hadith narrated by Ibn. Hanbal that:

“Whosoever supports two daughters till they mature, he and I will come in the Day of Judgment as this (and he pointed with two fingers held together).”

From the above verse and Hadith, it is understood that women are treated well in Islam unlike the discrimination experienced by women in the dark ages of jahiliyyah. Indeed, all good deeds upon women is deemed a responsibility and good practice (ibadat) in Islam. To prove this position, women are given permission to seek knowledge and earn property to contribute to the betterment of their earnings, family and nation. Beyond that, seeking basic Islamic knowledge known as fardhu ain is compulsory for all Muslim women and men as mentioned in the Hadith below;

“Seeking knowledge is mandatory for every Muslim.” (al-Baihaqi)

Opportunity in education can provide room for self improvement and contribution to working and professional environments. In fact, Muslim women nowadays work hand-in-hand with men on many occasions and in various fields. Muslim countries vary greatly in culture, traditions and social systems and there is a wide range of attitudes towards educating women to the tertiary level. For example, in Egypt, women have attended university since the 1920s, whereas in other Muslim countries a university education for women is a recent phenomenon.

Looking at the reality in Malaysia, enactments have been passed to protect the welfare of women in general. They have equal access to educational opportunities. In fact, there are more women intakes and graduates in certain educational programmes compared to men in Malaysian public universities. Female intake for first degree programmes for example, increased from 10,554 in 1995 to 153,544 in 2007 compared to male intake of 9,216 in 1995 to 94,337 in 2007.

The numbers of female graduates which increased in those years, were also double the number of male graduates by 2007. There were 7,217 women graduates compared to
6,315 male graduates in 1995 and 48,893 women graduates compared to 27,354 male graduates in 2007. This shows women are no longer left behind in the educational system but surpass men and even excel in certain programmes and fields. These figures are especially significant given the fact that from 1995 to 2004 there were more males from the age of 20 to 59 in Malaysia. Thus, the recognition given to women in Malaysia, as well as opportunities to seek knowledge and earn property and belongings make them much more valuable to the nation.

3. WOMEN LEADERSHIP IN ISLAM

Leadership by definition differs from ruler-ship. Leadership is concerned more with leading and making decisions in governance or administration. It is a general term. On the other hand, ruler-ship is a specific term concerned with ruling and is explicitly used for positions like the President, Prime Minister, King, Head of the Armed Forces and other top posts. Nevertheless, it is also important to understand that these posts or positions cannot, by virtue of name, be judged as being similar in all countries, as different countries have different political and hierarchical systems. In Malaysia for example, although we have a Prime Minister, the highest ranking in the country’s system is the Yang Di Pertuan Agong. The position possibly equates with al-khalifah, al-imamah al-kubra or al-Sultan al-a’zam who are the highest rulers or policy makers in the country under the caliphate system. Their power, authority and jurisdiction are broad and crucial to the nation compared to other political and security positions. This position is classified as ‘Wilayah Ammah’ and its opposite is classified as ‘Wilayah Khassah’ by Muslim scholars. The ruler-ship positions are entrusted solely to men by the majority of Muslim scholars based on several arguments and factors including;

a) Allah’s Command in *Surah al-Nisa’*4:34. Allah Said;

“Men are the protectors and maintainers of women because God has given the one more (strength) than the other, and because they support them from their means.”

b) The Tradition of Prophet Muhammad (p.b.u.h) said;

*From Abu Bakr, where he said, “Allah has given me a benefit of a khalifah on the day of al-Jamal where I was sitting with members of al-Jamal after the war where I fought, and when the news was delivered to the Messenger of Allah (p.b.u.h) that the Persian has appointed his daughter (kisra’s daughter) as his successor, the Prophet said: No community will be successful if they appoint women as their leader.” [Sahih al-Bukhari, vol.13, no.4425]*

c) The nature of male creation including being physically tough and strong, possessing strength and bravery.
d) The view that women should not be overburdened with the heavy task of ruling and making difficult decisions for the country.

Besides these arguments, it must be pointed out clearly that the prohibition on women holding ruler-ship positions is not due to their inability, incapability or weakness as mentioned by some western views or feminine activists. Not overburdening women with the heavy responsibilities of ruler-ship is seen as an honor and respect accorded to women. As such, there is no issue of discrimination based on gender. According to some Muslim scholars, women leaders are allowed to hold positions other than *al-khalifah* such as Minister, Deputy Minister, Senator, Head of Department, Speaker of Parliament, State Secretary and other posts involved in implementing, executing and revising government policies or even making policies for the nation. This opinion excludes women’s leadership from the top hierarchy of the country. The scholars agreed to permit women to hold positions other than the very top based on their rights and capability. Indeed, in the *al-Quran*, Allah said in *al-Taubah*: 71;

“And [as for] the believers, both men and women—they are close unto one another [or] are protectors of one another who invite unto all of what is good and forbid the doing of what is wrong”.

According to Ibn Hazm, women are permitted to hold these positions based on *al-hadith* narrated by Abu Bakr;

> “Each of you is a leader and responsible to whom you lead.”

(*al-Bukhari*, 1986)

However, there are also Muslim scholars disagreeing on this because they consider that all those positions are also under the jurisdiction of ‘*wilayah Ammah*’. But for the purpose of this paper and the Muslim culture in this country, the first opinion is more sensible, applicable, acceptable and accurate and the one to be followed. With this *hukm*, we acknowledge that women’s involvement in government or organizational leadership is permissible in Islam.

## 4. WOMEN’S LEADERSHIP QUALITY

According to modern theory on the quality of women’s leadership, which is based on today’s reality, women are seen by many as having potential female attributes including collaboration, affiliation and nurturing. These characteristics are particularly relevant to modern day organizations, which emphasize people skills and cohesive collaboration of business strategies. The article written by Roz Morris shows how popular this view has become. According to Grant’s quotation from Professor Cary Cooper “women are socialized to manage people and relationships in the home, and now they are taking their skills from the home and transferring them to the workplace”. The argument is supported by John Harvey Jones in his book Making It Happen: “The emergence of more women at senior positions will, I believe, be of immense help to industry…Women seem
to me to have better intuitive capabilities and a deeper, inbuilt sense of fundamental responsibility. They are prepared to stick with details longer than men and to ensure that things are actually done right”.

A study in 1999 by Korn Ferry identified women managers as empathetic, supportive, relationship-building, power-sharing and information-sharing team players, whereas male managers were characterized as risk-taking, self-confident, competitive, decisive and direct. Half the CEO respondents to this survey also said that the characteristics shown by women, particularly their readiness to share power and information, were also the qualities needed by managers of the future. Studies on the leadership attributes of women in universities in Malaysia conducted by the Association of Commonwealth Universities, have found that women are more consultative and conciliatory, avoiding conflict, and more likely to be task-oriented than their male colleagues.

Besides these views, the position of women as leaders is also open to criticism and controversy. For example, John Adair in his book Great Leaders says that: “There are women, for example, who lack both intuition and a sense of responsibility. Courage and aggressiveness, on the other hand, are by no means uniquely male characteristics”. Whatever the leadership qualities possessed by women, they are now entering managerial fields. They lead organizations and are involved in major decision-making, at least in middle management or administration. The correlation between women’s leadership styles and characteristics, and the leadership styles and characteristics which organizations need to face challenges in the new globalized context, have not to date been translated into an advantage in terms of women holding positions at the higher levels. Citing a UNESCO report, it is found that “With hardly an exception, the global picture is one of men outnumbering women at about five to one at middle management level and at about twenty to one at senior management level”.

Much has been written to identify and analyze the causes of the significant under-representation of women at senior and leadership levels of organizations. All over the world, legislative and programmatic structures have been put in place both to dismantle the barriers to sex in organizations and to counteract their negative effects. Even then progress towards greater opportunity for women in management and leadership has been far slower than expected.

5. WOMEN LEADERSHIP IN HIGHER MANAGERIAL POSITIONS IN MALAYSIAN PUBLIC SECTOR

In Malaysian history, contribution and involvement of women in public organizations can be traced back to the early years of independence to, among others, Kemajuan Masyarakat (KEMAS). KEMAS is a social institution established under the Ministry of Agriculture to facilitate social services and improve the socio-economic livelihood of poor women in rural areas.
Another women’s public organization that has penetrated a considerable number of villages in Kedah for example is Karyaneka, a subsidiary agency of KEMAS. The ideal goals of Karyaneka suggest that when production expands sufficiently, women may obtain opportunities to organize and manage the organization at the grassroots level and develop their potential as organizational leaders. As a result, KEMAS activities have converted the majority of female participants into government extenuation workers and transformed poorer women into a public labor force.

This is just the historical beginning of Malaysian women’s achievements today in public leadership. Since then, there has an improvement in terms of women’s leadership especially amongst Muslim women in Malaysia, with a marked increase after the proliferation of the National Policy on Women in the year 1989. The policy was formulated in recognition of the increasing contribution of women to national development. Indeed, the Sixth (1991-1995) and the Seventh (1996 -2000) Malaysia Plans each devoted a whole chapter to women in development that indirectly included their roles in public leadership. A review of the job descriptions held by female officers in the early 1990s indicates that they covered a wide spectrum of fields, ranging from administration to planning and research. Female participation in the public sector increased over time, from 29.4% in 1980 to 39.2% in 1995. Since Malays have monopolized the public sector, the figure can be used as referring to majority Muslim female.

The proportion of women classified as unpaid family workers fell from 39.7% in 1970 to 21.6% in 1990. This was largely due to the absorption of women into the modern sector where the proportion of women classified as ‘employee’ rose from 38.9 % in 1970 to 62.9% in 1990. Undeniably due to the merit factor, women’s participation in the labour force has increased significantly since the Sixth Malaysia Plan began. Between 1970 and 1990, women’s participation increased slowly from 31% in 1970 to 32.7% in 1980, 34.6% in 1985 and 35% in 1990. In 1993, it was 47%. However, it dropped again in 1995 to 43.5% and increased to 44.5% due to economic recovery in the year 2000. From 2005 to 2007, it rose from 45.7% to 46.4%. During the 8th Malaysian Plan, work structures changed whereby there was an increase of women in professional and technical occupations from 12.7% in 1995 to 13.5% in 2000. Even so, women in public leadership including planning, leading and decision-making positions are said to be still under-represented. This will be discussed in the last section. Our government by way of all sorts of appliances approves and encourages women’s participation. As mentioned by the former Prime Minister Dato’ Seri Abdullah Hj Ahmad Badawi in one of his speeches;

‘In today’s world, any nation that hopes to realize its full potential needs to harness all of its human resources. Women already play an important role in the employment market, and in decision-making processes, in both the public and private sectors. The vision and leadership of women, in their knowledge and skills, their energy and drive, can and have benefited entire communities. However, to fully achieve the potential, we need to create more gender sensitive public and private sectors, where women can participate and contribute fully in the development of the country.’
Indeed, besides this general statement the former Prime Minister is also said to have agreed to the policy of 30% women’s involvement in decision-making as advocated in global fora on women. Other parties in agreement are the Economics and Social Council of the United Nations and the Commonwealth countries. Dato Seri Abdullah, during the appointment of Dr Zeti Akhtar Aziz (now Tan Sri) as the Governor of Bank Negara, said that ‘there is no discrimination against women in this country and they can be at the highest level of their profession’.

Women have also been involved in policy making within the government.

a. There were two women Ministers from 1995 to 2000. The number increased to three from 2001 to 2007. However, it fell to two again in 2008. On the other hand, the number of women appointed as Deputy Ministers has been like a yo-yo with an increase to six in 2008. Meanwhile, the number of women Parliamentary Secretaries increased consistently from one in 1995 to six in 2007 (Please refer to Table 1).

<table>
<thead>
<tr>
<th>Year</th>
<th>Minister</th>
<th>Deputy Minister</th>
<th>Parliamentary Secretary</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>M</td>
</tr>
<tr>
<td>1995</td>
<td>24</td>
<td>2</td>
<td>28</td>
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<tr>
<td>1996</td>
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<td>2</td>
<td>28</td>
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<td>3</td>
<td>36</td>
</tr>
<tr>
<td>2008</td>
<td>30</td>
<td>2</td>
<td>32</td>
</tr>
</tbody>
</table>

Source: Ministry of Women, Family and Community Development, 2009

Table 1: Number of Ministers, Deputy Ministers, Parliamentary Secretaries: 1995-2008

b. Ten women as Ahli Dewan Negara were appointed by the YDPA in 2007. This was a decrease from 2004 and 2005 where there were 12 appointed by YDPA and five women through the appointment of the Dewan Undangan Negeri in 2006.
c. Thirteen women were appointed as Ahli Dewan Rakyat from Barisan Nasional, four from DAP, three from Keadilan and PAS in 2008. It was a decrease for BN from 17 women in 2004 and 2006. However, the number of women appointed from the opposition parties increased.

d. Local municipal councils in Malaysia: Johore topped (16.7%) in women’s participation in local municipal councils in 2007 while their participation in other states like Selangor (16.6%), Terengganu (16%) and Pahang (15.4%) was more than 15%. Their participation in Perlis was 19% in 2002/2003 and Terengganu 17.6% in 2006.

e. Governor of Bank Negara;

f. Solicitor-General;

g. Chief Secretary to a few Ministries including the Ministry of Women & Family Development;

h. Heads of Department;

i. Secretary-General of Cuepacs; etc

Furthermore, women somehow still seem to be under-represented in high-level committees, such as selection committees for training and scholarships. According to research findings in 1991 and 1992 there was also low participation in municipal and district councils in certain states, and low participation in Super Scale G and above.

In the public sector, due to the composition of earlier intakes, there are many more male than female officers waiting for promotion to senior positions. The evidence from the above research indicates that Muslim female workers formed less than 49 percent of the intake in 1991 for Category A. In most government departments, manpower planning tended to concentrate on the highest level only. It was found that as a result of this, Muslim women's participation in public leadership was still in the minority compared to men, that is less than 0.6% women compared to 2.8% male in 1990. A similar pattern of gender segregation persisted in 1995 whereby women were not represented at the professional and sub-professional levels even though the female labour force distribution percentage in public administration services increased since the year 1980. Thus, it is advocated that greater encouragement and opportunities should be given to Muslim women’s participation in decision-making committees and in senior management positions.

At present, the improvement in certain ministries is minimal and female participation in public leadership in some departments still represents a small percentage of the total number of workers. Muslim females are reported to be heading various levels of administration (ministry, department, division and unit) and they cover wide spectrum
of fields but their representation in decision-making in high-level committees, such as those carrying out selection for training is still fairly low. It is reported that the majority of senior government officials believe that domestic chores and childcare are some of the hindrances to women’s performance in their workplace and their eligibility to a higher leadership role.

The position of women in the public sector can be gauged through latest data on their achievements in Malaysian Public Services (Please refer to Table 2).

<table>
<thead>
<tr>
<th>Positions</th>
<th>Women</th>
<th>Men</th>
</tr>
</thead>
<tbody>
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<td>JUSA</td>
<td>5</td>
<td>26</td>
</tr>
<tr>
<td>Director</td>
<td>97</td>
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<td>Support group 1</td>
<td>1</td>
<td>8</td>
</tr>
<tr>
<td>Support group 2</td>
<td>33</td>
<td>149</td>
</tr>
<tr>
<td>Support group 3</td>
<td>1621</td>
<td>1286</td>
</tr>
</tbody>
</table>

Source: Malaysian Civil Service Document, data endorsed until 31st July 2004

Table 2: Women's achievement in the Malaysian Public Service

The data shows that women holding the highest positions are far less compared to men. At the same time, women are still engaged in the lower-earning income jobs. If we compare the number of male and female civil servants according to the service groups, there were more women in the professional and administration group from 2004 to 2008. This is a small achievement for women as the percentage of women in the top management is very low. It was as low as 12.96% in 2000 but the trend increased towards 2008 (Please refer to Table 3).

<table>
<thead>
<tr>
<th>Service Group</th>
<th>2004</th>
<th>2005</th>
<th>2006</th>
<th>2008</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>M</td>
<td>F</td>
<td>M</td>
<td>F</td>
</tr>
<tr>
<td>Top Management</td>
<td>1338</td>
<td>309</td>
<td>1345</td>
<td>320</td>
</tr>
<tr>
<td>Professional &amp; Administration</td>
<td>95791</td>
<td>113583</td>
<td>97826</td>
<td>116375</td>
</tr>
<tr>
<td>Support</td>
<td>375452</td>
<td>320926</td>
<td>381999</td>
<td>326522</td>
</tr>
<tr>
<td>Total</td>
<td>622820</td>
<td>418958</td>
<td>481170</td>
<td>443217</td>
</tr>
</tbody>
</table>

Source: Ministry of Women, Family and Community Development, 2009

Table 3: Number Of Civil Servants According To Service Group and Gender From 2004 To 2008

At the same time, the number of women (at the decision making level) decreased to one woman as Secretary-General in 2008 compared to four in 2006 and 2007. However, the number of women appointed as Director-General (Federal) increased from 8 in 2006 and 2007 to 11 women in 2008. The same applies to the post of chief executive (federal statutory bodies). The number of women appointed to this post increased constantly.
from 8 in 2006 to 9 in 2007 and 12 in 2008. However, this is still a small number compared to some developed countries that have already reached 30% quota for women as decision-makers in their respective countries. Such countries include Iraq, Germany, New Zealand, South Africa, Argentina, Austria, Belgium, Cuba, Spain, the Netherlands, Denmark, Finland, Norway, Sweden and others.

Why does this happen? Is it because women's skills, qualifications and experiences are not up to the required standards? Or is it because of common practice and tradition expecting women to carry out domestic chores and take care of the children? Is it favoritism practiced in silence? And over and above all, is it because of tacit discrimination, prejudice and stereotype? Whatever the reasons, if women are having enough potential, skills, qualification and experience and are yet not treated at par with men in terms of job placement at higher levels, gender inequality has obviously been practiced in public service. Therefore, it needs to be revised and serious action taken to redress the situation. Datin Paduka Norsiah Harun was the first woman to be appointed as the State Secretary of Johore in January 2006. Her appointment is a heartening milestone in Malaysian civil service history. More than that it is also a positive sign of the shift in government policy on woman leaders in civil service.

Equal participation of women and men in decision-making will provide a balance that more accurately reflects the composition of society. This balance is needed in order to strengthen democracy. At the same time it is not against Islamic rules as long as women hold their iman, amanah i.e. responsibility both at home and at work, practise good ethics and have all the necessary skills and qualifications. The call for women's equal participation in decision-making is not only a demand for simple justice or democracy but a necessary condition for women's interests to be taken into account. The history of Islamic glory during the years of Caliphate Saidina Umar Ibn al-Khattab for example, showed how he sought and listened to advice from women to meet their interests on issues pertaining to marriage.

6. CONCLUSION

Women's participation in the public sector in Malaysia is improving compared to their role in the early period of the country's independence. Their participation in the work force is on a steady uptrend in terms of some positions. There is no denying that women in Malaysia today are faring better in the job market than those a generation ago because of educational achievements, skills and capabilities. Nonetheless, there is still minimal women's involvement in higher administrative or top management levels particularly in decision-making committees, be it in administration or politics. According to Jamilah Ariffin (1994), the proportion of women in managerial and executive positions has not changed much.

Many writers of women's leadership theories associate the role of women in the home with the possibility that women mostly are better managers at home than in the
workplace. In Islam, women are permitted to be a leader in their organizations as long as they do not jeopardize their major role in family and household. Besides, they must also meet the ethical principles required of being leaders in their workplace. With that in place, Islam acknowledges women’s rights, capabilities and knowledge in leadership roles.

In the advanced world of today, women use their academic qualifications, skills, experience and talent to contribute to society as well as to increase their family incomes. It is hoped that based on their merit, which in certain cases have been proven to be higher than that of men, women will be given more opportunities at higher management levels, especially in the civil service. They must also at the same time be reminded about their domestic role, in the same way as men are. It is a great achievement for Muslim women if they can become good leaders as well as successful wives and mothers at home. Besides that, they must always improve and upgrade their capabilities and qualities including skills in leadership for the benefit of society and country. In the current constantly changing, challenging environment where urgency and determination have to be harnessed to tackle the barriers that exist and persist, government can no longer neglect the additional leadership contributions that women citizens can make for the further sustenance and growth of the nation.

REFERENCES


Ministry of International Trade and Industrialization’s Speech on 28th June, 2002 at the Sunway Lagoon Hotel.


Abstract

This study content-analysed the initial advertisements published by the Special Taskforce to Facilitate Business (PEMUDAH) on the local newspapers. The research objective was to ascertain the information dissemination strategy from framing perspective by this special taskforce that constitute both public and private sectors. The data interpretation technique with the Entman’s (1993) framing model was applied to scrutinise the four dimensions of frames that contain in the said advertisements. The problem definition frame being the first element and the most important frame in the journalistic practice was not made prominent in the advertising strategy. Hence, it also caused less visibility of the causal interpretation frame. Instead, the moral evaluation frame and the treatment recommendation frame were identified as the emphasis in the message construction of PEMUDAH. The framing strategy of messages in those advertisements was found appropriate in enhancing the public service delivery system.

Keywords: Framing, message canalisation, communication strategy, PEMUDAH.
1. PENGENALAN

Iklan dan penggunaan media berkait rapat dalam penyampaian mesej yang berkesan. Iklan yang baik tanpa saluran yang betul akan menyebabkan iklan tersebut gagal di pasaran. Dalam proses periklanan, media dan periklanan saling bergantung. Pihak pengiklan memerlukan saluran media untuk menyalurkan maklumat kepada sasarannya manakala pihak media juga memerlukan pengiklan sebagai sumber keuntungan mereka.

Perancangan media dan mesej iklan perlu bergerak seiringan supaya idea dan gambaran yang hendak disampaikan dapat diterima dengan berkesan oleh khalayak sasaran. Pembinaan mesej dan pemilihan media adalah penting dalam perancangan kampen periklanan. Hal ini demikian kerana media adalah pembawa mesej dan setiap mesej perlu mengandungi objektif, input dan sasaran pasaran yang jelas supaya proses pemilihan media sesuai.

Kandungan mesej pula merupakan aspek paling penting dalam komunikasi periklanan kerana kejayaan sesuatu iklan bergantung kepada kemantapan mesej yang direka dan disusun dengan rapi. Sebagai diketahui, matlamat periklanan adalah untuk meningkatkan kesedaran atau mempengaruhi sikap pengguna terhadap barang, jenama, perkhidmatan ataupun pengumuman. Oleh itu, kajian ini telah memilih iklan-iklan awal PEMUDAH yang telah disiarkan di akhbar-akhbar arus perdana di Malaysia.

Latar belakang

Pada mulanya, idea untuk membentuk satu pasukan petugas khas bagi mengatasi isu birokrasi yang wujud dalam urusan antara perniagaan dan kerajaan telah diperkenalkan dalam ucapan tahunan Perdana Menteri kepada kakitangan kerajaan pada 11 Januari 2007. Dalam keperluan kerjasama yang erat, Perdana Menteri telah mencadangkan dan melaksanakan pencegahan awal penyampaian perkhidmatan awam untuk menjadikan Malaysia lebih mesra perniagaan.


persekitaran perniagaan. PEMUDAH merupakan pemangkin kepada perubahan ke arah meletakkan Malaysia pada kedudukan 10 teratas. Visi PEMUDAH adalah untuk membolehkan perkhidmatan awam mencapai tanda aras antarabangsa yang berteraskan pelanggan, berinovasi dan proaktif dalam menyokong ekonomi yang berdaya saing. Visi ini diperkukuh dengan nilai-nilai seperti berikut:

- Kesegeraan
- Kerjasama yang proaktif antara sektor awam dan swasta
- Memudahkan, bukan menghalang
- Syarat dan peraturan yang berpatutan
- Toleransi sifar terhadap korupsi

Sesebuah kerajaan yang cekap secara dasarnya diukur berdasarkan kecekapan dan ketelusan sesebuah agensi dan jabatan yang melaksanakan tanggungjawab yang diamanahkan sehingga memuaskan hati pelanggannya. Oleh itu kerajaan seringkali menekankan supaya agensi-agensinya sentiasa memperbaiki sistem penyampaian agar mencapai taraf yang tinggi dan dapat melaksanakan dasar yang diamanahkan itu.

Usaha bagi meningkatkan sistem penyampaian dalam perkhidmatan awam bukanlah perkara baru bagi kita, malah isu ini sering ditekankan oleh pemimpin negara. Tambahan pula, persekitaran yang semakin dinamik masa kini, semakin menuntut kita memainkan peranan yang lebih cekap dalam memperbaiki sistem penyampaian. Sistem penyampaian yang baik sebenarnya dapat membantu pelanggan lebih mudah dan cepat berurusan dengan agensi kerajaan. Pelanggan sentiasa mengharapkan pihak kerajaan menyediakan perkhidmatan yang terbaik bagi memudahkan segala urusan mereka.

**Permasalahan kajian**

Timbulnya permasalahan apakah strategi komunikasi PEMUDAH dalam penyaluran maklumat mengenai penambahbaikan sistem penyampaian perkhidmatan awam. Adakah mesej yang cuba disampaikan kepada masyarakat secara umum dan peniaga secara khusus itu telah dibingkaikan? Adakah bingkai-bingkai mesej yang terkandung dalam iklan yang dipaparkan di akhbar oleh PEMUDAH cukup menonjol?

Hasil daripada persoalan-persoalan yang dinyatakan di atas, penyata permasalahan kajian ini adalah pembaca akhbar harus mengenal pasti penerimaan bingkai mesej yang pada kebiasaannya kurang diberi perhatian. Suatu teknik penafsiran data dengan model analisis pembingkaian patut digunakan untuk meneliti dimensi-dimensi bingkai yang terkandung dalam iklan-iklan itu.

**Tujuan kajian**

Tujuan kajian ini adalah untuk menganalisis proses pembingkaian (framing) iklan-iklan yang diisarkan mengenai PEMUDAH melalui akhbar arus perdana pada awal tahun 2008. Kajian ini akan melihat bagaimana pembingkaian pasukan khas itu cuba membina mesej
penting dalam iklan-iklan itu untuk disalurkan kepada masyarakat, terutamanya dalam membentuk persepsi bahawa perkhidmatan kerajaan mempunyai sistem penyampaian yang cekap dan berkesan.

Selain itu, kajian ini turut meninjau isi kandungan yang terdapat pada iklan-iklan yang ditawarkan oleh agensi kerajaan berhubung dengan perkhidmatan mereka yang lebih cekap dan efisien. Berpandukan analisis pembingkaian (framing analysis), maka secara spesifik, kajian ini meneliti:

• Masalah yang dikenal pasti;
• Sumber masalah yang diambil kira;
• Keputusan penilaian moral yang ditonjolkan; dan
• Usul penyelesaian yang ditawarkan.

**Lingkungan kajian**

Kajian ini terhad kepada usaha mengetahui pembingkaian ke atas iklan-iklan awal yang dibangunkan oleh PEMUDAH dalam penyampaian mesej mengenai perkhidmatan awam di Malaysia. Tujuan iklan itu pula sebagai alat pemberitahuan kepada masyarakat terhadap pentadbiran kerajaan yang lebih cekap dan efisien dalam meningkatkan sistem penyampaian kerajaan.

Pemilihan iklan-iklan PEMUDAH dijadikan sebagai objek kajian kerana pasukan khas tersebut ditubuhkan oleh kerajaan bertujuan menyatakan komitmen perkhidmatan awam Malaysia untuk mengutamakan pelanggan dalam setiap perkhidmatan yang diberikan. PEMUDAH juga telah bersetuju bahawa misinya adalah untuk mencapai satu tanda aras bertaraf global yang berfokuskan pelanggan melalui perkhidmatan awam yang inovatif dan proaktif.

### 2. TINJAUAN LITERATUR


menggunakan pendekatan pembingkaian dalam penelitian kandungan berita dari perspektif pemberitaan.


• **Definisi masalah**

Definisi masalah (*define problem*) adalah menentukan apa yang dilakukan oleh agen kausal, kerugian dan keuntungannya yang biasanya diukur dengan nilai-nilai budaya. Definisi masalah merupakan tahap analisis yang pertama kali dapat kita lihat mengenai pembingkai yang menekankan bagaimana peristiwa atau masalah boleh difahami (Entman, 1993).

• **Penafsiran penyebab masalah**


• **Penilaian moral**


• **Cadangan penyelesaian**

Cadangan penyelesaian (*treatment recommendation*) adalah menawar dan mewajarkan cadangan terhadap sesuatu masalah serta meramalkan kesan-kesannya. Perkara ini dilakukan bagi menilai apa yang perlu dan apa yang dipilih untuk menyelesaikan masalah (Entman, 1993).

3. **KAEDAH KAJIAN**

Kajian ini menggunakan kaedah analisis isi kandungan. Kaedah ini dianggap sesuai kerana kajian ini meneliti secara mendalam isi kandungan yang terdapat dalam iklan-iklan PEMUDAH. Pada umumnya, analisis isi kandungan digunakan untuk membuat kajian terhadap utusan yang terkandung dalam akhbar, majalah, dan utusan televisyen. Menurut Idid (1992), dalam dunia sains sosial dan kemanusiaan, tingkahlaku komunikasi perlu diselami secara mendalam dan memerlukan interpretasi yang logik dan rasional serta didukung oleh bukti dan hujah yang kuat. Maklumat-maklumat yang disebarkan melalui komunikasi adalah berbentuk kualitatif, dan ini tidak semestinya boleh ditukar menjadi data kuantitatif dengan hanya mencatatkan kekerapan atau intensiti terjadinya sesuatu simbol atau perkataan.

Pada asasnya, analisis kualitatif kritis melihat bahawa segala bentuk produk pesan adalah teks seperti berita, iklan, drama, lagu dan simbol-simbol lain yang tidak dapat terlepas daripada kepentingan pihak yang membuat pesanan. Analisis kandungan kualitatif adalah kaedah penyelidikan yang bersifat humanistik, yang membolehkan pengkaji mencari sesuatu makna atau maksud sesuatu pengalaman atau proses (Idid,

Asiah (1999) pula mengemukakan bahawa kaedah analisis kandungan kualitatif sangat sesuai untuk mengkaji dan mengesan bagaimana satu-satu proses peristiwa, kejadian, keadaan dan isu serta pemikiran berlaku dalam apa jua bentuk yang membantu memperlihatkan bentuk, perkembangan, perubahan, pola dan arah suatu keadaan, peristiwa, dan isu aliran pemikiran yang hendak diberi perhatian. Selain itu, kaedah analisis kandungan kualitatif juga boleh dijadikan alat untuk menghimpun, mengesahkan dan menganalisis sebarang perisian kandungan maklumat terkini dan masa depan. Kenyataan ini jelas mengukuhkan bahawa kaedah analisis kandungan kualitatif memiliki keistimewaan tersendiri untuk mengkaji isi kandungan dan mencungkik lebih dalam serta memberi interpretasi kreatif dan rasional terhadap suatu objek kajian.

Seperti yang telah dinyatakan, kajian ini hanya tumpu kepada penelitian maklumat yang terkandung dalam iklan-iklan awal PEMUDAH dari perspektif pembingkaian. Pengkaji-pengkaji projek ini telah memperoleh maklumat periklanan seperti bahan iklan, akhbar, dan tarikh sepanjang 2008 daripada sekretariat PEMUDAH. Bahagian seterusnya adalah serba sedikit proses pemilihan sampel iklan-iklan PEMUDAH yang dilakukan sebelum perlaksanaan analisis kandungan terhadap setiap unit analisis.

3.1 Iklan-iklan PEMUDAH


3.2 Kerangka kajian


- Definisi masalah
  - Bagaimana suatu perkara dilihat?
  - Sebagai masalah apa?

- Penafsiran penyebab
  - Perkara itu disebabkan oleh apa?
  - Apakah yang dianggap penyebab masalah?

- Penilaian moral
  - Apakah nilai moral yang disajikan untuk menjelaskan masalah?
  - Apakah nilai moral yang dipakai untuk menentukan suatu tindakan?

- Cadangan penyelesaian
  - Apakah penyelesaian yang ditawarkan untuk mengatasi sesuatu masalah?
  - Apakah cara yang ditawarkan dan harus ditempuhi untuk mengatasi sesuatu masalah?

4. HASIL KAJIAN


- 28 Januari 2008 - Iklan Pelancaran (Launch Ad)
- 29 Januari 2008 - Jabatan Imigresen
- 30 Januari 2008 - Lembaga Hasil Dalam Negeri
- 31 Januari 2008 - Industri Perhotelan
- 1 Februari 2008 - Suruhanjaya Syarikat Malaysia
- 2 Februari 2008 - Jabatan Keselamatan dan Kesihatan Pekerjaan
- 3 Februari 2008 - Kementerian Perdagangan Dalam Negeri dan Hal Ehwal Pengguna
4.1 Iklan Pelancaran

Definisi masalah dalam iklan pelancaran ini adalah kerjasama antara sektor awam dan swasta di Malaysia bagi memudahkan setiap urusan perniagaan di negara ini. Sebelum ini, kita sering mendengar rungutan daripada pelbagai pihak berkaitan dengan agensi-agensi kerajaan dalam melaksanakan tugas mereka. Isu juga berkaitan dengan prosedur atau birokrasi yang sering mengekang orang awam untuk mendapat perkhidmatan yang terbaik daripada agensi-agensi kerajaan.

Penyebab masalah kepada rungutan tersebut adalah prosedur, proses dan birokrasi yang terpaksa dilalui oleh pelanggan di agensi-agensi kerajaan tersebut. Keadaan ini telah menimbulkan masalah kepada masyarakat yang berurusan dengan agensi kerajaan dan menunjukkan ketidakcekapan dan ketidakberkesanan sistem penyampaian kerajaan.

Penilaian moral yang terdapat di dalam iklan ini adalah tentang kesanggupan kerajaan untuk bekerja sama dengan pihak swasta dalam melakukan penambahan baik sektor awam. Tujuannya adalah bagi melahirkan suatu perkongsian yang efektif antara sektor awam dan swasta dalam menangani isu-isu yang menjadi penghalang kepada persekitaran perniagaan di Malaysia.

Cadangan penyelesaian masalah itu adalah melalui cara sektor awam dan swasta berganding bahu bagi memudahkan segala urusan yang berkaitan dengan kerajaan dan swasta. Slogan “Perkongsian untuk Kecemerlangan” menunjukkan komitmen tinggi kerajaan yang bekerjasama dengan pihak swasta bagi membentuk suatu jawatankuasa khas yang meneliti setiap prosedur dan peraturan pada agensi-agensi kerajaan yang selama ini mengekang mereka. Jawatankuasa ini juga mengkaji cara-cara yang boleh memudahkan setiap pelanggan dari segi mempercepatkan urusan di agensi kerajaan tanpa mengetepikan setiap peraturan dan prosedur.

4.2 Iklan Jabatan Imigresen


Penyebab masalah yang dapat dikenalpasti daripada iklan ini adalah disebabkan oleh prosedur yang dilalui oleh pelanggan mereka serta sistem atau teknologi yang digunakan selama ini tidak begitu sesuai. Pengenalpastian masalah ini dapat memudahkan dan mempercepatkan proses pengeluaran pasport.


4.3 Iklan Lembaga Hasil Dalam Negeri

Definisi masalah yang dibayangkan dalam iklan Lembaga Hasil Dalam Negeri (LHDN) adalah berkaitan dengan rungutan terhadap pembayaran balik cukai terlebih bayar. Pembayar cukai sebelum ini sentiasa menghadapi masalah untuk mendapatkan balik cukai terlebih bayar tersebut kerana LHDN mengambil masa hampir setahun untuk menyelesaikannya. Situasi ini merupakan satu perkara yang tidak sepatutnya berlaku dalam agensi kerajaan kerana masalah itu menunjukkan kelemahan sesuatu agensi itu. Perkara ini juga sentiasa berulangan setiap tahun dan turut menjadi isu dalam media massa.

Penyebab masalah pula adalah tempoh dan prosedur yang diambil oleh pihak LHDN bagi memulangkan semula bayaran terlebih itu. Rungutan khalayak diburukkan lagi dengan lewat bayar balik sentiasa berulang setiap tahun. Keadaan ini merupakan penyebab masalah LHDN dipandang sebagai kurang efisien.

Penilaian moral yang terdapat dalam iklan ini adalah komitmen LHDN untuk memulangkan bayaran cukai terlebih kepada pelanggannya. Menyedari bahawa wang adalah sesuatu yang penting dalam setiap urusan kehidupan pada hari ini, LHDN telah menjamin bahawa mereka akan menyelesaikan masalah bayaran balik tersebut dalam tempoh yang singkat tanpa melalui prosedur yang rumit.

Penyelesaian masalah yang ditonjolkan di dalam iklan ini adalah melalui kenyataan “Permohonan tidak diperlukan,”“Diproses untuk tahun semasa,”“Kes-kes sebelum 2006 diselesaikan secara berasingan,”“Wang anda dikembalikan dalam masa sebulan,”“Anda akan menerima bayaran bagi cukai terlebih bayar dalam masa 14 hingga 30 hari –
secara automatik” dan “Bayaran dalam masa 14 hari jika penghantaran borang melalui e-filing”.

Kenyataan tersebut membuktikan komitmen LHDN dalam menyelesaikan masalah orang awam yang berurusan dengan mereka. LHDN berjanji untuk mengurangkan tempoh yang diambil bagi memulangkan cukai terlebih bayar bagi syarikat dan individu daripada setahun kepada 14-30 hari bagi kes yang dikemukakan melalui e-filing. Begitu juga bagi kes-kes sebelum 2006 yang akan ditentukan kemudian iaitu cukai terlebih bayar akan dikembalikan atau cukai tambahan dipungut secara bersaingan. LHDN akan memulangkan cukai terlebih bayar bagi tahun taksiran semasa tanpa merujuk kepada tahun-tahun taksiran yang terdahulu. Melalui kenyataan yang terdapat dalam iklan itu juga, para pembayar tidak perlu membuat sebarang permohonan untuk mendapat balik cukai terlebih bayar tersebut. Perkara ini perlu dijelaskan oleh LHDN kerana sekiranya pembayar perlu mengisi borang permohonan, langkah itu akan membangkitkan satu masalah lain seperti tiada masa untuk mengisi borang atau orang awam akan beranggapan masih terdapat birokrasi yang terlalu banyak di LHDN.

4.5 Iklan Industri Perhotelan

Definisi masalah yang dikenalpasti dalam iklan ini adalah masalah yang dihadapi oleh pelabur-pelabur yang ingin memulakan perniagaan mereka di Malaysia. Mesej ini dapat dibayangkan melalui imej gambar lesen yang terdapat pada iklan tersebut. Penyebab masalah yang dikenalpasti melalui iklan ini adalah disebabkan oleh prosedur yang terpaksa dilalui oleh pengusaha hotel bagi memulakan perniagaan tersebut. Dalam buku Laporan PEMUDAH 2007, disebutkan bahawa sebelum tahun 2005, sejumlah 72 kelulusan daripada 22 agensi kerajaan yang berlainan diperlukan bagi memulakan perniagaan hotel. Proses ini memakan masa selama 546 hari. Perkara ini boleh mendatangkan kerugian kerana industri perhotelan amat diperlukan dalam sektor pelancongan yang merupakan penyumbang pertukaran wang asing kedua terpenting bagi Malaysia.

Penilaian moral bagi iklan ini adalah kesedaran kerajaan terhadap industri perhotelan yang memberi pulangan yang besar kepada ekonomi negara. Kesanggupan pelabur untuk membina hotel di negara ini dan meningkatkan industri pelancongan sangat dipandang berat oleh kerajaan. Oleh itu, kerajaan telah berusaha untuk menyelaraskan proses dan prosedur memperoleh lesen, serta mengurangkan bilangan lesen yang diperlukan untuk memulakan perniagaan perhotelan di Malaysia.

Penyelesaian masalah yang dikenalpasti dalam iklan tersebut adalah dengan mengurangkan proses dan prosedur dalam memperoleh lesen perniagaan hotel. Melalui penubuhan PEMUDAH, kerajaan dan pihak swasta telah menyelaraskan proses dan prosedur serta mengurangkan bilangan lesen yang diperlukan bagi memulakan perniagaan perhotelan. Dalam iklan tersebut dinyatakan bahawa “Tempoh sah
lesen komposit adalah 3 tahun berbanding 1 tahun sebelum ini (bergantung kepada penarafan bintang), “Hanya 1 permit daripada KPDNHEP diperlukan berbanding 3 permit sebelum ini” dan “Lesen Rumah Awam dan Lesen Menjual Arak digabungkan menjadi satu lessen.”

4.6 Iklan Suruhanjaya Syarikat Malaysia

Definisi masalah bagi iklan Suruhanjaya Syarikat Malaysia (SSM) adalah masalah orang awam yang sering terpaksa mengambil masa yang lama dalam urusan mereka. Pelanggan SSM selama ini terpaksa mengambil masa yang lama untuk mendaftar, memperbaharui pendaftaran, dan mendapatkan kelulusan nama syarikat.

Penyebab masalah yang dikenalpasti dalam SSM adalah proses dan prosedur yang banyak serta tempoh masa yang lama terpaksa ditempuh oleh pelanggan. Perkara ini menjejaskan perniagaan orang awam dan juga kredibiliti SSM sendiri.

Penilaian moral yang terdapat pada iklan SSM ini adalah tentang keperluan agensi kerajaan untuk mempercepatkan segala urusan yang berkaitan dengan penubuhan syarikat. Langkah ini menggalakkan masyarakat negara ini menceburi bidang perniagaan yang sudah pasti akan meningkatkan ekonomi negara.

Cadangan penyelesaian masalah yang ditonjolkan di dalam iklan ini adalah dengan memendekkan tempoh dalam urusan di SSM. Perkara ini dapat dijelaskan melalui kenyataan dalam iklan seperti “Pendaftaran perniagaan baru dalam sejam,” “Dapatkan kelulusan syarikat dan pemerbadanan dalam masa sehari” dan “Pendaftaran Caj, Surat Ikatan Amanah dan Prospektus dalam tempoh 2 hingga 5 hari.” Mesej ini menunjukkan komitmen SSM dalam mempercepatkan proses pendaftaran dan setiap urusan di agensi tersebut.

4.7 Iklan Jabatan Keselamatan Dan Kesihatan Pekerja

Definisi masalah berkenaan Jabatan Keselamatan dan Kesihatan Pekerja (JKKP) yang dapat dibayangkan dalam iklan tersebut adalah mengenai kelulusan dan kebenaran ke atas jentera-jentera yang digunakan oleh industri. Bagi pelabur yang ingin memulakan perniagaan atau mengembangkan perniagaan dengan menggunakan mesin-mesin atau jentera-jentera baru, mereka perlu mendapat kelulusan JKKP untuk beroperasi.

Penyebab masalah yang dikenalpasti adalah JKKP mengambil masa yang lama untuk meluluskan kebenaran memasang atau membenarkan operasi jentera tersebut. Keadaan ini merugikan pihak industri yang perlu menanggung kos operasi mereka akibat kelewatan kelulusan tersebut.

Penilaian moral berdasarkan iklan JKKP ini adalah mengenai tanggungjawab kerajaan dalam menguatkasaskan piawaian-piawaian untuk keselamatan di tempat kerja dan
meningkatkan kesedaran tentang keselamatan dan kesihatan pekerja bagi syarikat dan anggota pekerja. Walaupun di dalam iklan tersebut dinyatakan bahawa kelulusan dan kebenaran memulakan operasi jentera dapat diperoleh dalam masa yang singkat, namun aspek-aspek keselamatan dan kesihatan pekerja perlu diutamakan oleh syarikat-syarikat tersebut.

Cadangan penyelesaian yang dikenalpasti terdapat dalam iklan tersebut adalah usaha memendekkan tempoh masa kelulusan bagi membenarkan operasi jentera baru itu. Seperti dinyatakan di dalam iklan tersebut, “Kini, anda boleh memulakan operasi jentera dengan lebih pantas,” “Siap sedia untuk kelulusan jentera lebih pantas,” “Kebenaran memasang jentera dikeluarkan dalam masa sebulan” dan “Kelulusan rekabentuk untuk jentera yang disahkan dikeluarkan dalam tempoh 2 minggu (‘vessels’ bukan kritikal) dan 6 minggu (‘vessels’ kritikal).”

4.8 Iklan Kementerian Perdagangan Dalam Negeri Dan Hal Ehwal Pengguna

Menerusi iklan Kementerian Perdagangan Dalam Negeri dan Hal Ehwal Pengguna (KPDNHEP) dapat dibayangkan bahawa masalah yang sering dihadapi adalah dalam mempatenkan inovasi dan harta intelek di negara ini. Kelewatan dalam mempatenkan harta intelek dan ciptaan inovasi merugikan ekonomi negara.

Penyebab masalah utama yang dapat dikenalpasti adalah proses pendaftaran paten sesuatu ciptaan itu. Sebelum PEMUDAH mengkaji semula proses pendaftaran paten, ia mengambil masa lima hingga enam tahun untuk paten didaftarkan. Proses pencarian paten merupakan punca utama kelewatan ini.

Penilaian moral yang disajikan melalui iklan KPDNHEP ini adalah kesedaran kerajaan dalam usaha mempatenkan inovasi yang dihasilkan oleh rakyat negara ini. Kegagalan dalam mempatenkan harta intelek ini merugikan ekonomi negara dan segala usaha orang ramai akan menjadi sia-sia. Hal ini disebutkan dalam iklan iaitu “Perlindungan harta intelek yang menyeluruh memberi kelebihan kepada negara untuk meningkatkan ekonomi berteraskan pengetahuan.” Perkara ini menjelaskan kepada kita betapa pentingnya melindungi harta intelek kepada negara ini.

Cadangan penyelesaian masalah yang terdapat dalam iklan ini adalah dengan mewujudkan Mahkamah Harta Intelek untuk membanteras jenayah berkaitan Harta Intelek. Penubuhan mahkamah ini sudah pasti akan melindungi setiap ciptaan dan inovasi yang dihasilkan oleh rakyat negara ini. Langkah itu turut melindungi hasil ciptaan tersebut daripada diciplak oleh pihak yang berkepentingan.
5. PERBINCANGAN DAN RUMUSAN


Satu limitasi dalam kajian ini adalah kekurangan maklumat tentang periklanan PEMUDAH dalam akhbar-akhir Sabah dan Sarawak. Selain itu, kajian ini juga terhad kepada periklanan PEMUDAH pada peringkat awal sahaja. Maka, adalah dicadangkan bahawa skop kajian diperluaskan dari segi geografi dan jangka masa.

RUJUKAN


Laporan Tahunan 2007 PEMUDAHA.

Laporan Tahunan 2008 PEMUDAHA


CABARAN MENJAYAKAN KERAJAAN ELEKTRONIK:
TINJAUAN KE ATAS ASPEK PETUGAS, BENTUK TEKNOLOGI
DAN PERSEKITARAN ORGANISASI

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Abstract

This article contains the findings from a research conducted to analyse the ICT application level of civil servants towards the success of Electronic Government (EG). A literature review shows that various critical factors have been associated with the success or failure of a particular EG project; that is based on the experience of other countries that have implemented this project. Nonetheless, this research only focusses on the use of ICT by civil servants and its relationship to the characteristics of the user, form of technology and organisational environment. By using a combination of Theory of Reasoned Action (Fishbein & Ajzen 1975), Structural Equation Model (Igbaria et al. 1997) and Integrative Model of User Technology Acceptance (Sun & Zhang 2006) as a theoretical framework, this research analyses the perception of staff from agencies that have implemented specific EG projects; that is SPP II, HRMIS, ELX and e-Syariah. The research findings show that the said three factors (characteristics of the user, form of technology and the organisational environment) definitely affect the applications of technology usage by civil servants in their respective organisations. As the success of EG implementation is closely related to the use of technology such as computers, systems, software and servers, the acceptance of such ICT is greatly synonymous with and significant in ensuring the success of EG projects in respective organisations.

pelaksanaan projek EG tertentu iaitu SPP II, HRMIS, ELX dan e-Syariah. Dapatan kajian ini menunjukkan ketiga-tiga faktor tersebut (ciri-ciri petugas, bentuk teknologi dan persekutuan organisasi) sememangnya mempengaruhi aplikasi penggunaan teknologi oleh penjawat awam di organisasi masing-masing. Oleh kerana kejayaan pelaksanaan EG adalah berkait rapat dengan penggunaan teknologi seperti komputer, sistem, perisian dan server, maka penerimaan terhadap ICT tersebut adalah sangat sinonim dan signifikan dalam menjayakan projek EG di organisasi masing-masing.

Dalam membangunkan Koridor Raya Multimedia (MSC), Kerajaan Elektronik (EG) merupakan salah satu aplikasi utama yang dilancarkan oleh negara. Matlamat EG adalah untuk membolehkkan sektor awam, pihak swasta (perniagaan) dan rakyat (orang ramai) membentuk kolaborasi bagi kepentingan negara. Ke arah itu, proses kerja, teknologi maklumat dan multimedia menjadi alat dan mekanisme untuk meningkatkan keberkesanan penyampaian perkhidmatan awam. Justeru itu, pelaksanaan EG adalah untuk membolehkkan sektor awam memperbaiki kualiti perkhidmatan mereka kepada pelanggan dan dengan itu, perkhidmatan awam akan berupaya untuk menyumbang kepada pembangunan negara keseluruhan.

1. PELAKSANAAN EG DI MALAYSIA

Dalam konteks Malaysia, MAMPU telah dipertanggungjawabkan untuk merangka pelan dan strategi pembangunan EG. Di peringkat awal, EG hanya melibatkan 5 Aplikasi Perdana Kerajaan Elektronik iaitu Persekutuan Pejabat Generik (GOE), Sistem Pemantauan Projek (PMS), e-Services, Perolehan Elektronik (eP) dan Sistem Maklumat Pengurusan Sumber Manusia (HRMIS). Perkara ini kemudiannya diikuti dengan 2 lagi aplikasi iaitu Bursa Buruh Elektronik (ELX) dan Integrasi EG-AG menjadikan kesemuanya 7 aplikasi (Muhammad Abkari & Mokhtar 2007). Kesemua tujuh projek perintis tersebut telah dilaksanakan sepenuhnya.


Projek perintis EG telah dilaksanakan secara berperingkat dan kemudiannya secara menyeluruh iaitu meliputi peringkat pusat, negeri dan daerah. Dari segi skop
pelaksanaannya, peringkat akhir EG disasarkan untuk meliputi 28 buah kementerian, 219 jabatan persekutuan dan badan berkanun persekutuan, 346 jabatan negeri dan badan berkanun negeri, selain 144 pihak berkuasa tempatan. Oleh itu, dalam konteks ini, EG bakal memberi manfaat kepada 950,000 anggota perkhidmatan awam, lebih 26 juta warga Malaysia dan 400,000 entiti perniagaan.

2. PERMASALAHAN KAJIAN

Berhadapan dengan cabaran trend demografi, ekonomi dan sosial, EG masa kini bukan lagi sekadar satu pilihan, sebaliknya menjadi satu kemestian kepada mana-mana negara yang berharap untuk menjadi pemain yang aktif dan kompetitif di peringkat global (Kumar et al. 2007). Pembangunan Koridor Raya Multimedia (MSC) dan perluasan aplikasi MSC menunjukkan komitmen kerajaan untuk mengukuhkan kedudukan negara sebagai hab ICT dan multimedia global serta hasrat mengarusperdanakan ICT dalam pembangunan negara, termasuklah pemodenan sektor awam.

Kerajaan menjangkakan bahawa EG boleh meningkatkan akses dan perhubungan antara personel dalam organisasi dan antara organisasi dalam sektor awam. Dengan itu, proses kerja serta output akan dapat diperingkatkan. Aplikasi EG membolehkan penggunaan data, maklumat dan analisis dijana serta dimanfaatkan sebagai decision support tools. Ia boleh digunakan dalam menganalisis masalah yang kompleks, menjana alternatif penyelesaian dan membantu dalam merumus pendekatan dan strategi baru bagi penggubalan sistem kerja yang lebih berkesan.

Meskipun demikian, dikatakan bahawa “... im implementing EG can be risky, expensive and difficult, and requires change. Current practices tend to resist pressures for change, leading to wasted opportunities and unnecessary expenditure” (Mohsin & Raha 2007:9). Sikap dan amalan lama yang sukar diubah dalam kalangan kakitangan organisasi boleh menghalang pelaksanaan EG. Oleh itu, kejayaan pelaksanaan EG adalah juga ditentukan oleh faktor penawaran iaitu merujuk kepada kesediaan dan komitmen personel perkhidmatan awam untuk mengaplikasikan penggunaan ICT dalam proses kerja mereka.

Dalam hal ini, salah satu penentu utama kepada kejayaan atau kegagalan organisasi untuk memberi perkhidmatan secara cekap dan berkesan kepada pelanggan adalah kesediaan dan kebolehan kakitangan awam mengaplikasikan ICT dalam proses kerja mereka. Kajian-kajian lalu mendapati bahawa salah satu cabaran utama untuk melaksanakan sebarang aplikasi ICT dalam sektor awam adalah keengganan mereka untuk berubah, kebimbangan (technophobia), kekurangan sokongan organisasi dan kompleksiti sistem yang digunakan (Thompson 2002; Margetts & Dunleavy 2002).

Sikap penjawat awam yang kurang yakin dan kurang bersedia untuk mengaplikasikan kemudahan ICT yang moden akan menyumbang kepada halangan bagi menjayakan EG (Zalinah Ahmad et al. 2008). Oleh itu kegagalan penjawat awam untuk memiliki
komitmen dan kompetensi yang tinggi dalam melaksanakan aplikasi ICT pastinya akan menjelaskan usaha kerajaan untuk meningkatkan keberkesanan penyampaian perkhidmatan dan seterusnya menjayakan agenda pemodenan negara.

3. OBJEKTIF KAJIAN

Fokus kajian ini menurus kepada kesediaan penjawat awam menggunakan kemudahan ICT dalam agensi masing-masing bagi menjayakan projek EG. Kajian ini secara umumnya ingin mengetahui mengenai tahap aplikasi ICT oleh personel awam di jabatan-jabatan kerajaan tertentu yang telah melaksanakan projek perintis EG. Secara khususnya, kajian ini berhasrat untuk:

- Mengenal pasti perkaitan antara ciri-ciri petugas (sosio-demografi dan sikap) dengan aplikasi teknologi ICT;
- Mengetahui perkaitan antara sistem operasi ICT (bentuk, penggunaan dan tujuan teknologi) dengan aplikasi teknologi ICT; dan
- Mengenal pasti perkaitan antara pendekatan organisasi (latihan, sokongan dan tekanan) dengan aplikasi teknologi ICT.

4. SKOP KAJIAN


5. TINJAUAN LITERATUR

Di Malaysia, kejayaan infrastruktur EG dan aplikasi ICT banyak ditentukan oleh perubahan sikap dan budaya rakyatnya. Lazimnya perubahan teknologi lebih terkehadapan mendahului perubahan sikap dan budaya sehingga kepesatan perubahan teknologi tidak diiringi dengan perubahan budaya (Aziz Deraman 2003). Oleh itu, cara berfikir dan cara bekerja era Revolusi Pertanian dan Perindustrian kadang-kala masih ketara di kalangan penjawat awam meskipun mereka berhadapan dengan teknologi moden dan canggih setiap hari.

Berdasarkan kajian Zaied et al. (2007) di negara-negara Arab, tahap kesediaan aplikasi EG dalam kalangan pegawai awam (e-Readiness) adalah ditentukan oleh tiga komponen utama. Ketiga-tiga komponen tersebut adalah kemahiran aplikasi, infrastruktur (software dan hardware) dan akses kepada ICT. Dalam hal ini, sistem dan prasarana (software dan hardware) ICT turut mempengaruhi penerimaan personel yang menyediakan perkhidmatan. Menurut Caldow (2000), aplikasi sistem yang mesra pengguna (user friendly) dikenal pasti sebagai penting bagi memastikan mekanisme yang dibangunkan dalam EG dapat dimanfaatkan dengan maksimum. Sistem yang mesra pengguna akan membolehkan penyedia (personel awam) memberikan perkhidmatan dengan cekap, manakala pengguna (masyarakat) mudah untuk mengakses perkhidmatan tersebut.


6. KERANGKA TEORETIKAL DAN HIPOTESIS KAJIAN

berkaitan dengan keadaan tugas dan kelonggaran atau tekanan organisasi terhadap aplikasi. Bentuk teknologi bermaksud keadaan (kompleksiti) sistem, kegunaan sistem tersebut kepada pekerja dan tujuan sistem tersebut diperkenalkan. Faktor individu dalam model ini merujuk kepada ciri-ciri sosio-demografi pekerja seperti gender, usia, tahap pendidikan (intelektual), pengalaman dan latar belakang.

Berdasarkan kepada kerangka model yang dibangunkan, kajian ini membuat andaian bahawa aplikasi ICT oleh kakitangan awam adalah ditentukan oleh tiga faktor utama iaitu ciri dan sikap petugas, teknologi yang dilaksanakan dan persekitaran organisasi. Oleh itu, hipotesis-hipotesis yang dibina dalam kajian ini adalah seperti berikut:

• Terdapat perkaitan antara ciri sosio-demografi tertentu responden dengan aplikasi ICT;
• Terdapat perkaitan antara sikap responden dengan aplikasi ICT;
• Terdapat perkaitan antara bentuk, penggunaan dan tujuan teknologi yang diperkenalkan dengan aplikasi ICT; dan
• Terdapat perkaitan antara cara pengurusan organisasi (latihan, sokongan dan tekanan) dengan aplikasi ICT.

7. PENEMUAN KAJIAN

Faktor Petugas dan Aplikasi ICT

i. Aplikasi ICT Mengikut Jantina dan Tempoh Berkhidmat


ii. Aplikasi ICT Mengikut Usia

Berdasarkan Ujian ANOVA sehala, terdapat perbezaan yang signifikan dari segi kesediaan menggunakan ICT mengikut pecahan usia responden (F = 2.590, p<0.05). Data menunjukkan kelompok responden yang berusia antara 25 hingga 29 tahun memiliki tahap kesediaan yang lebih tinggi untuk menggunakan ICT berbanding responden dalam kategori usia yang lain (kurang 25 tahun, 30 – 39 tahun, 40 – 49 tahun dan 50 tahun ke atas). Keputusan ini menunjukkan bahawa tahap usia mempunyai kaitan
dengan kecenderungan responden untuk menggunakan ICT. Namun begitu, tidak terdapat pula perbezaan yang signifikan antara umur responden dengan kebolehan menggunakan ICT. Oleh itu kajian ini mendapati bahawa kebolehan mengaplikasikan ICT dalam proses kerja tidak berkaitan dengan usia responden.

**iii. Aplikasi ICT Mengikut Tahap Akademik**

Berdasarkan Ujian ANOVA sehala, tidak terdapat perbezaan yang signifikan dari segi kesediaan menggunakan ICT mengikut tahap pendidikan. Oleh itu kajian ini mendapati bahawa kesediaan menggunakan ICT dalam proses kerja tidak berhubung kait oleh tahap akademik responden. Namun begitu, wujud perbezaan yang signifikan dari segi kebolehan menggunakan ICT mengikut tahap akademik (F = 2.579, p<0.05). Data menunjukkan kelompok responden yang memiliki ijazah Sarjana dan Ph.D memiliki kebolehan lebih tinggi untuk mengaplikasikan ICT berbanding responden berkelayakan akademik lebih rendah. Manakala responden berkelayakan akademik paling minimum (SPM), didapati mempunyai kebolehan paling rendah untuk menggunakan ICT dalam proses kerja.

**iv. Aplikasi ICT Mengikut Sikap**

Kajian ini mendapati bahawa sikap responden adalah berkaitan dengan tahap kesediaan dan kebolehan mereka untuk menggunakan ICT. Ujian Khi Kuasa Dua memperoleh keputusan χ²(2, N=615)=12.369, p<0.01 yang menunjukkan terdapat perbezaan signifikan antara sikap responden (positif dan negatif) dengan kesediaan menggunakan ICT. Frekuensi data menunjukkan responden yang bersikap positif kepada teknologi, memiliki tahap kesediaan yang tinggi untuk menggunakan ICT, manakala responden yang bersikap negatif terhadap ICT mempunyai tahap kesediaan lebih rendah untuk menggunakan ICT.

Ujian Khi Kuasa Dua juga memperoleh keputusan χ²(2, N=615)=99.564, p<0.01 yang menunjukkan terdapat perbezaan signifikan antara sikap responden (positif dan negatif) dengan kebolehan menggunakan ICT. Frekuensi taburan data menunjukkan responden yang bersikap positif kepada teknologi cenderung memiliki tahap kebolehan yang tinggi untuk mengaplikasikan ICT, manakala responden yang bersikap negatif terhadap teknologi mempunyai tahap kebolehan yang rendah dalam mengaplikasikan ICT.

**Faktor Bentuk Teknologi dan Aplikasi ICT**

Bagi menentukan korelasi antara bentuk teknologi dengan aplikasi ICT oleh responden, analisis korelasi Pekali Pearson (r) dilakukan antara elemen tujuan, kompleksiti dan penggunaan ICT dengan penerimaan responden. Jadual 1 menunjukkan penemuan analisis tersebut.
Data di atas menunjukkan bahawa aspek tujuan dan penggunaan teknologi mempunyai perkaitan secara positif yang signifikan dengan penerimaan responden terhadap ICT. Interpretasi kepada penemuan ini adalah apabila responden semakin jelas mengenai tujuan ICT diperkenalkan dalam tugas mereka, semakin tinggi tahap penerimaan mereka terhadap teknologi tersebut. Manakala semakin kerap penggunaan ICT dalam sistem kerja sehari-hari, semakin tinggi tahap aplikasi mereka terhadap teknologi berkenaan. Namun begitu, kajian ini mendapati kompleksiti teknologi tidak mempunyai perkaitan signifikan dengan aplikasi ICT.

**Faktor Persekitaran Organisasi dan Aplikasi ICT**

*i. Aplikasi ICT dan Pendekatan Pengurusan*

Bagi menentukan korelasi antara pendekatan pengurusan dengan aplikasi ICT, analisis korelasi Pekali Pearson (r) dilakukan antara elemen latihan, sokongan dan tekanan dengan aplikasi responden. Jadual 2 menunjukkan penemuan analisis tersebut.

<table>
<thead>
<tr>
<th>KORELASI (r)</th>
<th>Pengurusan</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Latihan</td>
</tr>
<tr>
<td>Kesediaan</td>
<td>.190**</td>
</tr>
<tr>
<td>Kebolehan</td>
<td>.343**</td>
</tr>
<tr>
<td>Total (Aplikasi)</td>
<td>.297**</td>
</tr>
</tbody>
</table>

Penemuan tersebut menunjukkan latihan yang kerap, sesuai, berterusan dan menyeronokkan telah mempengaruhi secara positif aplikasi responden terhadap teknologi tersebut. Begitu juga, semakin tinggi sokongan daripada pihak pengurusan organisasi terhadap penggunaan ICT, maka semakin tinggi aplikasi responden terhadap teknologi berkenaan. Analisis ini turut menunjukkan bahawa tahap tekanan pengurusan adalah berkait rapat dengan penggunaan ICT iaitu menyarankan semakin tinggi tekanan, semakin tinggi tahap aplikasi responden.
ii. Aplikasi ICT dan Peringkat Pentadbiran

Kajian ini juga ingin melihat sama ada aplikasi ICT dalam kalangan penjawat awam turut berkaitan dengan peringkat pentadbiran bertugas iaitu di ibu pejabat, negeri dan daerah. Berdasarkan Ujian ANOVA sehala, terdapat perbezaan aplikasi ICT yang signifikan mengikut peringkat perkhidmatan responden ($F = 3.708, p<0.05$). Jadual 3 menunjukkan kelompok responden yang bertugas di ibu pejabat memiliki tahap aplikasi ICT lebih tinggi berbanding responden yang berkhidmat di negeri dan daerah. Data juga menunjukkan bahawa responden yang bertugas di daerah memiliki tahap aplikasi ICT terendah berbanding rakan-rakan mereka di negeri dan ibu pejabat.

<table>
<thead>
<tr>
<th>Peringkat Pentadbiran</th>
<th>N</th>
<th>Min</th>
<th>Sisihan Piawai</th>
<th>F</th>
<th>df</th>
<th>Sig</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ibu Pejabat</td>
<td>366</td>
<td>3.80</td>
<td>0.790</td>
<td>3.708</td>
<td>2</td>
<td>0.025*</td>
</tr>
<tr>
<td>Negeri</td>
<td>48</td>
<td>3.72</td>
<td>0.772</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Daerah</td>
<td>201</td>
<td>3.61</td>
<td>0.800</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* $p < 0.05$

Jadual 3 : Aplikasi ICT Mengikut Peringkat Pentadbiran

Bagi memastikan dapatan tersebut, kajian ini meninjau pula tahap halangan yang dihadapi dalam pelaksanaan ICT mengikut peringkat pentadbiran. Halangan yang dimaksudkan merujuk kepada kombinasi tahap kebimbangan, prasangka dan technophobia responden dalam menggunakan ICT. Dalam mentafsirkan halangan ini, min yang lebih tinggi bermaksud tahap halangan yang lebih tinggi dan sebaliknya.

<table>
<thead>
<tr>
<th>Peringkat Pentadbiran</th>
<th>N</th>
<th>Min</th>
<th>Sisihan Piawai</th>
<th>F</th>
<th>df</th>
<th>Sig</th>
</tr>
</thead>
<tbody>
<tr>
<td>Ibu Pejabat</td>
<td>366</td>
<td>2.09</td>
<td>0.642</td>
<td>9.950</td>
<td>2</td>
<td>0.00*</td>
</tr>
<tr>
<td>Negeri</td>
<td>48</td>
<td>2.25</td>
<td>0.674</td>
<td></td>
<td></td>
<td></td>
</tr>
<tr>
<td>Daerah</td>
<td>201</td>
<td>2.34</td>
<td>0.633</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* $p < 0.01$

Jadual 4 : Halangan Aplikasi ICT Mengikut Peringkat Pentadbiran

Berdasarkan Ujian ANOVA sehala, Jadual 4 menunjukkan wujud perbezaan halangan yang signifikan terhadap aplikasi ICT mengikut peringkat perkhidmatan responden ($F = 9.950, p<0.01$). Dapatan ini menunjukkan kelompok responden yang bertugas di ibu pejabat mengalami halangan yang lebih rendah untuk menggunakan ICT berbanding
responden yang berkhidmat di negeri dan daerah. Data tersebut menunjukkan bahawa responden yang bertugas di daerah memiliki halangan tertinggi untuk mengaplikasikan ICT berbanding rakan-rakan mereka yang bekerja di negeri dan ibu pejabat.

**iii. Aplikasi ICT dan Lokasi Organisasi**


<table>
<thead>
<tr>
<th>Lokasi</th>
<th>N</th>
<th>Min</th>
<th>Sisihan Piawai</th>
<th>t</th>
<th>df</th>
<th>sig (2-tailed)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bandar Utama</td>
<td>505</td>
<td>4.38</td>
<td>0.561</td>
<td>2.141</td>
<td>613</td>
<td>0.032*</td>
</tr>
<tr>
<td>Luar Bandar Utama</td>
<td>110</td>
<td>4.25</td>
<td>0.581</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Lokasi</th>
<th>N</th>
<th>Min</th>
<th>Sisihan Piawai</th>
<th>t</th>
<th>df</th>
<th>sig (2-tailed)</th>
</tr>
</thead>
<tbody>
<tr>
<td>Bandar Utama</td>
<td>505</td>
<td>4.14</td>
<td>0.587</td>
<td>3.158</td>
<td>613</td>
<td>0.001**</td>
</tr>
<tr>
<td>Luar Bandar Utama</td>
<td>110</td>
<td>3.94</td>
<td>0.641</td>
<td></td>
<td></td>
<td></td>
</tr>
</tbody>
</table>

* p < 0.01 ** p < 0.05

Jadual 5: Aplikasi ICT Mengikut Lokasi Organisasi

Jadual 5 menunjukkan terdapat perbezaan yang signifikan dalam penggunaan ICT mengikut lokasi jabatan iaitu t (613) = 2.141, p<0.05 bagi tahap kesediaan dan t (613) = -0.456, p<0.01 bagi tahap kebolehan. Responden yang bekerja di bandar utama memiliki tahap kesediaan dan kebolehan aplikasi ICT lebih tinggi berbanding responden yang bertugas di luar bandar utama. Oleh itu tahap kesediaan dan kebolehan responden untuk menggunakan aplikasi ICT dalam kajian ini mempunyai kaitan dengan faktor lokasi jabatan mereka.

**8. CADANGAN-CADANGAN KAJIAN**

Berdasarkan hasil penemuan kajian ini, cadangan-cadangan berikut dikemukakan untuk pertimbangan stakeholders dan pihak pengurusan organisasi dalam sektor awam yang terlibat dalam pelaksanaan projek EG.
i. Pemurnian Sikap Pegawai Awam Terhadap Aplikasi ICT

Memandangkan faktor sikap positif personel awam berkait rapat dalam menentukan kejayaan projek EG, organisasi haruslah berusaha untuk mengikis sikap negatif (kebimbangan, prasangka dan technophobia) pegawai awam terhadap sistem dan teknologi. Pada masa yang sama, pihak pengurusan organisasi harus melaksanakan strategi-strategi bagi mengukuhkan sikap positif (keinginan dan keyakinan) mereka dalam meningkatkan aplikasi ICT bagi menjayakan EG. Dalam konteks ini, motivasi, sokongan dan penghargaan memainkan peranan penting bagi memurnikan sikap pegawai awam terhadap ICT.

ii. Memberi Fokus Kepada Aspek Sosio-demografi Pekerja


Kajian ini juga mendapati bahawa kebolehan aplikasi ICT adalah berbeza berdasarkan tahap akademik pegawai awam. Responden yang memiliki tahap akademik yang tinggi (Sarjana dan Ph.D) mempunyai kebolehan menjayakan EG lebih baik berbanding mereka yang memiliki kelayakan akademik lebih rendah. Justeru, pihak jabatan perlu memberi tumpuan dan penekanan yang lebih terhadap program-program galakan dan latihan kepada kakitangan bawahan dalam organisasi.

iii. Membentuk Persekitaran Organisasi Lebih Kondusif

Dapatan kajian ini menunjukkan bahawa kebolehan pemberian latihan yang tepat, diminati dan berterusan (konsisten) mempunyai korelasi positif dengan tahap penerimaan responden terhadap ICT. Dalam hal ini, latihan-latihan kepada pegawai awam perlu ditumpukan kepada dua perkara iaitu untuk meningkatkan tahap penerimaan dan tahap kompetensi mereka. Sehubungan itu, jabatan kerajaan perlu membuat perancangan dan strategi latihan formal yang berkesan iaitu tidak membosankan, berterusan dan bersesuaian dengan aplikasi ICT yang diguna pakai oleh organisasi. Pada masa yang sama, petugas perlu digalakkan untuk mengikuti latihan-latihan tambahan secara informal, misalnya dengan belajar daripada pegawai lain yang lebih berkemahiran.
Dapatan kajian ini juga menunjukkan bahawa sokongan dan galakan pengurusan atasan berkorelasi secara positif dengan tahap penggunaan ICT. Oleh itu pihak pengurusan perlu menyediakan pegawai IT secukupnya untuk membantu mengatasi masalah teknikal, mengemaskinikan perkakasan, meningkatkan perisian sistem ICT dan memberi bantuan lain bagi meningkatkan tahap aplikasi kakitangan.

Pada masa yang sama, tekanan pihak pengurusan didapati mempunyai kesan positif terhadap aplikasi ICT. Keadaan ini menunjukkan bahawa perhatian serius, gesaan dan sikap demanding pengurusan boleh memberi kesan kepada kakitangan agar sentiasa mematuhi arahan stakeholders untuk menjayakan aplikasi EG. Terdapat kemungkinan bahawa salah satu penyebab kepada kesungguhan kakitangan untuk mengaplikasikan ICT adalah kerana bimbang dipersalahkannya oleh pengurusan sekitarnya organisasi mereka gagal melaksanakan EG.

iv. Pengemaskinian Software, Sistem dan Kelengkapan ICT

Kajian ini mendapati bahawa aplikasi ICT adalah berkorelasi positif dengan tujuan dan penggunaan teknologi. Keadaan ini menunjukkan, semakin jelas responden dengan tujuan teknologi diperkenalkan, semakin tinggi aplikasi mereka. Begitu juga, semakin kerap penggunaan dan manfaat yang diterima daripada penggunaan teknologi, semakin tinggi tahap aplikasi ICT. Justeru, pihak pengurusan perlu merancang strategi yang berkesan untuk memberi kefahaman kepada semua lapisan kakitangan mereka mengenai penggunaan ICT dan pelaksanaan EG.

Selanjutnya, pekerja akan lebih mudah menerima teknologi sekitarnya ia bersifat job-fit dan work-oriented iaitu perlu digunakan dalam proses kerja. Dalam hal ini, organisasi perlu memberi galakan kepada kakitangan untuk mengaplikasikan ICT bagi membolehkan mereka melaksanakan kerja dengan cepat dan tepat. Sistem tersebut juga hendaklah kondusif bagi membolehkan kakitangan berkongsi maklumat bagi mewujudkan sense of belonging dalam kalangan mereka.

v. Mengecilkan Jurang ICT Merentasi Lokasi dan Pentadbiran


Penemuan ini konsisten dengan dapatan kajian selanjutnya iaitu responden yang bertugas di ibu pejabat persekutuan dan negeri mempunyai tahap aplikasi ICT lebih tinggi berbanding mereka yang bertugas di daerah. Dapatan kajian ini juga menunjukkan bahawa petugas di peringkat daerah mempunyai halangan yang lebih tinggi dalam
melaksanakan aplikasi ICT. Oleh itu, pihak pengurusan seharusnya memberi tumpuan bagi meningkatkan kesedaran, dorongan, latihan dan tekanan kepada mereka yang berkhidmat di luar bandar utama dan di peringkat daerah, agar aplikasi ICT dapat dipertingkatkan bagi menjayakan agenda EG.

9. KESIMPULAN

Tinjauan literatur mendapati bahawa terdapat pelbagai faktor kritikal yang dikaitkan dengan kejayaan atau kegagalan sesuatu projek EG. Namun begitu, kajian ini hanya meneliti cabaran pelaksanaan EG dari aspek aplikasi ICT oleh penjawat awam dan kaitannya dengan ciri-ciri petugas, bentuk teknologi serta persekitaran organisasi. Dengan mengambil agensi-agensi tertentu yang telah melaksanakan projek-projek perintis EG, kajian ini mendapati bahawa ketiga-tiga faktor tersebut mempunyai kaitannya dengan tahap aplikasi ICT oleh kakitangan di organisasi masing-masing. Oleh kerana keberkesanan pelaksanaan EG sememangnya berkait rapat dengan penggunaan ICT, maka tahap aplikasi teknologi tersebut adalah sangat signifikan dalam menjayakan projek EG di organisasi berkaitan.

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   - Telephone and fax numbers of authors
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7. The length of each submission should be no more than 5,000 words using double space and Arial 14 font.

8. Text should be fully justified and double-spaced.

9. Every submission must include an abstract of about 150 words.

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