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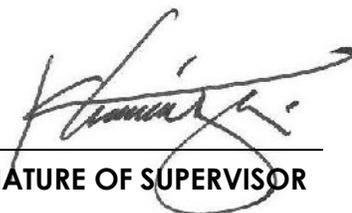
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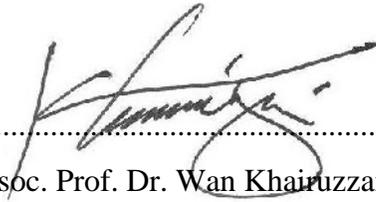
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**RESISTANCE TOWARDS JOB TRANSFER
AMONG JABATAN KERJA RAYA PROFESSIONALS**

MUZAMMIL BIN MUSA

A capstone project report submitted in partial fulfilment of the
requirements for the award of the degree of
Master Project Management

**Faculty of Civil Engineering
Universiti Teknologi Malaysia**

MAY 2011

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ABSTRACT

Jabatan Kerja Raya (JKR) or Public Works Department (PWD) is the technical advisor to the government for the implementation of national development projects and maintenance of infrastructure assets. Distribution of budget for every ministry in each five year Malaysia Plan is dynamic subjected to the changes in the national policy and focus. This may result in surplus of professionals at some JKR business unit branches, state and district JKR offices, while there are shortfalls in other different units. Therefore JKR needs to redeploy its professionals in order to create balance between workload and human resource. Redeployment of human resource for a large organization such as JKR is a very challenging task. The Human Resource Department (HRD) of JKR has to carry out the inter branches or inter states redeployment exercise involving a lot of transfer orders issued to a large number of professionals. Other factors of redeployment are such as due promotions, newly created position in other ministries that required secondment of JKR professionals and the policy of maximum five years posting at one place. The study will provide the rate of appeal of JKR professionals against transfer order in the past, the rate of resistance towards job transfer in the present, and suggestions on how to overcome the resistance. The results of this study hopefully will help HRD to formulate ways to reduce resistance and thus improve commitment towards organization among JKR professionals.

ABSTRAK

Jabatan Kerja Raya (JKR) atau *Public Works Department* (PWD) merupakan penasihat teknikal kepada kerajaan dalam pelaksanaan projek-projek pembangunan negara dan penyelenggaraan aset kerajaan. Pengagihan peruntukan untuk setiap kementerian dalam Rancangan Malaysia lima tahun adalah bersifat dinamik dan bergantung kepada perubahan di dalam fokus dan polisi negara. Ini akan menyebabkan lebih kakitangan professional di suatu cawangan unit bisnes, pejabat JKR negeri dan JKR daerah, manakala terdapat pula kekurangan kakitangan professional di suatu cawangan unit bisnes, pejabat JKR negeri dan JKR daerah yang lain. Oleh yang demikian, JKR perlu melakukan penempatan semula untuk kakitangan professionalnya dalam usaha untuk mewujudkan keseimbangan antara beban kerja dan sumber manusia. Penempatan semula kakitangan professional untuk organisasi yang besar seperti JKR merupakan satu tugas yang mencabar. Bahagian Sumber Manusia (BSM) JKR perlu melaksanakan penempatan semula peringkat antara cawangan atau antara negeri yang melibatkan banyak arahan pertukaran yang akan dikeluarkan kepada ramai kakitangan professional. Faktor lain yang menyebabkan berlakunya penempatan semula ialah kenaikan pangkat, pengwujudan jawatan baru di kementerian lain dan juga polisi maksima lima tahun di sesuatu penempatan. Kajian ini akan mencari kadar rayuan terhadap arahan pertukaran yang berlaku di masa lalu, tahap keengganan atau penolakan semasa kakitangan professional terhadap arahan pertukaran, dan juga cadangan tentang bagaimana untuk mengatasi keengganan terhadap arahan pertukaran. Hasil kajian ini diharap dapat digunakan oleh BSM untuk memformulasi cara mengurangkan kadar keengganan terhadap arahan pertukaran dan seterusnya meningkatkan komitmen kakitangan professional JKR terhadap kerjaya.

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LIST OF ABBREVIATIONS

AR	Affective Resistance
AC	Affective Commitment
BR	Behavioral Resistance
CC	Continuance Commitment
CR	Cognitive Resistance
DEO	District Education Office
HQ	Headquarters
HRD	Human Resource Department
JKR	Jabatan Kerja Raya
NC	Normative Commitment
PMI	Project Management Institute
PROKOM	Complex Project Management Branch
PWD	Public Works Department
SPSS	Statistical Package for Social Studies

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CHAPTER 1

INTRODUCTION

1.1 Background of Study

Since 1956, Malaysia has begun to plan national development for every five years, known as Malaysia Plan. Throughout the past Malaysia Plans, Jabatan Kerja Raya (JKR) or Public Works Department (PWD) has been entrusted as technical advisor to the government for the implementation of national development projects and maintenance of infrastructure assets. Distribution of budget for every ministry in each Malaysia Plan is dynamic. It is subject to the changes in the policy and focus for each Malaysia Plan.

More often than not, the change is due to unexpected situation such as global economic crisis and electoral defeat of the ruling government. The location of a project is unpredictable. Most of the time it will be in line with focus of development in the Malaysia Plan. Other factors such as constituency of the top rulers may also affect the location of projects. This inconsistencies will result in surplus of professionals at some JKR business unit branches, state and district JKR offices, while there are shortfalls in other different units.

1.1.1 Human Resource Management

After tabulation of each Malaysia Plan, all branches and states JKR office will have to study and make their human resource need planning. Based on list of projects submitted by every client ministries and approval of central agencies, person responsible human resource management in every branches and states JKR can predict the workload to implement the projects. Then they will refer to the norm of human resource that carries information on how many staff needed to cater for the workload. The norm also suggests the most appropriate and proportionate organizational structure for the particular branch. In order to verify whether a professional is fit for the post, the Human Resource Department (HRD) of JKR will carry out comparison of a professional's Competency Index to the post's Competency Requirement.

Of course the new organizational structure will require some movement of professionals. For branches or states who have surplus of professionals, they might let go some to the branches and states who experience shortfalls. This is when usually the major redeployment takes place in JKR. It is the duty of HRD in HQ to carry out the inter branches or inter states redeployment exercise. Human resource manager in branches and states will submit their human resource need analysis to HRD in JKR HQ to be analyzed. Usually vacancies in organizational structure of certain branches or states will be filled in by surplus in other branches or states.

1.1.2 Redeployment of Professionals

Redeployment of professionals is a normal exercise in reorganizing a unit or project teams in braches or states JKR offices. Redeployment involves relocating and transfers of professionals from one post to another post within the same branch or same state, or from one branch to another branch, or from one state to another state, or from branch to another state. Redeployment exercise usually

involves a lot of transfer orders issued to a large number of professionals. Other factors of redeployment are such as due promotions, newly created position in other ministries that required secondment of JKR professionals and the policy of maximum five years posting in one place. Every transfer order has to abide to certain rules, protocols and then table to the meeting of Human Resource Development Panels Meeting for approval.

Redeployment of human resource for a large organization such as JKR is a very challenging task. In order to establish the strategy for redeployment, the HRD has to study the workload of every office and department in JKR. Then, the HRD need to look into the norms for organizational structure of project team, business units and district offices. The ideal setup of human resource often requires recruitment of additional human resource. Unfortunately in JKR, recruitment is plagued with bureaucracies and red tape and that it falls under the jurisdiction of various agencies which adds to the delay in recruitment process.

Professionals will play important role in every organizational setup derived from the norms. Therefore, there is a need for a good redeployment strategy of JKR professionals. This study will look into the redeployment of 1093 JKR professionals who hold project management posts in JKR business unit branches, state and district JKR offices. Workload will be based on projects under 10th Malaysia Plan implemented by JKR. Ideally, the redeployment strategy will consider not only the workload in the pre-contract phase at the beginning of 10th Malaysia Plan but also redeployment after the workload shift to post-contract phase.

1.2 Problem Statement

New organizational structure will require some movement of professionals. For branches or states who have surplus of professionals, they might let go some to the branches and states who experience shortfalls. This is when usually the major

redeployment takes place in JKR. It is the duty of HRD in JKR headquarters (HQ) to carry out the inter branches or inter states redeployment exercise. Human resource manager in branches and states will submit their human resource need analysis to HRD in JKR HQ to be analyzed. Usually vacancies in organizational structure of certain branches or states will be filled in by surplus in other branches or states.

Often HRD cited that moving people is not as easy as moving goods or machinery. Dealing with people involves many intangibles considerations such as emotions, sentimental values, welfare and thus create resistance to be transferred or mobilized. Even though on the paper everything seems perfect, the Competency Index match nicely with the Competency Requirement, the professionals just completed his duty successfully in supervising a project and the team was officially disband, and the transfer come together will promotion and other benefits, still resistance can occur. Even though professionals have to obey the transfer order, there are always objections or appeal against it. So it is important to study the behavior of JKR Professionals when it comes to job transfer. Therefore, this study is to measure the rate of resistance of JKR professionals towards job transfer, how it relates to organizational commitment and how to overcome or reduce the resistance.

1.3 Objective of the Study

- i. To study the past rate of appeal against job transfer
- ii. To measure the level of resistance among JKR professionals towards job transfer.
- iii. To measure the relationship between factors of resistance and organizational commitment among JKR professionals.
- iv. To recommend strategies to reduce resistance towards job transfer.

1.4 Significance of the Study

- i. For Human Resource Department of JKR - The study will provide the rate of resistance of JKR professionals towards job transfer. The results will assist in predicting rate of objection or appeal regarding in every issuance of job transfer order.
- ii. For Complex Project Management Branch (PROKOM) – To formulate ways to overcome or reduce the resistance towards job transfer among JKR professionals thus improve commitment towards organization among JKR professionals.

1.5 Scope of the Study

Generally the scope of the study is restricted to JKR professionals who have experienced being transferred at least once. Due to time constraint and several limiting factors, the survey only circulated to JKR professionals in the headquarters.

1.6 Explanation of terms

Some of the terms that frequently used by the author during this study are explained in the following sub section.

1.6.1 The Malaysia Plans

Since 1956, Malaysia has begun to plan national development for every 5 years, known as Malaysia Plan. Throughout the past Malaysia Plans, Jabatan Kerja

Raya (JKR) or Public Works Department (PWD) has been entrusted as technical advisor to the government for the implementation of national development projects and maintenance of infrastructure assets. Effective project delivery is crucial to support the implementation of Malaysia Plan. One of the key factors to support the success of project delivery is human resource (Kerzner, 2006).

In the 9th Malaysia Plan (2006-2010), JKR has quite a number of projects that running progressively and smoothly. Many of them managed to be completed and handed over to clients even though almost 80% were derailed from the original schedule (Hizamul-din, 2010). Moreover, a few projects have created mess and jeopardize or smear the reputation of JKR as a whole (Farijal, 2010). The problem of ineffective project delivery has plagued JKR despite of various counter measures put in place. One of the common reasons was due to lack of staff.

1.6.2 Professionals in JKR

Recruitment of professionals in JKR has to abide by the rules of the government recruitment and has to go through several steps and processes. The application of post by various JKR Branches will be compiled by the Human Resource Department (HRD) of JKR. Then, the application will go to the Human Resource Unit in Ministry of Works before the approval of post by the Public Service Department (PSD). Complex Project Management Branch (PROKOM) will be the advisor and moderator throughout the process.

Recently the government through (PSD) has agreed to increase the number of JKR personnel quite substantially in order to ensure that the delivery of the projects is successful. PSD has agreed to add more professionals to cater for the increasing workload in the project site. In the 9th Malaysia Plan (2006 - 2010), there are more than 3600 professionals from various disciplines in JKR. Their appointment and salary are based on certain programs and functions. One of the programs is project management. Those professionals appointed under this

program often hold project management posts. Figure 1 below shows in detail the breakdown of all JKR professionals as of November 2010. (MYKJ, Online database of JKR HRD)

Table 1.1: Number of JKR professionals according to discipline

Field of Professionals	Total
Architect	345
Quantity Surveyor	487
Land Surveyor	10
Civil Engineer	2077
Mechanical Engineer	403
Electrical Engineer	330
Building Surveyor	28
Total	3680

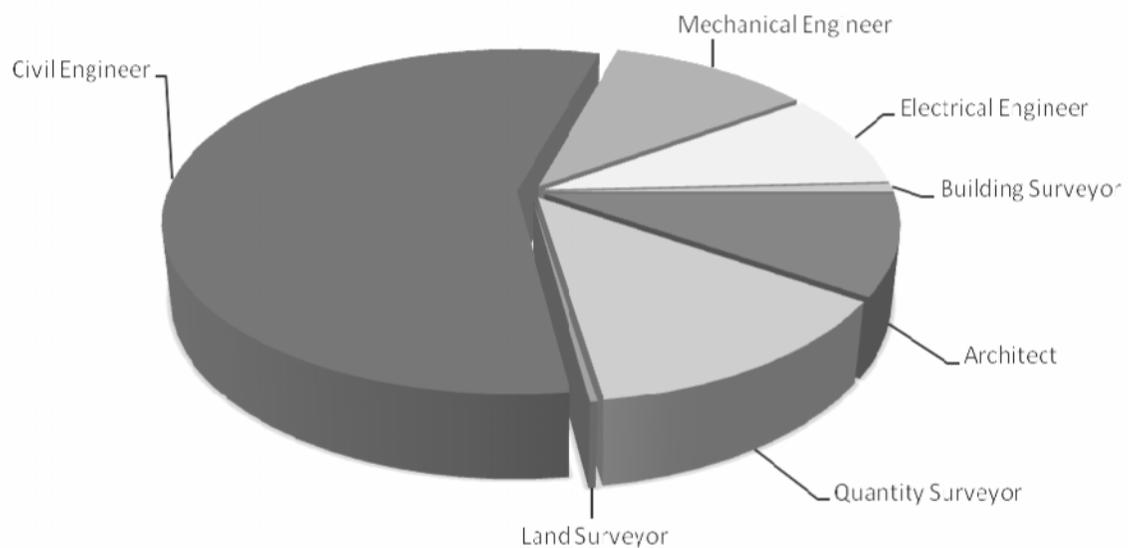


Figure 1.1: Population of JKR professionals according to discipline

The distinguishing characteristic of project management post is the deployment of professionals is subject to the location of the project, whereby for other posts, the professionals are stationed to where their office is. Currently there

are 1093 professionals who hold project management posts in JKR (Kementerian Kerja Raya, 2010). They consist of five technical professions that are architect, quantity surveyor, civil engineer, mechanical engineer and electrical engineer. They were deployed all over the country from JKR business unit branches headquartered in Kuala Lumpur, down until state and district JKR offices.

In 2010, there are 2,837 positions for professionals of all grades in JKR HQ. Only 2,210 are filled while 627 positions are still vacant. There are 734 positions to be filled by JKR professionals in other ministries. These positions are called cadre posts. There are 289 positions for JKR professionals in all states excluding Sarawak. 251 of the posts were filled while remaining 38 are still vacant. Data are sourced from MYKJ, database of JKR HRD in the year 2010. The breakdown of these positions is shown in Table 2, Table 3 and table 4 respectively.

Table 1.2: Permanent & temporary salary scheme for professionals in JKR headquarters

Grade	Position	Vacant	Filled
TURUS III	1	1	0
JUSA A	3	3	0
JUSA B	8	8	0
JUSA C	27	25	2
J54	252	226	26
J52	217	182	35
J48	685	464	221
J44	557	282	275
J41	1087	1019	68
Total	2837	2210	627

Table 1.3: Permanent & temporary salary scheme for cadre position in other ministries

Grade	Position	Vacant	Filled
TURUS III	0	0	0
JUSA A	0	0	0
JUSA B	1	1	0
JUSA C	5	5	0
J54	30	27	3
J52	62	45	17
J48	135	92	43
J44	177	117	60
J41	324	262	62
Total	734	549	185

Table 1.4: Permanent and temporary salary schemes for JKR professionals in all states excluding Sarawak

Grade	Position	Vacant	Filled
Utama C	5	4	1
J54	10	10	0
J52	66	61	5
J48	51	48	3
J44	84	57	27
J41	73	71	2
Total	289	251	38

1.6.3 JKR Project Life Cycle

According to Kerzner (2006), the definition of project management is planning, organizing, directing and controlling of company resources for a

relatively short-term objective that has been established to complete specific goals and objectives. JKR project life cycle starts with planning, design, procurement, construction and handing over upon completion. Every phase in the project life cycle has its own milestone and the target for specific date. The responsibility and workload throughout the cycle spread among JKR business unit branches, state and district JKR offices. Pre-contract work is the responsibility of business unit branches. It consists of planning, design and procurement. Construction and handing over is the post-contract work. It is the responsibility of state and district JKR offices. The shift in responsibility also means shifting of workload from JKR business unit branches to state and district JKR offices.

1.6.4 JKR Organization Structure

Project management utilizes the system approach to management by having functional personnel (the vertical hierarchy) assigned to a specific project (the horizontal hierarchy) in a matrix organization (Kerzner, 2006). JKR has started implementing the matrix organizational structure somewhere in the beginning of 2007 and since then, is in the transitional process of adjusting it from the former traditional (classical) functional organizational structure to the matrix organizational structure.

There are six JKR business unit branches (SBU) headquartered in Kuala Lumpur to cater for the implementation of projects from 27 ministries. The bigger the budget allocated for a particular ministry in Malaysia Plan means more projects to be implemented. To manage this, several business unit branches are assigned to cater for specific client ministries, for example, Cawangan Pendidikan dan Pengajian Tinggi (CPPT) is specially to cater projects for Ministry of Education and Ministry of Higher Education while Cawangan Kerja Keselamatan (CKS) caters project for Ministry of Home Affairs and Ministry of Defence.

On the other hand, Cawangan kerja Kesihatan (CKS) is specially to cater for Ministry of Health and Cawangan Jalan (CJ) is for Ministry of Work road projects. Despite the assignment to specific ministries, there are some business unit branches that are not assigned to specific portfolio, for example, Cawangan Kerja Bangunan Am (CKBA) serves for building projects for all other ministries not mentioned above. Also, Cawangan Pangkalan Udara dan Maritim (CPUM) will cater for ports and airport projects for all the ministries due to their speciality in those works.