

CHAPTER 4

IDENTIFICATION AND ANALYSIS OF PLANNING AND ORGANISATION STRUCTURES- ISSUES AND PROBLEMS OF MBKS

4.1 Introduction

Good Planning can improve performance because we will always know which direction to go. The implementation of our tasks will be more systematic. We can save time, money and energy in carrying out our tasks. At the same time, we can reduce defect in our products or services, if our planning is good. We may modify our planning during the time of implementation of our project to adapt to the changing environment. In other words, our planning must be flexible.

According to Daft and Marcic (1998), planning is the act of determining the organisation's goals and the means for achieving them. Slater (1984) refer to planning in Local Government as a process that consists of at least the following steps:

1. Determining goals to be achieved within a given time.
2. Describing measurable objectives to be achieved.
3. Describing standards to be used or products to be manufactured in accordance with the standards.
4. Drawing on a body of knowledge embracing methodologies and techniques for conducting the activities of the government.
5. Monitoring activities on a predetermined schedule to evaluate progress towards objectives.
6. Maintaining retrievable records so that the process can be replicated or altered and tried again.

Daft and Mercic (1998) defined *organisation structure* as the framework in which the organisation defines how tasks are divided, resources are deployed, and departments are co-ordinated. In other words, organisation structure is (1) the set

of formal tasks assigned to individuals and departments; (2) formal reporting relationships, including lines of authority, decision responsibility, number of hierarchical levels, and span of managers' control; and (3) the design of systems to ensure effective co-ordination of employees across departments.

Structure is a *powerful* tool for reaching strategic goals, and a strategy's success often is determined by its fit with organisation structure. The elements of structure are chain of command; centralisation/decentralisation; formal authority and teams co-ordination devices.

Some organisation, the formal, *vertical hierarchy* is emphasised as the way to achieve control and co-ordination. Other organisation, decision making is decentralised, cross-functional teams are implemented, and employees are given, greater freedom to pursue their tasks as they see fit.

Basically, the organisation structure can be defined into two types: (1) the *vertical structure* which is very tight and traditionally designed organisation. Task and routine jobs are rigidly defined, decision making is centralised and communication is vertical. (2) The *horizontal structures* where tasks are frequently redefine to fit employee and environment needs. There are few rules; authority is lied in the hands of expertise rather than hierarchy.(Daft and mercic, 1998).

In Malaysia, every state is required to form a *State Planning Committee*. The State Planning Committee is responsible for ensuring the promotion, conservation and use of all land in the State. At the same time, the State Planning Committee also responsible for data collection and documentation of all aspects of planning and its methodology. The State Planning Committee comprised of Chief Minister of the State as the Chairman, members from State Executive Committee, State Secretariat, Director of Public Works Department, Director of State Town and Country Planning and the State Legal Officer. The

office of the Director of State Town and Country Planning Department is to serve as the Secretariat and the Director himself as the Secretary and principal advisor to the committee. (Hashim and Yahya,1984).

Under section 5(1) of *The Town and Country Planning Act 1976(Act 172)*, every local authority shall be the *Local Planning Authority*. This implies that with the adoption of this particular section, both the Municipal and District would be the local planning authority.

According to Hashim and Yahya (1984), the functions of a Local Planning Authority are as follows:

- (a) To regulate, control and plan the development and use of all lands and buildings within the area;
- (b) To undertake, assist in and encourage the collection, maintenance and publication of statistics, bulletins and monographs and other publications relating to town and country planning and its methodology;
- (c) Other duties assigned by the State Authority.

In order to implement the above planning functions, the Local Planning Authority is required to prepare develop plans specifically both *Structure* and *Local Plans*. The preparation these two plans, the Local Planning Authority needs to compile a *Report of Survey*. The Report of Survey among other things would comprise of physical, economic, environmental and social characteristics of the Local Authority area as well as its important land uses. The Report of Survey served as the basis for the preparation of the Structure Plan. (Hashim and Yahya,1984).

The Structure Plan will be a written statement that formulates the policy and general proposals of the Local Planning Authority regarding the development and the usage of all the lands within its jurisdiction area. In the Structure Plan, the Local Planning Authority also has to state the relationship of those proposals to general proposals for development and use of land in the neighbouring areas

and other matters as prescribed by the State Planning Committee. In addition, all proposals in the Structure Plan shall be justified by the result of the survey, have complied with existing State and National policies and also indicate action area for comprehensive treatment. Nevertheless, the structure plan also shall contain such diagrams, illustrations and description as the local authority thinks fit, for explaining or illustrating the proposals in the plan. (Hashim and Yahya, 1984).

While preparing the structure plan or waiting for its approval by the State Planning Committee or when it is approved, the Local Authority can proceed with the preparation of the Local Plan. The Local Plan normally consists of a map and a written statement concerning the proposals for development and use of land in the Local Plan area towards improving the physical environment, communications and traffic management and other matters prescribed by the State Planning Committee. Action area as identified by the Structure Plan requires immediate preparation of a draft Local Plan. Besides, all proposals in the Local Plan would conform to the structure plan as it stands for the time being and other information as directed by the State Planning Committee. Apart from the 'Action Area Plan', the Local Plan could be in the form of a Subject or District Plan.

For the first time in the history of the development physical planning in Malaysia, the element of *public participation* was incorporated in the Town and Country Planning Act of 1967. The preparation of the Structure Plan should accommodate representations from the public. In addition, adequate publicity and access to both the draft Structure and Local Plans would have to be made available to the general public. Finally, the State Planning Committee would receive all objections from the public with regard to the Structure Plan. Also, a public local inquiry would be formed to cater for public objections on the Local Plans. Both the plans may be changed and modified according to the views of the general public. (Hashim and Yahya, 1984).

Unfortunately, although there is provision for the public participation under the Town and Country Planning Act 1976, the public participation is minimising. Most of the public do not know about their rights and some of the public do not know when the Structure Plan and Local Plan are opened to public for objection. Most of the Public do not realised that the Structure Plan and Local Plan might affect them later. Furthermore some officers do not like to reveal too much information to the public due to their personal interest or scare of too much work for the amendment of the Plans later.

Based on the information given by Mr. Shariman, MBKS getting suggestions from the public and politicians does project planning. Later on, the Council put up project proposal for the approval of the State Planning Committee. The proposal consists of the objective of the project, what benefits it can bring to the community, whether land is available, where to get financial support, whether it is financed by capital grant (Fund from State Government). It can also be financed fully by the MBKS own fund or partially capital grant and partially from MBKS own fund. Whereas the budget planning is done by asking each sectional head to prepare their own budget for their department and submit it to the *Secretary* of the MBKS, the *Chief Executive Officer* of the MBKS. The Ministry of Environment and Public Health will send officer to the council for budget examination. During the budget examination, it is the discretion of Chief Executive Officer of the MBKS to decide whether the Sectional Heads need to present or not. In the budget examination, the Chief Executive Officer or Sectional Heads have to explain why they need the fund and how they can proper make use of the fund to the Ministry Officer. The Officer from the Ministry will report back to Permanent Secretary of the Ministry after the budget examination. Usually, the Ministry will approve what are decided in the budget examination.

The formation organisation structure today was greatly influenced by *British style of administration* in the Rajah Brooke and the colony's time. The organisation

structure is vertical structure that is rigid, tasks well defined, inflexible and decision making is centralised.

4.2 Identification of MBKS problems/issues

In the pass few years, Malaysia did introduce Quality Control Circle, Total Quality Management and ISO 9000 into the public service to upgrade the quality of the public services. In other words, to achieve maximum customers' (general public) satisfaction. However there are still weaknesses in the public services.

Although MBKS has achieved excellent job in keeping the Kuching City clean, but they still face some poor performance in their service. Poor performance like public complaint of dumping ground nuisance; wasting of public fund in reconstruction of landscaping projects; dirty market and food premises in certain area; uneven roads with pot-holes; public objection of certain projects and project could not meet the time for completion. The poor performance might be due to the problems/issues faced by the MBKS.

The problems/issues identified are 1. No Vision and Mission Statement; 2. Lack of motivation for employees of the MBKS. 3. Improper planning for certain projects; 4.Lack of co-ordination between employees of MBKS. 5. No working team formed for certain project.6. Lack of fund and manpower.

4.3 Analysis of the MBKS's problems/issues

MBKS was managed by the Chief Executive Officers who were the old timers. They did not know about the modern management. Even if they update their knowledge, but most of them felt uncomfortable to change. Furthermore, most of the Chief Executive Officers were pensioners who were reemploy on contract basis. That is why until today, they still do not have vision and mission statement though they understand the functions of the MBKS. They also did not form working team for certain project. This was because they could not see the importance of vision, mission and working team.

As a state government's agency, MBKS has to follow the government's reward system. The government's high bureaucratic reward system does not motivate employee to reach an excellent level of work.

There is usually too little reward for too many people. Although the New Scheme of Service was introduced by government to motivate the worker, but sometimes it also created adverse effect on the worker. The employee that has been awarded with Excellent Service Award this year are not likely to be awarded again because the management has to give chance for other employees. After the employee received the award, there was no motivation for them again. The employees also even de-motivated when they found out that those employees in Commission of Kuching City North were given better facilities and better training overseas. When the sectional head in the Health Section of some Municipal Council like Miri Municipal Council and Sibu Municipal Council were given the post of Grade U6 whereas their Sectional Head who has to do more work but with Grade U7 only. This happens because the upgrade of U7 post to U6 post in MBKS needs the approval from the Public Service Department, whereas the other council only requires the approval of Ministry of Environment and Public Health. Furthermore there is little room to change.

Improper planning lead to the objection of public to certain projects; waste of public funds and no co-ordination of implementation of projects by other government agencies/privatised companies. Recently, the KMC Flats (low costs housing) occupiers objected the demolition of the existing KMC Flats where they stay to build multi-storey building because they reluctant to move away from the Flats that is near to town area. They said they already stayed in the flats for over thirty years and it was convenience for them to go to work, shopping and for their children to school. Due to the political pressure, the MBKS had to cancel their plan. Actually, the MBKS has to carrying community survey to find out the public view before planning and implementation of the project. They seldom did it and

their excuse is due to lack of, time, manpower and fund. There were always no co-ordinations between government agencies/privatised companies. The good roads constructed by the MBKS were always dug and destroyed by the Kuching Water Board, the Telecom Company, the Sarawak Electricity Supply Corporation (Sesco), Drainage and Irrigation Department and other agencies. This made the planning more difficult to be implemented and wasted a lot of public fund that could be save for other more beneficial project. There was also incident that landscaping near the roadside, which was constructed just a few months ago, was forced to be destroyed and put up a new one. This was because some politicians did not like the landscaping or after the construction the Tender Committee felt that the landscaping was not beautiful enough.

The existing MBKS organisation structure that is a vertical type makes it difficult to co-ordinate between the sections. Each sectional head always tries to fight for more funds and less work for their section. None of the sectional heads seems to be co-ordinating. They are all actually busy doing their own work within their own turf. The co-ordination problems are further aggravated when sectional heads have personal crisis with one another. This happens when communication gap appears within the unit itself and within one unit with another unit. When this happen there is no trust within employees and no real work can be done. Attitude of unwillingness to accept admonition in good faith has also put strain on relationship between employees. Most of the staffs did not participate in the decision making and planning of strategy of the MBKS. There was lack of effective communication amongst all the staff because they seldom have departmental meeting. The information was not shared amongst the staffs. The frontline staff did not have enough interactions with CEO and other top management officer. The family day was the day where the employee went to the place to eat only. Some time empowerment of the top officer did not consider the ability and education background of the subordinate. For example, some time the technician was asked to perform the task of an engineer, which he did not have

the ability to do so. In the organisation, the staffs do not feel the attachment to the projects. This is because the decision to make projects does not lie with them, but instead with the top management. They do not have the necessary motivation to see the project through. They do just enough to ensure that the project will be completed, regardless of time needed to finish the project. Even then, sometimes, the effort is not enough to ensure that the project will finish at all. The participation in the initial stages is very minimal. Sometimes, they feel cheated in the sense that they are not given the best resources but still the management wants a quality output.

Furthermore, the department is not equip with the latest project management computer software, which would enable the department to effectively track the projects even without using a lot of manpower. The department also failed to recognise the outside parties (contractors) as their own resources. As a result, they do not feel the urgent need to control those resources. The outside parties are left to their own to finish the project. Only when problem arise do they come to meet the outside parties and ask about their problems. Thus it is not surprising that the commitment of these outside parties can be questioned, and their output left much to be desired.

The lack of manpower and funds was due to the inability of the MBKS in representing during budget examination to fight for more funds and manpower. It can also due favouritism of the officers from the Ministry of Environment and Public Health toward other councils. The inability of officers from the Ministry of Environment and Public Health in lobbying for most funds during the budget meeting in Kuala Lumpur also contribute to the shortage of funds and manpower. In the budget meeting, the Ministry Officers have to put up presentation to get funds for the all the Councils of Sarawak except Bintulu Development Authority and Commission of Kuching North, which represented by officer from Sarawak Chief Minister Department. They usually can get more funds. This may be because they are from Sarawak Chief Minister Department, which are more

powerful, and they only fight for two departments only. Furthermore, the ability of the Sarawak Chief Minister's officers to lobbying for more funds can also be one of the factors that they can get more funds. The over spending of MBKS also contributed to the shortage of fund as we can see in Appendix F and G where there was an actual deficit of RM4 million in 1995.