

Chapter 5

Putting People First



The principle of *People First* means that the Government will focus on areas that the rakyat most want and need. We will direct our limited resources disproportionately towards these areas, bearing in mind that all governments must balance addressing short-term concerns with making investments for the long term.

This chapter describes how and why we selected the first set of national key results areas (NKRAs). Chapters 6 through 11 then present a detailed analysis of each of the NKRAs, the outcomes that we commit to start delivering in 2010 (and in some cases in 2011 and 2012) and the initiatives and actions that we will undertake to ensure we meet our delivery targets.

The initiatives discussed here should be seen as an initial or preliminary set. Given our methodology, as we implement these initiatives, we will learn more about how to meet and exceed the targets, and we plan to enhance the programme dynamically as we go. Similarly, the actual NKRAs may evolve over time.

5.1 While NKRAs help ensure focus, other areas will not be neglected

NKRAs are our nation's priority areas. They represent a combination of short-term priorities to address the urgent demands of the rakyat and equally important long-term issues affecting the rakyat that require the Government's attention now. To reflect the importance of the NKRAs, they are collectively owned by the cabinet, but accountability for delivery of each rests with a lead minister who is appointed and formally monitored by the Prime Minister.

Within each NKRA, we will emphasise delivering the outcomes that matter most to the people (e.g., reducing the crime rate, improving student outcomes), rather than delivering inputs (e.g., numbers of police stations or schools). A complete list of our targets is detailed in Chapter 14.

However it is important to note that the existence of NKRAs does not mean that other areas will not receive our attention. Other areas, known as the ministerial key results areas (MKRAs), are still important for each ministry; and the accountability for delivery of these rests on each individual minister. The MKRAs include targeted outcomes that the rakyat can see and feel (e.g., responding faster to public complaints and reducing the number of road traffic accidents). Chapter 12 describes how the MKRAs and corresponding ministerial key performance indicators (MKPIs) were developed and details some examples.

5.2 The NKRAs were largely identified based on the rakyat's feedback and inputs

The days of "government knows best" are behind us, and the nation's challenging goals can be achieved only if the Government actively seeks the rakyat's views and feedback. To ensure that we had an accurate gauge and sense of what the priority areas were for the rakyat, the cabinet considered three important inputs when deciding on the NKRAs:

- **The rakyat's opinions gathered via polls and surveys:** Based on surveys we conducted in 2008, the rakyat were mainly concerned by corruption, the economy, fair treatment, cost of living and crime (Figures 5.1 and 5.2)

Figure 5.1

Malaysians say they are most dissatisfied with corruption, inequality, cost of living, and crime

Average¹ scale of 1 to 10 (1 = most dissatisfied, 10 = most satisfied)



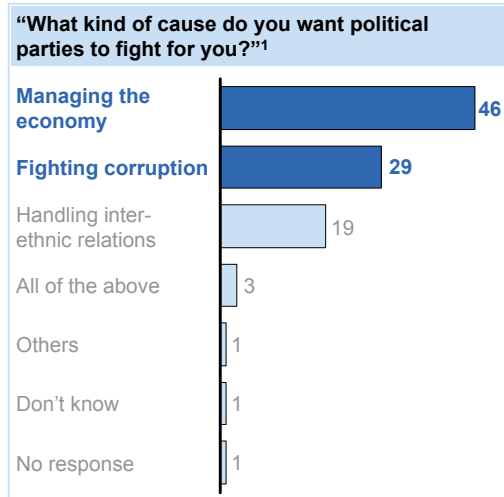
¹ Based on reported minimum and maximum satisfaction scores

Source: Barisan Nasional Public Perception Audit 2008

Figure 5.2

Malaysian youths say they are most concerned about the economy and corruption

Percent



¹ Merdeka Center National Youth Survey 2008

Source: Merdeka Center National Youth Survey, 2007 and 2008 (Youth 20-35 years)

“... personal concerns of youth revolves around career, education, family and earning more money”

“... crime and public safety is the primary concern of youth today”

-- Excerpts from *Merdeka Center 2007 National Youth Survey*



- **An analysis of mainstream and alternative media reports:** This identified crime, education, corruption and the economy as the most frequent topics reported and discussed (Figures 5.3 and 5.4)

Figure 5.3

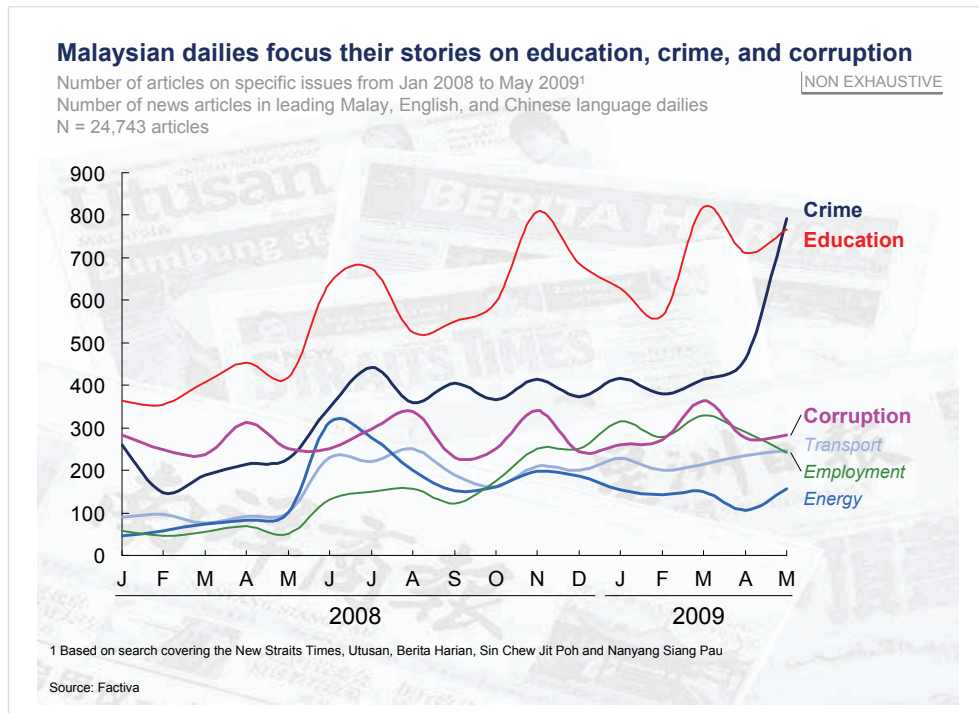
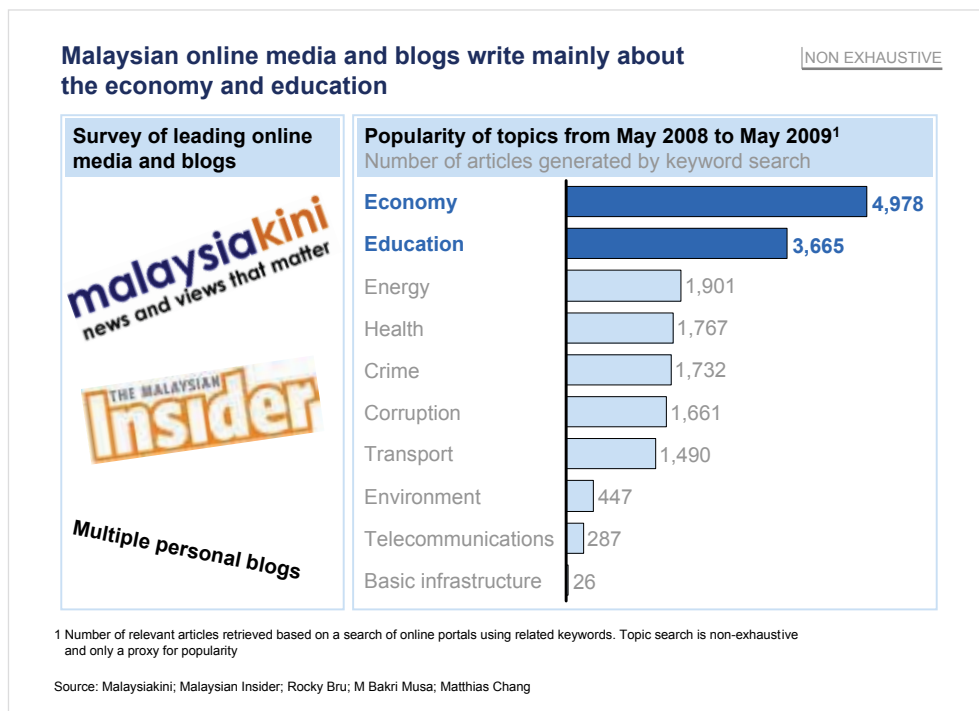


Figure 5.4



- **Dialogues with selected public and private sector leaders:** These revealed that, in addition to the areas mentioned previously, public transport and national unity should also be national priorities (Figure 5.5).

Figure 5.5



5.3 The NKRA's announced by the Prime Minister within his first 100 days echo the rakyat's priorities

After the cabinet deliberated the facts just described, it agreed upon the six national priorities for government delivery, otherwise known as NKRA's. It was important for us to determine the six NKRA's quickly so that we could act on setting targets and determining plans to deliver on these targets (contained in Chapters 6 to 11). The NKRA's were announced during the PM's speech to mark his first 100 days in administration on 11 July 2009.

The six NKRA's and their lead ministers are as follows:

- **Reducing crime** to ensure that we and our loved ones are safe and are not afraid of becoming a victim of criminals as we go about our daily lives. Initiatives will address major concerns, including reducing street crimes (e.g., snatch thefts) and involve the rakyat in the fight against crime (e.g., through expanding volunteer policing programmes).
Lead Minister: Minister of Home Affairs
- **Fighting corruption** to steadily lift the level of trust the rakyat has in the Government. We will address the areas foremost in the minds of the rakyat (e.g., political corruption) and the agencies with which the rakyat often interact (e.g., the Police, Customs, Road Transport Department).
Lead Minister: Minister in the PM's Department
- **Improving student** outcomes to ensure every child has equal access to a high quality education. We will ensure every child is equipped to succeed (e.g., by expanding pre-school enrolment and intensifying programmes to develop literacy and numeracy).
Lead Minister: Minister of Education

- **Raising living standards** of low-income households in a sustainable manner. We will ensure that aid reaches the needy quickly and efficiently and create opportunities to earn incomes to build the independence of low-income households.
Lead Minister: Minister of Women, Family and Community Development
- **Improving rural basic infrastructure** to lift the quality of life of rural residents by ensuring access to a minimum level of basic amenities. We will focus on providing the infrastructure the rakyat need most (e.g., roads, electricity and water).
Lead Minister: Minister of Rural and Regional Development
- **Improving urban public transport** in the medium term to make our cities more liveable by reducing time spent on commuting, transportation costs and impact on the environment. We will implement initiatives to make public transport more comfortable, convenient, accessible, efficient, reliable and cost-effective for the rakyat.
Lead Minister: Minister of Transport.

Although the economy is also a key concern of the people, it will be addressed in other ways and therefore has not been included as part of the NKRA's. In the 2010 budget speech, the PM highlighted three strategies, namely to (i) drive the nation towards a high-income economy, (ii) ensure holistic and sustainable development to balance long-term development and close the income gap between urban and rural Malaysians and (iii) focus on the well-being of the rakyat. He also announced that the budget will be the foundation for the development of the New Economic Model and the formulation of the Tenth Malaysia Plan, to be announced later this year. This roadmap and the NKRA's – as discussed in Chapter 3 – should be read in tandem with those economy-focused documents.

In addition, to swiftly and proactively respond to the global financial and economic crisis that hit in late 2008, the Government implemented two economic stimulus packages totalling RM 67 billion. Our implementation of these packages has prevented Malaysia's economy from sliding deeper into recession. In the week prior to the Budget speech (delivered on 23 October 2009), we had completed more than 48,000 projects and another 40,000 were being implemented. Overall, implementation of the two packages is on schedule.

The theme of unity (an important over-arching theme) is discussed in Chapter 4.

Case study A: How the GTP will benefit a fisherman and his family in Kelantan

Note: Names have been changed to protect confidentiality

The GTP is not just for urban, middle-to-high income Malaysians, but for all Malaysians. Indeed, rural, low-income rakyat stand to gain as much, if not more, from the programme. To illustrate, here is an example of how the NKRA will benefit the family of Encik Mat, who live in Kampung Tengah, Bachok, Kelantan.

Mat, 38, lives with his wife, Siti, and their five children – Aishah (17), Ahmad (14), Shah (10), Hassan (6) and Fuad (4). They feel blessed to be living in Bachok, as it is relatively peaceful and free of serious natural disasters like earthquakes (although it does experience annual floods). They are also thankful to the Government for connecting Kampung Tengah to electricity supply and providing villagers with electrical pumps to draw water from nearby wells.

Mat is a fisherman but also does odd-job construction work. His household is considered poor, as Mat, the sole breadwinner, earns about RM 740 a month (slightly lower than the Government's Poverty Line Income level of RM 750). The household does not receive welfare payments from any sources.



Siti is a full-time homemaker. She was educated up to Form Four, married Mat immediately after leaving school and has no work experience. Siti wishes that she could obtain some kind of employment to supplement her husband's income, but is unable to due to her lack of experience and the family's need for her to be at home to care for Hassan and Fuad.

The family live in a small home, with a common area that serves as the living, dining and sleeping area for seven people.

While there is electricity and water, there is no paved road out of Kampung Tengah. This makes it difficult for the villagers to travel out of the village, e.g., to nearby Pekan Bachok.



Aishah and Ahmad attend a secondary school located 3 kilometres from Kampung Tengah. They travel by school bus, costing them RM 1.60 each per day. This is quite a financial burden for Mat, and he often has to let his children go to school with no money other than bus fare. Meanwhile, Shah attends a primary school, 1 km from Kampung Tengah. He travels there on foot.

While Aishah, Ahmad and Shah are literate in Bahasa Malaysia, they struggle to speak, write or read in English.

Hassan and Fuad do not attend pre-school, as the family cannot afford the fees.

Potential impact of NKRA

Mat and his family lead a difficult life. Money is scarce and just covers the basics. With the NKRA initiatives, they should benefit from a higher standard and quality of life.

- **Low-income households:** There are many support initiatives within this NKRA which will potentially benefit Mat and his household, as well as similar low-income families:
 - Register poor households like Mat's into e-Kasih, so that they can be identified for welfare payments
 - Pay welfare benefits to such households by the first day of each month to assist with cash flow
 - Provide training to women like Siti, e.g., under the 1 Azam programme, to enable them to become entrepreneurs and supplement the family income. In Siti's case, she could be trained to run a home-based business, e.g., tailoring or catering.
 - Complement any training under the 1 Azam programme with financial support (e.g., grant and micro credit) to kick-start businesses
 - Provide financial support for education, e.g., pre-school fees for children in Hassan and Fuad's age group, school supplies (e.g., uniforms, shoes)
 - Provide additional hostel capacity to enable students (like Aishah and Ahmad) who face difficulty travelling from home to school
 - Provide housing support (either rental or purchase scheme for a low-cost house) to improve the family's living conditions.
- **Rural basic infrastructure:** While Kampung Tengah already has access to electricity and water, we will strive to improve basic amenities further. This includes upgrading or constructing premix-type roads in Bachok and other districts in Kelantan.
- **Education:** We will increase availability and access to pre-school education, so that children like Hassan and Fuad will be able (and can afford) to attend and not lose out on an early start to their education. We will increase the number of pre-school classes (offered both by government agencies and in collaboration with the private sector) and the quality of pre-school teachers and curriculum standards.

Case study B: How the GTP will benefit a young Bidayuh and his family in Padawan, Sarawak

Note: Names have been changed to protect confidentiality

Lening, 9, lives with his parents, Mejung and Celin, and his 12 other siblings in Padawan, Sarawak. He is of Bidayuh descent and his family have been living in his uncle's house for about 50 years. With no proper road access to his village, it takes approximately 2 hours to walk to the main road.

Lening and his family feel blessed as Malaysia is a peaceful country with a responsible government. As Malaysians, the family is able to travel freely within the country. They are also thankful for the Government's decision to exempt poor households like theirs from having to pay income tax.

Mejung, the sole breadwinner of the family, is a vegetable farmer who plants brinjal, chive, ginger and lemongrass. He has been a farmer for about 30 years and currently earns about RM 100 per month. The harvested vegetables are sold to a middle person who then resells them to wholesalers. Any unsold vegetables are brought back for his family's consumption. As he is illiterate, employment options for him are limited.



Lening's eldest sister is a university graduate who has been unable to find a job even in Kuching. His elder brothers and sisters who have left school are also unemployed. They help their mother with household chores and their father with farm work.

Lening has two siblings currently in primary school: Satem and Docas. They are able to read and write in Bahasa Malaysia, but not in English. His younger brother Dahim, aged 6, and sister Elenor, aged 5, find the nearly 2-hour walk to the closest pre-school too much of a burden and therefore do not attend.

Lening has also dropped out of school. His father could not afford to continue to cover the expenses (books, shoes, uniform, etc.) and the 2-hour journey deterred him. As a result, Lening still cannot write or read in Bahasa Malaysia or English. He also lacks basic numeracy skills, unable to solve simple subtraction problems posed to him. Despite this, Lening still has an ambition to go back to school and become a doctor when he grows up. In his free time, Lening likes playing football, flying kites and using a slingshot.

Lening's village does not have electricity or a proper water supply. The villagers collect water from the mountain streams nearby and use gasoline lamps or firewood as a source of light. The lack of good lighting makes it difficult for children in the village to study at night. In addition, the village does not have a paved road, which makes it extremely difficult for the children to get to school (especially during the rainy season) and for villagers to run errands.



Potential impact of NKRA's

To uplift the living standards of Lening and his family, various initiatives under the NKRA's will be implemented beginning in 2010.

- **Low-income households:** Some of the initiatives that would benefit Lening and his family include the following:
 - Registering households like Lening's into e-Kasih, so that they can be provided with welfare assistance by the Government and be paid by the first day of each month
 - Providing training to women like Lening's eldest sister who is currently unemployed, e.g., under the 1 Azam programme, to enable them to become entrepreneurs and supplement the family's income. This will be complemented with financial support to set up businesses, e.g., grants and micro credit
 - Providing financial support for educational expenses so that Lening can return to school
 - Building additional hostel capacity so that Lening and his siblings, Satem and Docas, can avoid having to travel the long distance to school
- **Rural basic infrastructure:** Lening's village and similar villages will benefit from the expansion of electricity and water supply as well as road networks. We will endeavour to connect the villages to an electrical grid by 2012 and study feasible ways to provide it with alternative water supply and access to roads
- **Education:** Our plan to increase the number of pre-school classes should allow children like Dahim and Elenor to attend a pre-school located nearer to their home, and hence not lose out on critical early education. In addition, the new literacy and numeracy programme (LINUS) aimed at achieving the Government's target of 100% basic literacy and numeracy skills at the end of Year Three, should help ensure that children like Lening's younger siblings are able to read, write and count by age nine.

Case study C: How the GTP will benefit a family in the Klang Valley

Note: Names have been changed to protect confidentiality

Bonnie lives in an apartment in Batu 9, Cheras, Selangor with her husband, Mr Lai (43), daughter Iris (13) and son James (11). She sells and distributes bottled drinks for a living, while Mr Lai drives a lorry. Their average monthly household income is about RM 3,000. Iris studies at a national secondary school, while James attends a Chinese-vernacular primary school.

By and large, Bonnie and her family feel privileged to be able to live in Malaysia. Compared to other countries, they feel the country is politically stable and relatively safe. She is also happy that the cost of living is relatively low, with the Government subsidising or maintaining price controls on essentials like rice and petrol.

Bonnie travels around in a second-hand Proton Wira. She spends up to RM 500 a month – close to 20% of the household's income – on travel expenses like petrol, toll payments, parking and vehicle maintenance. While using private transport is costly for Bonnie, she claims that public transport is not a viable option for her, due to poor connectivity, reliability and accessibility. Buses and trains do not serve the areas she frequents (e.g., her favourite supermarket in Balakong). The public bus servicing her area is also unreliable – Bonnie says she needs to wait for up to 3 hours for a bus to arrive. Furthermore, the nearest bus stop is a 25-minute walk from her home, and there are no LRT or Komuter stations within a reasonable walking distance.

Bonnie also lives in fear of crime and routinely reminds her children to ensure their front door is locked. She thinks her housing area has a high crime rate and has personally witnessed snatch thefts occurring in the market and by the main road. She claims this affects business in her area, e.g., shoplots are not fully occupied due to fear of robbery.



She has personally been a victim of crime on a number of occasions over the past few years. For example, her previous home in Miharja, Cheras was broken into and her family lost around RM 2,500 in cash and mobile phones. She also had a handbag snatched near Jalan Pasar and lost RM 800 in cash. She is dissatisfied that she does not see many policemen patrolling the streets, and worries about professional (as opposed to petty) criminals and syndicates.

In addition, Bonnie is disgruntled at what she perceives to be rampant corruption and abuse of power in the country. She cites cases where school officials – in both national and vernacular schools – ask for money in return for enrolling children into popular schools. Bonnie herself has paid bribes in the past. On one occasion, she paid RM 50 to a police officer to avoid a traffic summons for using her mobile phone while driving. On another, she had to pay RM 500 to an employee of a housing developer to facilitate a refund of her deposit after construction of a house she purchased was suspended. The developer had delayed her refund for over a year. While Bonnie hates having to offer bribes, she sometimes feels that this is her only way to speed up a process or make a difficult situation easier. She is happy that the Government has recently stepped up its fight against corruption, by prosecuting politicians and other high-profile personalities.





Bonnie also feels that her children's educational outcomes can be improved. James, for example, scored a C for Mathematics, and achieved a C and a D for English and Bahasa Malaysia comprehension respectively. Bonnie claims that her children's schools are "not very good" as they have insufficient high-quality teachers (James tells her that the good teachers in his school are allocated to the top classes only), problems with discipline (Bonnie once witnessed students climbing over Iris' school's fence to avoid classes) and poor facilities (she was informed by Iris that toilets often do not work). She tries to play her part to improve her children's educational performance, e.g., by encouraging them to watch English and Bahasa Malaysia programmes on TV and to speak to their father in English.

Potential impact of NKRA's

To improve the quality of Bonnie's family's life, various initiatives under the NKRA's will be implemented beginning in 2010.

- **Urban public transport:** We will improve availability, reliability and accessibility of bus services, to enable families like Bonnie's to be able to take buses to where they want or need to go, cut waiting times and reduce the distance between their homes and the nearest bus route. These will be achieved through increasing the number of buses by more than 700 between 2010 to 2012 to serve more than 50 new routes, improving service frequency on nearly 90 routes and linking bus operating licenses to minimum service standards (including on-time performance, comfort levels and cleanliness)
- **Crime:** We will make Bonnie's family safer, and make them less fearful of crime. This will be achieved through initiatives such as having more police stakeouts for house break-ins, increasing feet-on-the-street by having more volunteers (e.g., from RELA) and auxiliary policemen on patrol, placing nearly 500 CCTVs at crime hot spots, organising more neighbourhood policing schemes, speeding up police response times by instituting 999 caller tracking and first response via motorcycles and revamping criminal investigation and prosecution procedures so that more criminals are quickly prosecuted and convicted.
- **Corruption:** Our initiatives will reduce the need (as well as the possibility) for Bonnie to resort to corruption to get things done. These include reducing discretion through automation, e.g., installing digital traffic cameras that enable traffic summonses to be issued by back-end processing centres rather than on-the-street policemen. In addition, our initiatives to tackle grand (political) corruption and to improve the speed and effectiveness of detecting and prosecuting corruption will also make Bonnie feel that Malaysia is becoming cleaner and that corruption is being fought seriously by the Government.
- **Education:** To improve outcomes for students like Iris and James, we will improve teacher training in literacy and numeracy, place expert facilitators to support teachers at district level, publicise school rankings and identify High Performing Schools so that schools will compete to raise their students' performance and manage the performance of their head teachers and principals more robustly to encourage them to lift school performance.

5.4 NKRA are priorities for leadership time, funding and talent

As it is imperative that the Government delivers on the NKRA for the people quickly, we will give priority to the NKRA in terms of giving our attention, allocating funds and sourcing talent.

- **Dedicated focus by the PM and cabinet:** In addition to cabinet meetings wherein the progress of NKRA is discussed, the PM dedicates an average of 10 to 12 hours a month on issues related to NKRA. Every week, he leads NKRA Delivery Task Force meetings where key decisions are made and/or issues within each NKRA are resolved (described further in Chapter 13). Additionally, lead ministers, the Minister of Unity and Performance Management, the PEMANDU CEO, the Chief Secretary to the Government (KSN) and lead Secretary-Generals (KSUs) meet regularly to oversee progress.
- **Funding:** The NKRA will have priority to receive funds for implementation. Given Malaysia's fiscal position, we are committed to ensuring the efficient and prudent use of our resources. Therefore, we will finance the cost of the NKRA mainly through reallocations (e.g., shifting resources from less impactful activities and reducing selected subsidies), savings from enhancing procurement efficiency and gains from improving the productivity of our assets (physical and financial). In addition, wherever possible, we will use low-cost, innovative methods of implementation (e.g., using gravity feeds and tube wells to increase access to water, as opposed to conventional reticulation).
- **Talent:** The most talented civil servants have been deployed to the NKRA. They were hand-picked by the respective lead ministry KSUs to participate in the labs that developed and detailed the targets and outcomes contained within this roadmap. Similarly, we expect to focus our best talent on driving these national priorities, even if it means moving individuals from their current positions.

5.5 NKRA are only the beginning of the Government Transformation Programme

NKRA along with their associated initiatives and action plans are merely the beginning of the Government Transformation Programme (GTP) and thus represent an initial set of ideas. Given our methodology, as we implement these initiatives, we will learn more about how to ensure the targets are met and exceeded, and we will enhance the roadmap dynamically as we go.

Similarly, with the NKRA, we have selected six for now. Over time, we expect that the composition of these six will be reviewed. In some cases, where targets have been met, they may no longer be priorities of the rakyat. If so, then new or additional focus areas will be deemed NKRA. Alternatively, these six may remain NKRA but the targets or focus areas within each NKRA will evolve. Ultimately, the GTP will evolve in response to the rakyat's wants and needs.

5.6 The Government will continue to seek the rakyat's ideas, input and feedback

The rakyat's feedback has been continuously sought throughout this whole process of setting priorities and targets. Our purposes were to ensure that we derive the best possible solution and to create awareness of the planned initiatives and the rakyat's role within these initiatives. This is crucial as many of the outcomes can only be delivered with the rakyat's participation and support. For example, to ensure we meet targets for literacy and numeracy, parents would have to actively support the programme by encouraging their children to attend school (especially in the rural areas) and dedicating time to read to their children.

There are various innovative channels through which we have sought the feedback of the rakyat, and we propose to continue to use these channels to help us adapt and improve our plans over time.

- **Nationwide surveys:** The first survey was conducted between 27 July and 10 August 2009 to gauge opinions on what the focus areas should be within the six NKRA. In total, 1,200 Malaysians from throughout the country were polled. Using the results from this survey as one source of input, we then determined KPIs for the individual NKRA. Going forward, we will regularly survey the rakyat to gauge their opinions on the progress of the NKRA and gain their inputs on where we can do better.
- **Call for ideas via SMS:** As mentioned in Chapter 4, 17 million text messages were sent to the rakyat in October 2009, seeking ideas on how *1Malaysia* can be achieved. More than 70,000 ideas were received via this channel, which the *1Malaysia* lab then considered to refine and improve its initiatives.
- **Focus group and interviews sessions** with key stakeholders: These were held within the NKRA labs (discussed in Chapter 13) to seek views on specific topics and/or potential solutions.
- **Online feedback:** Government websites such as the Prime Minister's *1Malaysia* Blog and the Government Transformation website¹⁵ also let us solicit feedback from the rakyat. Within one month of its launch, the Transformation website received about 500 comments and e-mails from the rakyat. All of their inputs were considered in the labs, and many were incorporated into various lab initiatives.
- **Open Days:** Open Days were held in Kuala Lumpur, Kuching and Kota Kinabalu to obtain the opinions of the rakyat on the outcomes of the NKRA and *1Malaysia* labs. The Open Days represented another new way for us to engage with the rakyat. In Kuala Lumpur alone, over 5,000 people attended the Open Day and over 1,000 pieces of feedback were received. All feedback and inputs were used to refine the ideas of the labs, which were subsequently incorporated into this roadmap.

ASPIRASI

Menerapkan nilai-nilai aspirasi yang perlu dimiliki dalam sebuah masyarakat progresif dan dinamik. Ia akan memacu negara ke arah mencapai status negara maju. Nilai-nilai aspirasi turut membantu dalam mewujudkan tenaga kerja yang berdaya maju dan mampu bersaing dalam persekitaran global. Keadaan ini seterusnya akan melorjakkan kedudukan ekonomi negara ke tahap yang lebih kukuh dan mantap.

Budaya Berprestasi Tinggi

Setiap perkara dan tugas perlu dilakukan dengan bersemangat, sungguh-sungguh dan mencari tahap yang terbaik. Tidak sambil lewa dan "tahu tak boleh" tidak boleh wujud dalam masyarakat yang berdaya maju.

Budaya Ketepatan

Rahsi kepada perlu diarahkan dengan masyarakat yang berdaya keupayaan untuk mencapai status negara maju. Budaya ketepatan termasuklah mematu waktu dan mengutamakan kecekapan dalam melaksanakan semua tugas serta kewajipan.



