

CIVILIANIZATION IN THE POLICE FORCE: THE PERCEPTION AND ACCEPTANCE LEVEL AMONG POLICE PERSONNEL IN ROYAL MALAYSIA POLICE

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FULFILLMENT FOR THE DEGREE OF MASTER OF
HUMAN CAPITAL MANAGEMENT**



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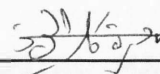
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DECLARATION

I hereby declare that the material in this thesis is my own except for quotations, excerpts, equations, summaries and references, which have been duly acknowledged.

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A handwritten signature in black ink, appearing to read "J. Paul Sidin", is written over a horizontal line. The signature is enclosed within a large, hand-drawn circle.

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Firstly I would like to express my greatest thanks to Allah S.W.T for his blessings in completing this research. With honor, my highest gratitude to my only one supervisor Dr. Julian Paul Sidin whose supervised me for all his help, guidance and advice throughout the study. His patience in guiding me in completing this study is highly appreciated.

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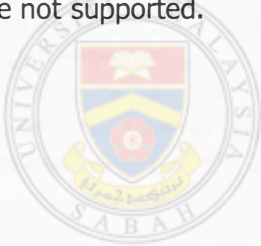
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ABSTRACT

Civilianization in Royal Malaysia Police is still vague even though it was successful implemented back in 2009. Therefore, this study was conducted descriptively for aim to study about the level of acceptance among police personnel through civilianization practices as well as the factors influence the perception through communication, trust, community partnership, commitment, experience and capability. Questionnaire were distributed to the various rank of police personnel (Inspector-Senior Assistant Commissioner) and lower rank member (APR) (Constable-Sub Inspector) which consist in police district level: Kota Kinabalu Police District and Papar Police District and police station level under the two police district respectively as well as the internal Security and Public Order Department (KDN/KA) (PGA) Bukit Aman. The sample of population is two hundred twenty three (223) respondents by using administered questionnaire and online questionnaire. The data collected were statistically analyzed by using the SPSS for entering data and Partial Least Square (PLS) software in order to measure the relationship and correlation between dependent and independent variable in this study. It has been found that there is a positive significant between the variables of perception, communication and trust among police personnel in Royal Malaysia Police. In contrary, the variable of community partnership, commitment, experience and capability are not supported.



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ABSTRAK

Pengawaman dalam Polis Diraja Malaysia masih samar-samar walaupun ia berjaya dilaksanakan pada tahun 2009. Kajian ini dijalankan secara deskriptif bertujuan mengkaji tahap penerimaan di kalangan anggota polis di pelbagai peringkat melalui pengawaman serta faktor-faktor yang mempengaruhi persepsi melalui komunikasi, kepercayaan, perkongsian masyarakat, komitmen, pengalaman dan keupayaan. Soal selidik telah diedarkan kepada pangkat pelbagai anggota polis (Ketua Polis Negara, Penolong Kanan Pesuruhjaya) dan anggota pangkat rendah (APR) (Konstabel-Sub Inspektor) di beberapa peringkat Ibu Pejabat Polis Daerah iaitu Ibu Pejabat Polis Kota Kinabalu dan Ibu Pejabat Polis Daerah Papar dan peringkat Balai Polis di bawah daerah Ibu Pejabat Polis Kota Kinabalu dan Ibu Pejabat Polis Papar dengan tambahan dari Jabatan Keselamatan dalam Negeri dan Ketenteraman Awam (KDN/KA) Pasukan Gerakan Am (PGA) Bukit Aman. Sampel penduduk adalah sebanyak 223 responden dengan menggunakan soal selidik yang dihantar dengan tangan dan kaji selidik dalam talian. Data yang dikumpul telah dianalisis secara statistik dengan menggunakan Statistical Package for the Social Science (SPSS) V21 (2015) untuk memasukkan data dan perisian Partial Least Square (PLS) untuk mengukur hubungan dan korelasi antara pembolehubah bersandar dan tak bersandar dalam kajian ini. Berdasarkan dapatan kajian menunjukkan bahawa terdapat signifikan positif antara pembolehubah persepsi, komunikasi dan kepercayaan di kalangan anggota polis dalam Polis Diraja Malaysia. Manakala pembolehubah perkongsian masyarakat, komitmen, pengalaman dan keupayaan tidak mempunyai signifikan terhadap tahap penerimaan pengawaman di kalangan pegawai dan anggota polis di Polis Diraja Malaysia.

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CHAPTER 1

INTRODUCTION

1.1 Introduction

This study would be able to provide an insight into the research area to the reader. It starts with a brief description of the civilianization background which describes the development of civilianization in Royal Malaysia Police. The successful of civilianization practices can be measured by the acceptance level among police personnel in Royal Malaysia Police. It will also explain on the perception of how civilianization practices could enhance the police force through communication, trust, community partnership, capability, experience, commitment, and institutionalization. Further, research question and research objectives will be discussed, together with the scope and significance of study on the importance of acceptance level and perception among police personnel. For the purpose of understanding the important terms used in this study, the appropriate operational definition of key terms are also available. The operational definition of key terms is introduced based on the relevant definitions found in published literature.

1.2 Background of Study

In Government Transformation Plan Annual Report (2013), reducing crime was done by accelerating civilianization police forces to be in line with the policy of community policing, however, it is fairly critical to accelerate the civilianization itself (The Royal Commission, Operation, and Management, 2005). On March 2006, the police suggested that more than thirty percent of jobs in the police force can be employed by civilians, thus provides more trained personnel to be on field. The initiative to increase the number of civilians in the police force has been initiated and it should be. In

addition, this initiative tracks the necessary processes to ensure the continuity of civilianization and it helps to identify the cause of delay (Government Transformation Program Annual Report, 2013). The main objective of the government in introducing the National Key Result Areas for the Ministry of Home Affairs is to make sure the nation always feel safe in this country. Therefore, the government has encouraged frequent appearance of police personnel on the streets by assigning senior police officers for patrol duties especially in dangerous spot and also to ensure that they are engaged with the public and their safety (Rohman, 2010).

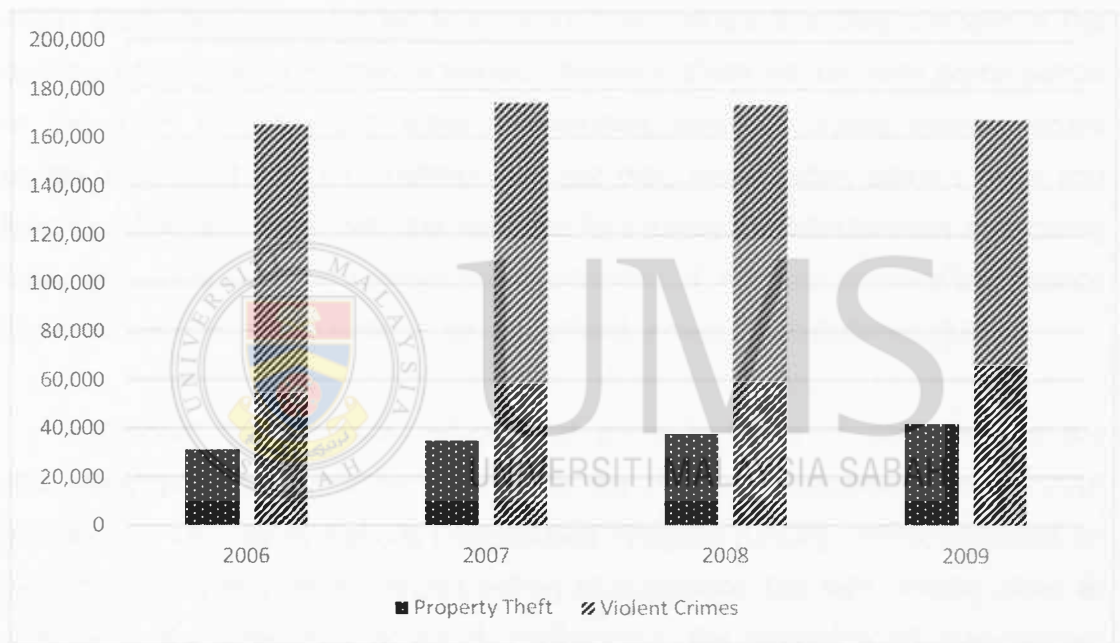


Figure 1.1: Malaysia statistic of crime rate from 2006 to 2009

Source : Government Transformation Programme (GTP) Annual Report 2010

In recent years, crime has rapidly increased in Malaysia. According to Figure 1.1, it shows the total crimes of twelve thousand eight hundred and two (12,802) for 2006, 2007, 2008 and 2009 while there was an increased by 1 percent for the year 2007 to 2008 with a total of two thousand sixty-three (2,063) cases (Mazlan Ismail, 2012). The overall Index Crime rate had increased from seven hundred forty-six (746) reported crimes in 2006 to 767 in 2007 and 2008 with the population of one hundred thousand (100,000). A dramatically increase in index crimes is certainly an "Indicator"

that shows the inefficient performance among police, which dissatisfied by the community due to their poor dispatch services. Figure 1.0 shows a statistic of crime rate in Malaysia for 2006 to 2009.

Back in 2009, civilianization is the act of handing over the job of clerical or administration to the civilian staff. Under the National Key Result Area (NKRA) initiatives, police personnel had been focusing on the community policing such as street patrolling in order to ensure their safety (Ramli Mohd Yoosuf, 2012). National Key Result Areas (NKRA) was introduced by the government and Ministry of Home Affairs (KDN) and it is intended to convince these people that they are safe in this country, while doing their daily activities. Therefore, there will be more police patrols on the street to watch over these communities, especially during summer where people often spent their time outdoor. Not just that, the voluntary patrol scheme and Rakancop had associated with the residents to improve the effectiveness in securing their safety. Through the concept of volunteerism, it helps to improve the public's perception on the level of national security (Mohd. Anwar Patho Rohman, 2010).

Although there was a reduction of crime in terms of statistics, but the Malaysians' perception can be reflected in the Human Development Report 2015 published by the United Nations Development Program (UNDP). Whereby, based on the results, only forty-eight percent (48%) of Malaysians feel safe walking alone at night or in the areas they occupied. Furthermore, the remaining fifty-two percent (52%) still feels insecure. Theoretically speaking, Louis Perry the president of Kadima Security Services in Los Angeles recommended several tips on the preference of cops while dealing with security force in a crime scene; 1) regard, 2) flawless appearance, 3) clear correspondence, 4) help when required, 4) knowing the police part, 5) site information, 6) be grateful, and 7) polished methodology (Perry, 2012).

The challenges in reformation of police force experienced in other countries usually deals with the participation of civilians in the police department and also to increase the number of skilled and experts in the organization. In relation with this, the 7th Workshop of the Inter-Parliamentary Forum on Security Sector Governance

(IPF-SSG) in Southeast Asia (2009) was held in Davao Philippines, in cooperation with the Friedrich-Ebert-Stiftung (FES) and the Geneva Centre for the Democratic Control of Armed Forces (DCAF). As acknowledged in Indonesia, police reformation process has been established since the past ten years. Hence, the civilianization in the police force will strengthen the public oversight on the reform process as were discussed in the conference.

Looking back at the time when Malaysia was shocked by the arrival of armed Sulu terrorists who infiltrate through Lahad Datu, Sabah on February 11th, 2013 in which they claimed that Sabah is their property. Negotiations for peace had failed and a string of Malaysia's security forces, causing a total of sixty-eight casualties, including nine members from security of Malaysia. There were hundred twenty one terrorists captured (Mun, 2010). As such, it is obviously that police personnel are needed to be on field rather than handling administrative task. Indeed, in Police Act 1967 (section 19), police officers will be deemed to be always on duty when required to act as such and shall perform the duties and exercise the powers granted to him under this Act or any other law at any place in Malaysia where he may be doing duty.

It is an adverse ratio of eighty-five thousand (85,000) members who were not involved in community policing duties including office work. It is stated that the civilian should be performing these administration tasks to control the wastage of energy instead. These policemen supposed to do what they meant to do such as patrols and preventing crimes, but not in any way, should they hold files. Hence, the police officers are able to work overtime, particularly in policing (Utusan Online, 2003). Lam Choong Wah (2011) suggested that the reverse would seem more appropriate, i.e. the Crime Investigation Department should be in larger unit. For instance, "Omnipresence" is a crime prevention strategy which involved three hundred (300) members of the uniformed constables to be deployed daily to 10 strategic locations in Kuala Lumpur and Petaling Jaya (Ramli Mohd Yoosuf, 2012).

In particular, the job description is the duty of civil servants to a post in the administration. However, in the routine of their work it would require their respective roles to describe the reflective clear line with the policies and principles that govern their work, monitoring the activities of colleagues and subordinates to encourage compliance with the policies and principles and regular review of policies and principles in the light of experience and evidence. But clearly, spotlighted in the duty of constitutional law, common law, and the law, but the expression is sometimes hesitant and unclear (Simon, 2015).

Job description is an important tool for work arrangement in regards with their positions an organization. The purpose of a job description is to explain the purpose, scope, duties and responsibilities of a specified job (Bodnarchuk, 2012); whereby it sets a value to both the employees and the employer (Bohlander & Snell, 2010); and a job description of police officer is legislated across the country (Sewell, 2010). The skill diversities among employees in the labor market allow employers to identify the right candidate for the right job that simultaneously fits in the workplace. Thus, the government will be able to recruit more highly skilled employees in regions where their pay is relatively high (Katz & Krueger 1993). While, police officers were perceived to focus only on crime prevention, but relatively, it only represents a small percentage of what police actually do. Therefore, the job description should be changed to reflect the real job of police officers. Among one of the descriptions of police duties noted by Goldstein (1979) is to prevent, control, and conduct wisely to a threatening situation that involves life and property (serious crime) , along with aiding individuals who are in danger of physical harm, such as the victim of a criminal attack or automobile collision.

The positions that should be employed by the civilians in Royal Malaysia Police are computer technician, clerical and operational, finance, translator, secretary ship and counselor, on the account of skills that they possessed. Meanwhile, the enforcement is Constable, Corporal, Sergeant, Sergeant Major, Sub-Inspector, Inspector, Assistant Commissioner of Police and Deputy Superintendent. Previously, both civilian staff and policemen will do the same operational and administrative task, which is technically inappropriate. And so, it makes it clear that job description is

crucial in delegating a job. This scenario also makes civilians think that they could do a better job as policemen. How police personnel and civilian staff can do better in the police force? Can policemen accept civilian staff to be part of their team? Thus, this is aimed to measure the acceptance level of civilian staff among police personnel. Apart from that, what is the perception among police personnel and civilian staff when they work together? Can they function better?

Civilian staff can be categorized into three types of positions: 1) routine tasks that were previously carried out by police officers; 2) a more skilled sender of the desk clerks, and photo lab technician; and 3) specialists, including computer specialists, budget analysts, and lawyers as mentioned by Davis, Lombardo, Woods, Koper and Hawkins (2014). Adopted from Official Secrets Act 1972 (Act. 8), the police force building is a restricted area and its security is vital. Thus, the level of safety is strictly controlled in accordance with the Official Secrets Act 1972. Apart from that, the movement in police building is strictly limited and verbal or written is necessarily required. The opportunity for civilians to work with police force is wide, and civilianization will help these civilians to fill in the vacant post as were categorized earlier, who will be named as NKRA civilian staff. Meanwhile, civilian staff that wishes to transfer into the police force has to come from various backgrounds other than enforcement department.

Soon, the diversity of civilian staff in various departments will become a problem due to the perception among police personnel as well as among the civilian staff themselves. The civilian staff was unable to adapt the culture in the police force and they probably will take few months or perhaps years, to become one of the team in police force. Unfortunately, within a month, these staff will request to be transferred into another department such as Department of Service Administration (JPA). Hence, Davis *et al.* (2012) mentioned that police officers generally stay longer with the police agency than civilians (Guyot, 1979; Wilson, 1975). Eventually, when they moved out from police force, they were not screened by security to ensure that any hard copy or soft copy such as classified documents copies, sources or information using a thumb drive, compact disc, slide presentation and so forth were not brought along.

In relation to the mentioned problem above, it is important to note that they are prohibited from accessing any classified documents except for those that were authorized by their superior. Civilian staffs who were assigned to work with secret unit, it is compulsory to sign a statutory declaration (Official Secrets Act Declaration form, 1972) for the purpose of maintaining and controlling the content of the classified files that could compromise or threaten the national security. To be clear, not all of them were allowed to access those documents. The problem arises when the civilian staff from the secret unit was transferred to another department, including the Royal Malaysia itself. This raises several questions; how can they be transferred easily? Are there any condign processes or systems to go through before transferring? Can these staff be trusted to keep classified information stay confidential?

Nevertheless, the civilian staff is strictly bound by the terms and conditions adopted in the Public Officers Regulations (Conduct and Discipline Regulations, 1993) and directives related to the core of the character or conduct of civilian staff. The problem occurred when the civilian staffs were lack of knowledge and information on the background and culture of police force. Likewise, Davis *et al.* (2012) mentioned that civilians do not fit comfortably and would not be able to adapt the culture of law enforcement (Wilkerson, 1994; Shernock, 1988).

On the other hand, police personnel are unable to accept civilian staff due to their lack of the knowledge on the culture in police force and their inability to adapt to the environment. Most of them were unable to adapt the work pattern and culture in the organization at the very beginning of their job due to the rigid requirement, etiquette, and rules. This is a challenge for civilian staff to work with the utmost efficiency and ultimately did not get a real job satisfaction. Thus, some suggestion will be clarified at the end of the research to prevent this from happening in terms of setting several rules for transferring civilian staff to other departments excluding police force.

1.3 Problem Statement

The working hours for civilian staff and police personnel are quite differ. Notably, civilian staff uses office hours which is 8am -5pm, while the policemen changes depends on when they are needed. Their duties are based on the requirements of assigning troopers depending on the security situation from time to time. Moreover, police personnel felt that civilian staffs were not trained to serve the country under any circumstances. The willingness to sacrifice is what differentiates policemen with civilian staff .as police officers implemented '*esprit de corp*'. Therefore, the acceptance level of civilian staff among policemen needed to be addressed.

Although civilian worker able to undergo their task efficiently in the organization, the efficient job in police force, but there are still a gap in the views of policemen towards civilian staff. Normally, police officers perceived new civilian staff as troublesome, because they are unexposed to the cultures of law enforcement. In order to adapt into the organization's work culture, one has to have an efficient work flow that matches the expectation of the policemen, and that requires a highly set of skills and expertise in the individual's field. Whereas, failing to do so could result in dismissal of duty due to their incompetence in carrying out their task efficiently. Indeed, the police have a problem in retaining their civilian staff in the organization. In addition, these officers need to be positive about civilian staff so they could improve rather than giving destructive criticism. A study conducted by Davis *et al.* (2014) was to determine how public officials can be integrated into the culture of law enforcement. The result showed that only 20 percent of public officers were able to adapt the culture of police. Thus, it proved that the problem do not only lies on the police personnel, but the public officers themselves.

Police personnel assumed that civilian employees are incapable of understanding their culture and working together as a team. Brewer (2001) cited that an individual's work satisfaction is heightened by his or her work situation that provides both acceptance and affiliation (Watson *et al.*, 1991). In a study conducted by Watson *et al.* (1991), they found that a group's performance exceeded that of its best member in a context approximating that likely to be found in many organizational settings:

namely, a non-trivial and difficult task, paired with real consequences (positive and negative) based on outcomes, and undertaken by a collection of people who had worked as a group for a significant period of time.

1.4 Research Question

This study aims to answer these following questions:

- 1.4.1 Does communication have a positive significant relationship with the acceptance level among police personnel in civilianization?
- 1.4.2 Does trust have a positive significant relationship with the acceptance level among police personnel in civilianization?
- 1.4.3 Does community partnership have a positive significant relationship with the acceptance level among police personnel in civilianization?
- 1.4.4 Does capability have a positive significant relationship with the acceptance level among police personnel in civilianization?
- 1.4.5 Does experience have a positive significant relationship with the acceptance level among police personnel in civilianization?
- 1.4.6 Does commitment have a positive significant relationship with the acceptance level among police personnel in civilianization?
- 1.4.7 Does institutionalization have a positive significant relationship with the acceptance level among police personnel in civilianization?

1.5 Research Objectives

The main objectives of the study are:

- 1.5.1 To examine whether communication has a positive significant relationship with the acceptance level among police personnel in civilianization;
- 1.5.2 To examine whether trust has a positive significant relationship with the acceptance level among police personnel in civilianization;
- 1.5.3 To examine whether community partnership has a positive significant relationship with the acceptance level among police personnel in civilianization;

- 1.5.4 To examine whether capability has a positive significant relationship with the acceptance level among police personnel in civilianization;
- 1.5.5 To examine whether experience has a positive significant relationship with the acceptance level among police personnel in civilianization;
- 1.5.6 To examine whether commitment has a positive significant relationship with the acceptance level among police personnel in civilianization;
- 1.5.7 To examine whether institutionalization has a positive significant relationship with the acceptance level among police personnel in civilianization;

1.6 Significance of Study

As of to date, the study of civilianization in Royal Malaysia Police is still crucial to add on the existing literature, especially in the level of acceptance as well as the perception among police personnel through communication, trust, community partnership, capability, experience, commitment, and institutionalization.

1.6.1 Significance to Knowledge

This study is the first attempted research in the perception and acceptance level among police personnel through civilianization in Royal Malaysia. Thus, it will help to shed a better understanding on how well the civilianization practices affect in Royal Malaysia Police. It also includes the rules, roles, mission and vision on how police personnel managed to reduce crime index as targeted.

The implementation of civilianization has an impact on the overall structure and function within the Royal Malaysia Police. The rapid changes had led an improvement in various aspects and one of them is the positive feedback from society. Based on the Government Transformation Programme (GTP) Annual Report in 2010, there were improvements in the last 4 years since the implementation: 1) reducing street crime by 35% and 15% reduction in crime, it is statistically the highest reduction since Malaysia had achieved its independence; 2) About 753 police stations were given recognition based on their service and performance to the public; 3) there were a total of 14,222

police officers and 7,402 office support staff had joined forces with General Operation Forces (PGA) for street patrolling.

1.6.2 Significance to Policy Maker

Likewise, this study will contribute to the development of civilianization and will be used as a guidance to emphasize which aspects, which are able to influence in formulating policies and strategy for a positive outcome in future. In order to enhance implementation of civilianization in the Royal Malaysia Police, the acceptance level among police personnel is useful to the policy makers, top management, department head, office chief station, officer chief police district, and so forth. Eventually, the rules and procedure will be necessary to comply among civilian staff in Royal Malaysia Police as well as the external forces that work with the organization.

Although the accomplishment had a big impact, statistically, but the acceptance level and the perception among police personnel in Royal Malaysia Police may be vary. Compliance with all commands and decisions are mandatory to be implemented for every police personnel. Thus, preparedness and esprit de corps are very high among themselves. Psychologically speaking, this study will aim to measure the level of acceptance among police personnel regardless of ranks, police officers, and lower rank members in Royal Malaysia Police. Will the civilianization be accepted physically and mentally?

Through the civilianization, all values, perspectives and expectations of the civilian staff will be shared among the police forces. Apart from that, it is important to study the perception of police personnel and their acceptance level towards civilian staff as it affects the effectiveness of performance in the organization. Nevertheless, the main purpose to deploy more police personnel on field through civilianization practices is to raise the respect and trustworthiness among publics. This study's direct benefactors included civilian staff and police personnel in the police force.

Thus, at the end of this study, recommendations will be included to emphasize the importance of screening for psychological and safety among the civilian staff in Royal Malaysia Police as well as among the external employees. Furthermore, the personality test effectiveness is dependent on whether the employer will be able to identify each personality that will maximize the success of a job. Also, this study concludes that personality test is the suitable indicator in measuring the effectiveness of employees. One method that is often used to screen workers when in training and development is the Myers-Briggs test (Stabile, 2002).

1.7 Scope of the Study

The aim of this study is to examine the acceptance level of the civilianization in Royal Malaysia Police and their perception through communication, trust, community partnership, capability, experience, commitment and institutionalization among police personnel towards civilian staff. For a better understanding on this topic research, the targeted respondent consists of police personnel regardless various rank, police personnel (Inspector to Senior Assistant Commissioner) and lower rank members (APR) (Constable to Sub Inspector) in Royal Malaysia Police. Meanwhile, the targeted police districts are Kota Kinabalu and Papar, and other police stations such as Karamunsing, Luyang, Tanjung Aru, Inanam, Manggatal, Alamesra, Gaya Island, Kinarut, and Bongawan.

This study takes 3 months to complete. A request letter to distribute questionnaire were submitted to Officer Chief Police District (OCPD) in Kota Kinabalu and Papar. Apart from that, the process of data collection takes a week, as these officers need time to fill the questionnaire. Next, the findings of the analyses were carried out using a short period of time to obtain a dependable result.

The questionnaire is available after modification and verification process of to ensure that it can respond to the stated issues and objectives of this study. The questionnaire was set up to cover the respondent profile (section A) and the study of nine variables (perception, acceptance level, communication, trust, community