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MBM (DEF & SEC)

UPNM 2021

**THE CIVILIAN AND MILITARY
COOPERATION IN MANAGING THE
COVID-19 PANDEMIC AS PART OF
MILITARY OPERATION OTHER THAN
WAR: THE ACHIEVEMENT TOWARDS A
RESILIENT WHOLE OF SOCIETY
APPROACH IN MALAYSIA**

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**MASTER'S IN BUSINESS MANAGEMENT
(DEFENCE AND SECURITY)**

**NATIONAL DEFENCE UNIVERSITY OF
MALAYSIA**

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Thesis submitted to Centre for Graduate Studies, Universiti Pertahanan Nasional
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ABSTRACT

The COVID-19 Pandemic, as a deadly new group of viruses, emerged as a global health security issue that rapidly could be transmitted among humans. The outbreak of the virus around the globe has affected social stability. The development of an effective strategy in preventing the pandemic from spreading within society became the countries' main priority in managing the pandemic crisis. The failure of countries in dealing with the pandemic effectively, will pose a higher cost to the country's stability. Malaysia had established the National Crisis Preparedness and Response Centre (CPRC) and engaged the government agencies and society in breaking the chain of virus infections in the community. The deployment of the Malaysian Armed Forces (MAF) in managing this crisis together with the other government agencies as well as the wider community collaborated as a holistic effort under the Whole of Society Approach. As one of the MAF roles and tasks under Military Operation Other Than War (MOOTW), the MAF had utilised the Civilian and Military Cooperation (CIMIC) platform in organising the collaborative effort together with the related government agencies and the society. The objective of this study is to determine the CIMIC concept in managing the national pandemic crisis towards the achievement of Malaysia's resilient Whole of Society Approach. The Quantitative Research employed in this study was underpinned by data derived from online questionnaires from the 12th Malaysian Infantry Brigade's troops, related government agencies as well as non-government organisations, and communities involved with the Malaysian Army's OP PENAWAR in Kuala Lumpur and surrounding areas. In analysing the findings, the relevant literature and theories had been supported by empirical data attained through descriptive analysis, correlation analysis, regression analysis and mediating analysis had been conducted by using Statistical Package Social Science (SPSS) Version 25.0 Software. The study found that all the study's Independent Variables, CIMIC Roles, National Security Policy, Crisis Response Protocols and People Behaviour had shown a high level of relationship with the Dependent Variable, Whole of Society Approach. The study also found that the CIMIC Roles are the most significant factors that contributed to the Whole of Society Approach. The Political Will as the Mediating Variable of the study had been analysed that had the mediator factor with Crisis Response Protocols and People Behaviour on the Whole of Society Approach. The attribution factors in improving the CIMIC roles and tasks towards a Resilient Whole of Society Approach in managing the pandemic also were identified in the study. These findings had been articulated to provide a significant contribution theoretically through a proposed model for the study and practice for CIMIC's military doctrine improvement in dealing with the similar Non-Traditional Threats in the future.

Keywords: *Military Operation Other Than War (MOOTW), Civilian and Military Cooperation (CIMIC) Roles, National Security Policy, Crisis Response Protocols, People Behaviour, Political Will, Resilient Whole of Society Approach, Non-Traditional Threat*

ABSTRAK

Kemunculan Pandemi COVID-19 telah terarah kepada masalah keselamatan kesihatan global yang mana ianya telah dikenal pasti sebagai kumpulan virus baru yang mampu membawa kepada maut dengan penularannya yang cepat di kalangan manusia. Kejadian wabak ini di seluruh dunia telah mempengaruhi kestabilan sosial. Pembangunan strategi berkesan dalam pencegahan wabak daripada merebak di dalam masyarakat telah menjadi keutamaan bagi negara-negara dalam menangani krisis pandemik ini. Kegagalan negara-negara dalam menangani wabak ini dengan berkesan, akan memberikan risiko ketidakstabilan kepada negara tersebut. Malaysia telah menubuhkan Pusat Kesiapsiagaan dan Tindak Balas Krisis Peringkat Nasional (CPRC) dan telah menggerakkan Agensi-Agensi Kerajaan dan masyarakat bagi memutuskan rangkaian jangkitan virus di dalam komuniti. Aturgerak Angkatan Tentera Malaysia (ATM) dalam menguruskan krisis ini bersama dengan Agensi-Agensi Kerajaan yang lain termasuk masyarakat adalah idea untuk menggembeng usaha secara menyeluruh di bawah Pendekatan Seluruh Masyarakat. Sebagai salah satu peranan dan tugas ATM di bawah Operasi Ketenteraan Selain Peperangan (MOOTW), ATM telah menggunakan konsep Kerjasama Awam dan Tentera (CIMIC) di dalam menyatukan usaha bersama dengan Agensi-Agensi kerajaan dan masyarakat yang berkaitan. Objektif kajian ini adalah untuk menentukan konsep CIMIC di dalam menangani krisis pandemik peringkat nasional ke arah pencapaian kepada Pendekatan Seluruh Masyarakat Malaysia yang berdaya tahan. Penyelidikan Kuantitatif telah digunakan di dalam kajian ini dengan memperolehi data melalui Borang Kaji Selidik melalui Atas Talian daripada kumpulan Briged ke-12 Infantri Malaysia, Agensi-Agensi Kerajaan yang berkaitan serta Organisasi Bukan Kerajaan dan komuniti yang terlibat di bawah OP PENAWAR yang dilaksanakan oleh Tentera Darat Malaysia (TDM) di kawasan am Kuala Lumpur. Dalam menganalisis penemuan, literatur dan teori-teori yang relevan telah disokong dengan data empirikal melalui analisis deskriptif, analisis korelasi, analisis regresi dan analisis mediasi telah dilakukan dengan menggunakan Perisian Statistical Package Social Science (SPSS) Versi 25.0. Kajian ini telah mendapati bahawa semua Pembolehubah Penerang (IV's), iaitu, Peranan CIMIC, Dasar Keselamatan Nasional, Protokol Tindak Balas Krisis dan Tingkah Laku Orang Ramai telah menunjukkan tahap hubungan yang tinggi dengan Pembolehubah Bersandar (DV), iaitu Pendekatan Seluruh Masyarakat. Kajian ini juga mendapati bahawa Peranan CIMIC adalah faktor paling signifikan yang menyumbang kepada Pendekatan Keseluruhan Masyarakat. Kemahuan Politik sebagai Pembolehubah Terkawal (MeV) kepada kajian ini telah dianalisis dan mempunyai faktor pengaruh kepada Protokol Tindak Balas Krisis dan Tingkah Laku Orang Ramai terhadap Pendekatan Seluruh Masyarakat. Faktor-faktor penghubung dalam meningkatkan peranan dan tugas CIMIC ke arah Pendekatan Keseluruhan Masyarakat yang berdaya tahan di dalam menangani pandemik juga telah dikenal pasti dalam kajian ini. Penemuan ini telah memberikan dapatan kepada teori dan praktikal yang penting melalui model kajian yang dicadangkan di dalam kajian serta penambahbaikan doktrin ketenteraan CIMIC di dalam menangani Ancaman Bukan Tradisional yang sama di masa hadapan.

Kata Kunci: *Operasi Ketenteraan Selain Peperangan (MOOTW), Kerjasama Tentera dan Awam (CIMIC), Polisi Keselamatan Nasional, Protokol-Protokol Tindak Balas Krisis, Tingkah Laku Orang Ramai, Kemahuan Politik, Pendekatan Seluruh Masyarakat yang Berdaya Tahan, Ancaman Bukan Tradisional*

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APPROVAL

This thesis was submitted to the Senate of Universiti Pertahanan Nasional Malaysia and has been accepted as fulfilling the requirements for the degree of **Master of Business Management (Defence and Security)**. The members of the Supervisory Committee were as follows.



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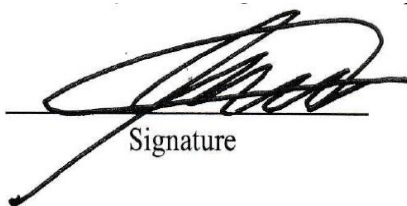
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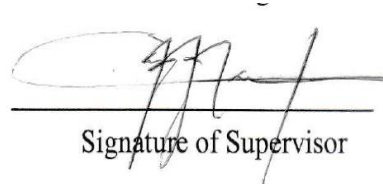


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LIST OF ABBREVIATIONS

APM	-	Angkatan Pertahanan Awam Malaysia
AOR	-	Area of Operations Responsibility
CIMIC	-	Civilian and Military Cooperation
CPRC	-	Crisis Preparedness and Response Centre
COVID-19	-	Coronavirus Disease 2019
DBKL	-	Dewan Bandaraya Kuala Lumpur
DFID	-	Department for International Development
DORMM	-	Disease Outbreak Matrix Malaysia
HADR	-	Humanitarian Assistance and Disaster Relief
HANRUH	-	<i>Pertahanan Menyeluruh</i>
KESBAN	-	Keselamatan dan Pembangunan
KKM	-	Kementerian Kesihatan Malaysia
MAF	-	Malaysian Armed Forces
MCO	-	Movement Control Order
MINDEF	-	Ministry of Defence
MOH	-	Ministry of Health
MOOTW	-	Military Operation Other Than War
NATO	-	North Atlantic Treaty Organisation
NGO	-	Non-Government Organisations
NSC	-	National Security Council
OCHA	-	Office for the Coordination of Humanitarian Affairs
OP BENTENG	-	MAF Joint Border Operation
OP PENAWAR	-	Malaysian Army COVID-19 Operation
RELA	-	Angkatan Sukarelawan Malaysia
RMP	-	Royal Malaysian Police
UN	-	United Nations
WHO	-	World Health Organisation

CHAPTER ONE

INTRODUCTION

1.1 Introduction

This study will discuss how Civilian and Military Cooperation (CIMIC) plays a role in upholding part of Malaysia's whole of society approach in managing the pandemic crisis currently faced by the country. The COVID-19 pandemic creates chaos around the globe since it is a new strain of viruses that could easily transmit among humans, it affects the human's respiratory system and can cause death. The outbreak of the virus affected the economy, society, and politics of countries around the globe. Without a proper crisis response, the virus could be unstoppable, and countries will totally collapse. Malaysia has established crisis response tools to handle the crisis involving government agencies and society to break the chain of virus transmission in the country and to monitor closely the potential areas or individuals that can create another wave of the outbreak in the country.

Thus, this needs every Malaysian's effort to survive from the virus and as a part of an organisation in line with security and defence, the Malaysian Armed Forces (MAF) are responsible for assisting the whole of the nation's effort to fight the unseen threat, the COVID-19 virus. Subsequently, this chapter will cover the Background of the Study, Problem Statement, Research Questions and Objective, Hypotheses, Conceptual Framework, Scope of the Study, and Significance of the Study. Finally, the chapter will briefly explain the Operational Definition of Terms related to the study.

1.2 Background of the Study

The COVID-19 pandemic is a security threat globally and specifically to Malaysia since the 21st century concept of security is broader than merely military intervention, which is reflected in the actions organised by the Malaysian government to curb the pandemic from spreading in order to maintain freedom from the unseen ‘hostile’ threat to Malaysian society (Acharya & Buzan, 2019). The ‘shared’ responsibility of society to mitigate the pandemic issue needs everyone; the government, organisations, and citizens play their part. MAF as the main security and defence body, government organisations assisting the government and civil agencies in security affairs is not novel, but it is established as its secondary roles upholding Civilian and Military Cooperation or known as CIMIC (Ministry of Defence Malaysia, 2020).

Fundamentally, CIMIC activities support the Comprehensive Defence Pillar which represents the MAF’s primary mechanism for synergy with civil agencies and the people during emergency response under the Total Defence principle or HANRUH (Ministry of Defence Malaysia, 2020). The establishment of the Military Operation Other Than War (MOOTW) and Humanitarian Assistance Disaster Relief (HADR) operations doctrine in the MAF became a catalyst for the MAF to provide CIMIC operations to connect the whole of society approach in battling the COVID-19 pandemic. On the other hand, CIMIC operation application as part of MAF’s secondary role is not a new practice, it has been applied in Malaysia, especially during HADR operations as the country was experiencing flood disasters yearly due to the monsoon season risk. The CIMIC operation assumed an important role during the Big Flood Disaster in November 2014 until March 2015 which affected the East Coast states of Peninsular Malaysia, especially Kelantan which showcased

CIMIC operations and the whole of society effort in assisting the operation (Khalid & Shafiai, 2015).

As Malaysia faces the COVID-19 pandemic, the DORMM or Disease Outbreak Response Matrix Malaysia was used as the main pillar for determining other non-health actions organised by the Government (Ministry of Health Malaysia, 2020). The DORMM could be summarized in **Figure 1.1** below:

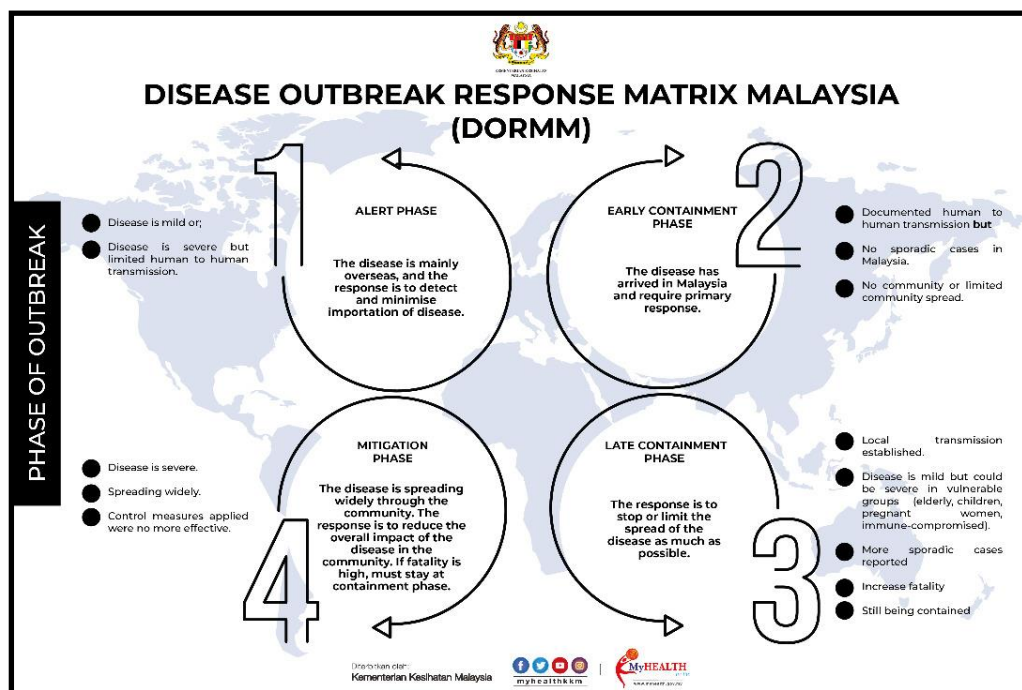


Figure 1.1: Disease Outbreak Response Matrix Malaysia (Ministry of Health Malaysia, 2020)

Briefly, at the situation’s development of COVID-19 in Malaysia (Ministry of Health Malaysia, 2020), the Ministry of Health (MOH) through the National Crisis Preparedness and Response Centre confirmed on the 25th of January 2020, the first cases in Malaysia involved three Chinese citizens. Subsequently, the World Health Organization (WHO) declared the COVID-19 pandemic as a global health emergency on the 31st of January 2020. Due to the

sharp increase in new reported cases of COVID-19 from day to day, the Malaysian government declared the Movement Control Order (MCO) which commenced on the 18th of March 2020. The idea of the MCO was to ‘flatten the curve’ where the spread of the pandemic could be contained by breaking the chain of infections and the capability of the existing health care system in the country would have the capacity to manage treatment of both new and recovering patients (Ministry of Health Malaysia, 2020).

After that, the Malaysian government decided to deploy the Malaysian Armed Forces (MAF) in assisting the Royal Malaysian Police (RMP) to ensure the enforcement of the MCO execution from the 22nd of March 2020. MAF was also involved in health care services at the national entry point, KLIA, and prepared MAF hospitals as COVID-19 treatment centres. Furthermore, other implied roles that was executed by the MAF was airlift logistic support operations, information operations and other related supporting operations under the MCO. On the other hand, the enforcement of OP BENTENG under the National Task Force (NTF) which involved the MAF and other security agencies to deter illegal immigrants from entering the country were executed at various hotspot locations either on land or maritime areas around the country (Ministry of Defence Malaysia, 2020).

After 100 days of MCO, Malaysia had succeeded to ‘flatten the curve’ of COVID-19 infections in its community (Ministry of Health Malaysia, 2020). In a sense, the implementation of MCO played a significant role as a part of the whole of society approach in battling COVID-19 at our home ground, Malaysia. The implementation of MCO through the National Security Council (NSC) by executing Directive Number 20 had assembled the security agencies to execute all the directed tasks during the MCO enforcement (Ministry of Defence Malaysia, 2020). The MAF HQ had assigned the NTF as a body to manage all

security agencies' efforts, particularly OP BENTENG. Meanwhile, Malaysian Army Headquarters – Operations and Training Branch acted as the operation centre for the MCO operation, which was named OP PENAWAR, its roles were as the MAF coordination centre for the operation. The operational level was assigned to the Malaysian Army West Field Command for the operational coordination headquarters of the operation which was conducted in Peninsular Malaysia and the Malaysian Army East Field Command was assigned as the coordination headquarters for the Sabah and Sarawak operation area. The 12th Brigade Infantry of the Malaysian Army was assigned to assist RMP with the MCO's Area of Operation in Kuala Lumpur and Putrajaya. In the capital of Malaysia and the country's administration area, the implementation of MCO in these areas was not easy as we thought in considering the diverse big population as well as the various busy roads in those areas (Manogaran et al., 2017). Thus, the 12th Malaysian Infantry Brigade contributed to the enforcement of MCO with other government agencies.

1.3 Problem Statement

Apparently, the Whole of Society Approach was postured by the Malaysian government in battling the COVID-19 pandemic effectively by having a national controlled collaborative effort. The integration of effort among government agencies, non-government agencies and the public community proved that the Whole of Society Approach is posturing greatly. The MAF contributes to the integration of elements of National Power by providing national and international linkages between MAF and Civil Actors. This significant to support and interact with the civil community is referred to as the MAF's CIMIC concept (Malaysian Armed Forces, 2011), this **Figure 1.2** below shows that the elements of National

Power are synchronised by the Whole of Government Approach in achieving strategic outcomes.

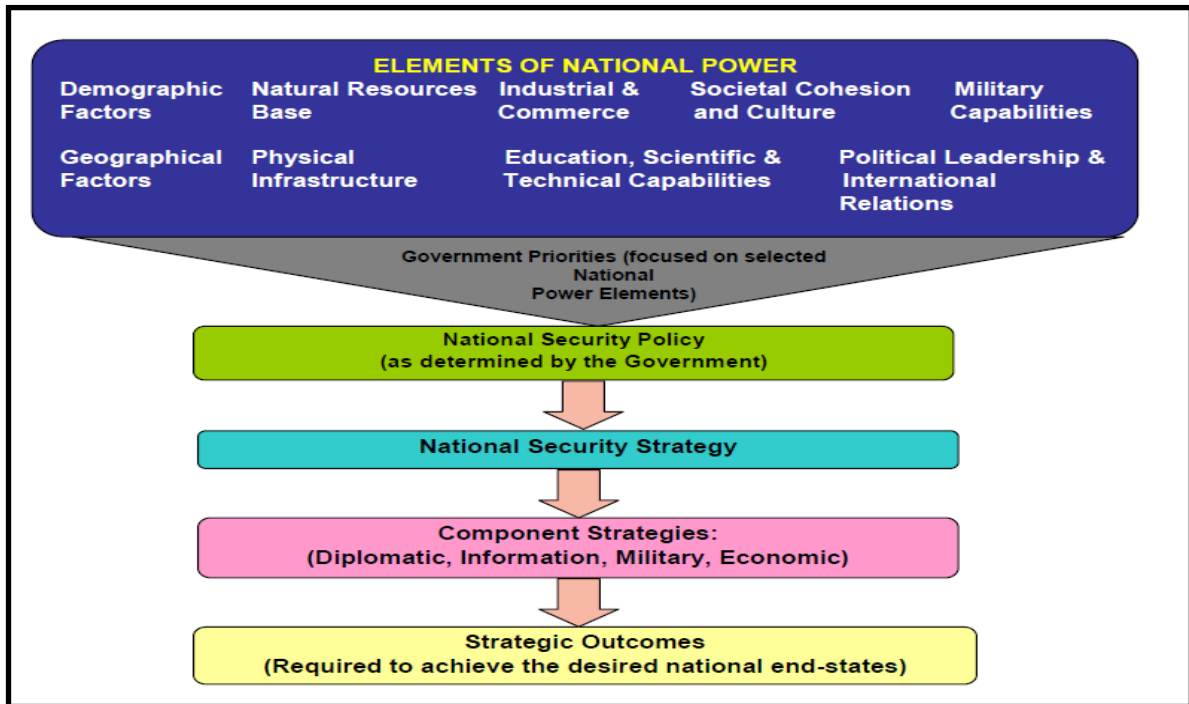


Figure 1.2: The Elements of National Power (Malaysian Armed Forces, 2011)

Thus, the CIMIC activities are planned at the highest level. These then cascades down to all levels within organisations and to individuals. When an operation is identified and planning commences at the highest level, CIMIC provides an interface between the Malaysian civil and military agencies that are conducting the plans. This CIMIC role cascades through all levels of military planning, ensuring the whole of government approach is maintained, and that planning is not conducted in isolation by any one agency (Malaysian Armed Forces, 2011). Within the operational area, the CIMIC facilitates unity of effort between multiple organisations to ensure operational objectives are met which could be viewed from **Figure 1.3** as follows:

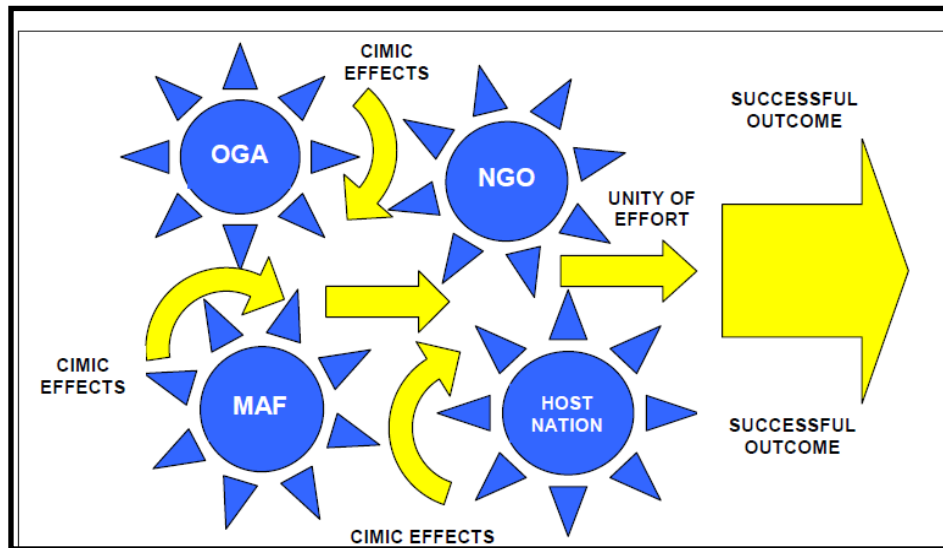


Figure 1.3: The Contribution of CIMIC to Operational Success
(Malaysian Armed Forces, 2011)

By looking into current practices of the Malaysian government in managing the crisis, the activation of Directive Number 20 of the NSC assigned the MOH as the lead agency in managing the pandemic. Act 342, *Prevention and Control of Infectious Act 1988* and *Police Act 1987* were the sources of legal authority to implement the MCO which includes the restriction and control order of all public activities and movements throughout the whole of the country (Ministry of Defence Malaysia, 2020). As a part of the collaborative effort, has the involvement of the MAF in assisting the Malaysian Government provided an adequate authority to apply its CIMIC concept in executing its Military Operation Other than War (MOOTW) roles and tasks? On the other hand, by practising its CIMIC concept, has MAF influenced society's behaviour as part of the entire nation's effort both to assist others, adhere to and enforcement of the MCO as well as assisting with the paradigm shift to the 'new norms' within Malaysians daily lives?

To date, Malaysia's effort in battling the pandemic has been identified as one of the most responsive and decisive actions taken by a nation the world over, Malaysia is able to manage the pandemic infections in the community effectively (World Health Organisation, 2020). Notwithstanding, a possibility of Malaysia to be served with another wave of the pandemic or any similar threat in the future cannot be denied. The continuity of the current enforcement by the government and adaptation of the new norms of the society should be remained as the 'current vaccine' for Malaysia to face the uncertainty of future similar threats. Thus, as has been discussed earlier, as part of the roles and tasks of the MAF, the MAF could practise its CIMIC concept to assist the government and influence the society towards the whole of society approach not merely in battling COVID-19 but as a template for demonstrating resilience for the whole of society in dealing with uncertain future environments.

1.4 Research Questions

1. What are the CIMIC roles and functions under the Military Operation Other Than War (MOOTW) concept towards a pandemic's spectrum of conflict?
2. How is the National Security Policy practiced in crisis response protocol in the COVID-19 pandemic response management?
3. How the role of CIMIC could influence people's behaviour towards achieving a resilient whole of society approach in managing a pandemic response?

4. What are the recommendations for improving CIMIC, the community and Malaysia's Government collaborative efforts in managing the pandemic?

1.5 Research Objective

The main objective of this study is to determine the achievement of the CIMIC Concept applied by the MAF in assisting the Government managing the COVID-19 pandemic. The specific objectives are:

1. To ascertain the level of the CIMIC Roles, National Security Policy, Crisis Response Protocols, People Behaviour and Resilient Whole of Society Approach in managing pandemic.
2. To determine the relationship between CIMIC Roles, National Security Policy, Crisis Response Protocols, People Behaviour with the Resilient Whole of Society Approach in managing pandemic.
3. To analyse the most significant factor that contributes to the Resilient Whole of Society Approach in managing the pandemic.
4. To analyse the Political Will as a mediating factor of independent variables with the Resilient Whole of Society approach in managing the pandemic.
5. To explore recommendations for improving CIMIC roles within the community and Malaysian Government's approach in managing the pandemic.

1.6 Scope of the Study

The study will analyse the variables identified, namely, 1] CIMIC Roles, 2] National Security Policy, 3] Crisis Response Protocols, 4] People Behaviour, 5] Political Will, and 6] Whole of Society Approach. The method that will be employed in the study is Quantitative Research. The study will analyse the 12th Malaysian Infantry Brigade's troops and related government agencies as well as non-government agencies which are involved with the MCO enforcement under OP PENAWAR within the area of operation which is Kuala Lumpur. The study will also utilise the sampling size based on the involvement of the 12th Malaysian Infantry Brigade's troops and related agencies by employing the sample population study based on Sekaran & Bougie (2019). Hence, the sample size will analyse a sample of the population, which is based on the involvement of people conducting the MCO enforcement under the 12th Malaysian Infantry Brigade and across other government agencies, non-government agencies as well as a selected stakeholder within the community within the Kuala Lumpur area. Thus, the study will analyse using the questionnaire survey for the data collection method.

1.7 Significance of Study

The study will expand on the extant body of knowledge in literature, particularly on how effective Malaysia's efforts are in managing a pandemic response. The involvement of the whole society from government sectors, non-government sectors, and the public towards COVID-19 would be an effective framework for the nation to leverage in preparing Malaysia for a similar crisis in the future. Moreover, it will assist the Government and other policy makers in establishing an effective policy as well as management coordination against a

similar crisis. Furthermore, it will enhance the understanding of the roles and tasks, especially taken by the MAF and society in posturing the whole of society approach in the Malaysian environment.

1.8 Operational Definition of Terms

Civilian Military Cooperation (CIMIC) Operation. The coordination and cooperation, in support of the mission, between MAF and civil actors, including the national population and local authorities, as well as international, national governments, non-government organisations (NGO) and private agencies.

Non-Traditional Threat. The new security challenges faced by the MAF which involves a broader threat from traditional threats which focused on military actions only. The current non-traditional threat are security issues from non-state actors' interferences, illegal and crimes at Malaysia's maritime or land borders, social fabric issues, cyber domain security issues, environmental security issues such as climate change, a pandemic and other related security issues.

Military Operation Other Than War (MOOTW). The non-combat military operations that are organised by the MAF where the cooperation of civil and the MAF is paramount in achieving successful outcomes, including stabilisation, recovery, search and rescue, non-combatant evacuation, humanitarian assistance and disaster relief operations within the nation or overseas.