

INFORMATION SECURITY POLICY COMPLIANCE BEHAVIOUR MODEL
FOR MALAYSIAN FEDERAL PUBLIC SECTOR AGENCIES

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DEDICATION

This thesis is dedicated to my husband (Mr.Sivabalan) and kids (Vihaan & Vidhyan)

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ABSTRACT

Organizations leverage information security policies (ISP) to prevent information security incidents, but employees often fail to comply with them. As such, the Malaysian public sector has a comprehensive ISP in the form of circulars, policies, procedures, frameworks, and strategic plans. However, ISP compliance among Malaysian public sector employees remains low, with limited studies found in extant research. Hence, this research aims to develop and validate a new model of factors that influence ISP compliance behaviour among Malaysian federal public sector agency employees. The research started with the identification of problems through conducting interviews with the relevant agencies and knowledge gaps by reviewing existing ISP literature. Then, a systematic literature review (SLR) was performed and analysed to identify the influencing factors of ISP compliance behaviour. A conceptual model was developed using factors from the theory of planned behaviour, social bond theory, protection motivation theory, and several other factors from literatures. Next, the survey instrument items were developed, their content validated by nine experts, and a pilot test was conducted with 30 respondents. Subsequently, data collection was conducted through email among 27 federal agency employees in Putrajaya and Kuala Lumpur, Malaysia. As a result, 360 valid responses were analysed to validate the conceptual model using ‘partial least square-structured equation modelling’ analysis. The model validation revealed that ‘attitude’, ‘perceived behavioural control’, ‘perceived response efficacy’, ‘perceived punishment severity’, ‘attachment’, ‘commitment’, ‘belief’, and ‘perceived benefit’ have positive effects on ISP compliance intention with $p\text{-value} < 0.05$. However, five factors, namely ‘subjective norm’, ‘threat severity’, ‘threat vulnerability’, ‘awareness training’ and ‘involvement’ were found to be non-significant towards ISP compliance intention with $p\text{-value} > 0.05$. These research findings were used to develop ISP compliance guidelines for the Malaysian public sector. The ISP compliance guidelines were reviewed by three ISP practitioners. Overall, this research contributes theoretically, contextually, and practically towards ISP compliance, especially in the context of the Malaysian federal public sector agencies.

ABSTRAK

Organisasi memanfaatkan dasar keselamatan maklumat (ISP) untuk mencegah insiden keselamatan maklumat, tetapi pekerja sering gagal mematuhi. Oleh yang demikian, sektor awam Malaysia mempunyai ISP yang komprehensif dalam bentuk pekeliling, dasar, prosedur, rangka kerja dan pelan strategik. Walau bagaimanapun, pematuhan ISP dalam kalangan kakitangan sektor awam Malaysia kekal rendah, dan kajian lepas dalam penyelidikan ini adalah terhad. Oleh itu, kajian ini bertujuan untuk membangunkan dan mengesahkan model baharu bagi faktor-faktor yang mempengaruhi tingkah laku pematuhan ISP dalam kalangan kakitangan agensi sektor awam persekutuan Malaysia. Kajian dimulakan dengan mengenal pasti masalah melalui temu bual dengan agensi berkaitan dan jurang pengetahuan dengan mengkaji kajian lepas yang sedia ada. Kemudian, kajian literatur sistematik (SLR) dilakukan dan dianalisis untuk mengenal pasti faktor-faktor yang mempengaruhi tingkah laku pematuhan ISP. Model konseptual dibangunkan menggunakan faktor-faktor daripada teori tingkah laku terancang, teori ikatan sosial, teori motivasi perlindungan dan beberapa faktor lain daripada kajian lepas. Seterusnya, item instrumen soal selidik telah dibangunkan, kandungannya disahkan oleh sembilan pakar, serta ujian rintis telah dijalankan dengan 30 responden. Selepas itu, pengumpulan data telah dijalankan menerusi e-mel dalam kalangan kakitangan di 27 agensi persekutuan di Putrajaya dan Kuala Lumpur, Malaysia. Sebanyak 360 respons yang sah telah dianalisis untuk mengesahkan model konseptual menggunakan analisis 'pemodelan persamaan berstruktur separa terkecil'. Pengesahan model mendedahkan bahawa 'sikap', 'kawalan tingkah laku yang dirasakan', 'keberkesanan tindak balas', 'keterukan hukuman', 'keterikatan', 'komitmen', 'kepercayaan', dan 'faedah yang dirasakan' mempunyai kesan positif terhadap niat pematuhan ISP dengan nilai- $p < 0.05$. Bagaimanapun, lima faktor iaitu 'norma subjektif', 'keterukan ancaman', 'kelemahan ancaman', 'latihan kesedaran' dan 'penglibatan' didapati tidak signifikan terhadap niat pematuhan ISP dengan nilai- $p > 0.05$. Hasil kajian ini digunakan untuk membangunkan garis panduan pematuhan ISP untuk sektor awam Malaysia. Garis panduan pematuhan ISP telah disemak oleh tiga pengamal ISP. Secara keseluruhannya, kajian ini menyumbang secara teori, kontekstual dan praktikal ke arah pematuhan ISP, terutamanya dalam konteks agensi sektor awam persekutuan Malaysia.

TABLE OF CONTENTS

	TITLE	PAGE
	DECLARATION	iii
	DEDICATION	iv
	ACKNOWLEDGEMENT	v
	ABSTRACT	vi
	ABSTRAK	vii
	TABLE OF CONTENTS	viii
	LIST OF TABLES	xv
	LIST OF FIGURES	xviii
	LIST OF ABBREVIATIONS	xx
	LIST OF APPENDICES	xxi
CHAPTER 1	INTRODUCTION	1
1.1	Overview	1
1.2	Background of Problem	3
1.3	Problem Statement	7
1.4	Research Questions	7
1.5	Research Objective	8
1.6	Scope of study	9
1.7	Significance of the study	10
1.8	Structure of the thesis	11
CHAPTER 2	LITERATURE REVIEW	13
2.1	Introduction	13
2.2	Definition of key concepts	14
2.2.1	Information Security Policy	14
2.2.2	Compliance	15
2.2.3	Behaviour	15
2.2.4	Intention	16

2.2.5	Malaysian Public Sector	17
2.3	Information security policy in Malaysian public sector context	18
2.3.1	List of current ISP in Malaysian Public Sector	18
2.3.2	Importance of ISP compliance in Malaysian public sector	22
2.3.3	ISP compliances challenges	23
2.4	Theories related to ISP compliance in past literatures	24
2.4.1	Theory of planned behaviour	26
2.4.2	Protection motivation theory	27
2.4.3	Social bond theory	28
2.4.4	Deterrence theory	30
2.4.5	Rational Choice Theory	31
2.5	Literature matrix of ISP compliance theories	31
2.6	Systematic literature review on the ISP compliance models and influencing factors of ISP compliance	37
2.6.1	Stage 1: Planning	38
2.6.2	Stage 2: Selection	39
2.6.3	Stage 3: Extraction	40
2.6.4	Stage 4: Execution	42
2.7	Literature Matrix of influencing factors for ISP Compliance	43
2.7.1	Key influencing factors of ISP compliance	49
2.7.2	Association of ISP compliance influencing factor	50
2.8	Research Gap	55
	Population Gap	56
2.8.1	Lack of ISP compliance model for Malaysian public sector	56
2.8.2	Lack of generalizability	57
	Theoretical Gap	58
2.8.3	Lack of studies about social bonding perspective on ‘attitude’ towards ‘intention to comply’ to ISP	58

2.8.4	No study that explores the integration of TPB, SBT, PMT and other significant factors to form ISP compliance model	58
2.8.5	Lack of studies that examine the relationship between ‘perceived benefit’ and ‘attitude’	59
	Practical Gap	60
2.8.6	Lack of ISP compliance guidelines for the public sector	60
2.9	Chapter Summary	60
CHAPTER 3	RESEARCH METHODOLOGY	63
3.1	Introduction	63
3.2	Research Design	63
3.3	Phase 1: Research problem and knowledge gaps definition	67
3.3.1	Defining research problem	68
3.3.2	Defining knowledge gaps	69
3.4	Phase 2: Theoretical foundation	70
3.4.1	Defining key concepts and related theories	70
3.4.2	Reviewing related works	71
3.5	Phase 3: Conceptual model development	71
3.5.1	Constructing a preliminary conceptual model	72
3.5.2	Developing hypotheses and defining operational terms	73
3.6	Phase 4: Instrument development and data collection	73
3.6.1	Developing a survey instrument	74
3.6.2	Data Collection	78
3.6.2.1	Determining population and sampling size	78
3.6.2.2	Administering the survey	80
3.7	Phase 5: Model Validation	81
3.7.1	Initial data preparation	83
3.7.2	Descriptive analysis	83
3.7.3	Model validation using PLS-SEM	84

3.7.4	Measurement model and structural model analysis	85
3.8	Phase 6: Model evaluation and discussion	85
3.8.1	Hypotheses discussion	86
3.8.2	Developing ISP compliance guidelines for Malaysian public sector	87
3.8.3	Research contribution, gap mapping, limitations and future work	88
3.9	Chapter Summary	88
CHAPTER 4	CONCEPTUAL MODEL DEVELOPMENT	89
4.1	Introduction	89
4.2	Research theory selection justification	89
4.2.1	Theory of planned behaviour	90
4.2.2	Protection motivation theory	91
4.2.3	Social bond theory	92
4.2.4	Rational for theory integration	93
4.3	Analysis Matrix of systematic literature review	94
4.4	Preliminary conceptual model	96
4.5	Conceptual model of the study	98
4.6	Operational definition of the measurement terms	100
4.7	Research hypotheses development	102
4.7.1	Attitude	102
4.7.2	Subjective norms	103
4.7.3	Perceived behavioural control	103
4.7.4	Perceived response efficacy	104
4.7.5	Threat severity	104
4.7.6	Threat vulnerability	105
4.7.7	Perceived punishment severity	105
4.7.8	Awareness training	106
4.7.9	Perception of monitoring	106
4.7.10	Attachment	107
4.7.11	Commitment	107
4.7.12	Involvement	108

	4.7.13 Belief	108
	4.7.14 Perceived Benefit	108
4.8	Developing a survey instrument	109
	4.8.1 Determining constructs of measurement	109
	4.8.2 Specifying measurement items for each factors	109
	4.8.3 Determining the scale for measurement items	110
4.9	Content validity	111
4.10	Chapter summary	120
CHAPTER 5	DATA ANALYSIS, FINDINGS AND RECOMMENDATIONS	121
5.1	Introduction	121
5.2	Step 1: Initial data preparation	122
	5.2.1 Response rate analysis	123
	5.2.2 Data cleaning	124
	5.2.3 Non-response bias test	125
	5.2.4 Common method bias test	126
	5.2.5 Normality test	130
5.3	Step 2: Descriptive analysis	132
	5.3.1 Demographic analysis	133
5.4	Model validation using PLS-SEM	136
5.5	Step 3: Measurement model analysis	138
	5.5.1 Indicator reliability	140
	5.5.2 Internal consistency reliability- construct reliability	142
	5.5.3 Convergent validity	143
	5.5.4 Discriminant validity	144
5.6	Step 4 : Structural model analysis	148
	5.6.1 Collinearity assessment	150
	5.6.2 Path coefficient analysis	151
	5.6.3 Coefficient of determination (R^2 value)	154
	5.6.4 Effect size f^2	155
	5.6.5 Blindfolding and predictive relevance (Q^2)	157

5.6.6	Effect size q^2	158
5.7	Step 5 : Summary of hypothesis testing	160
5.8	Step 6 : Advanced PLS analysis	161
5.8.1	PLSpredict	161
5.8.2	Assessment of importance and performance matrix (IPMA)	163
5.9	Discussions on the hypothesis analysis result	165
5.9.1	Hypothesis 1 (H1): ‘Attitude’ has a positive effect on the ‘intention to comply’ to information security policy	165
5.9.2	Hypothesis 2 (H2): ‘Subjective norms’ has a positive effect on the ‘intention to comply’ to information security policy	166
5.9.3	Hypothesis 3 (H3): ‘Perceived behavioural control’ has a positive effect on the ‘intention to comply’ to information security policy	166
5.9.4	Hypothesis 4 (H4): ‘Perceived response efficacy’ has a positive effect on the ‘intention to comply’ to information security policy	167
5.9.5	Hypothesis 5 (H5): ‘Threat severity’ has a positive effect on the ‘intention to comply’ to information security policy	168
5.9.6	Hypothesis 6 (H6): ‘Threat vulnerability’ has a positive effect on the ‘intention to comply’ to information security policy	168
5.9.7	Hypothesis 7 (H7): ‘Punishment severity’ has a positive effect on the ‘intention to comply’ to information security policy	169
5.9.8	Hypothesis 8 (H8): ‘Awareness training’ has a positive effect on the ‘intention to comply’ to information security policy	169
5.9.9	Hypothesis 9 (H9): ‘Perception of monitoring’ has a positive effect on the ‘intention to comply’ to information security policy	170
5.9.10	Hypothesis 10 (H10): ‘Attachment’ has a positive effect on the ‘attitude’	170
5.9.11	Hypothesis 11 (H11): ‘Commitment’ has a positive effect on the ‘attitude’	171
5.9.12	Hypothesis 12 (H12): ‘Involvement’ has a positive effect on the ‘attitude’	172

5.9.13	Hypothesis 13 (H13): ‘Belief’ has a positive effect on the ‘attitude’	172
5.9.14	Hypothesis 14 (H14): ‘Perceived benefit’ has a positive effect on the ‘attitude’	173
5.10	Final Model	173
5.11	Development of information security policy compliance guidelines for public sector	175
5.12	Evaluation and validation of ISP compliance guidelines	178
5.13	Chapter Summary	180
CHAPTER 6	CONCLUSION	181
6.1	Introduction	181
6.2	Fulfilling the research objectives	181
6.2.1	RO1: To identify factors that influence ISP compliance behaviour among Malaysian public sector employees	181
6.2.2	RO2: To develop a new ISP compliance behaviour model for Malaysian public sector employees	182
6.2.3	RO3: To validate the new ISP compliance behaviour model for Malaysian public sectors employees	183
6.2.4	RO4: To propose appropriate ISP compliance guidelines for Malaysian public sector employees based on proposed model findings	183
6.3	Research contributions	184
6.3.1	Theoretical contribution	184
6.3.2	Methodological contribution	185
6.3.3	Practical contribution	186
6.4	Gap mapping and solutions	186
6.5	Limitations of the study	188
6.6	Future recommendations	189
6.7	Concluding remarks	190
	REFERENCES	191
	LIST OF PUBLICATIONS	269

LIST OF TABLES

TABLE NO.	TITLE	PAGE
Table 1.1	Cyber security incidents of Malaysian public sector (Cybersecurity, 2021)	4
Table 1.2	Scope of the research	9
Table 2.1	ISP compliance theories according to their originating disciplines	25
Table 2.2	Literature matrix of the ISP compliance theories	32
Table 2.3	Structure of research questions	38
Table 2.4	Item study checklist	41
Table 2.5	Result of the quality checklist	42
Table 2.6	Literature matrix of ISP compliance influencing factors	44
Table 2.7	Dominant factors of ISP compliance	49
Table 2.8	Association of influencing factors ISP compliance intention	51
Table 3.1	Phase 1 – Research problem and knowledge gaps definition	68
Table 3.2	List of informants	69
Table 3.3	Phase 2 – Theoretical foundation	70
Table 3.4	Phase 3 – Conceptual model development	72
Table 3.5	Phase 4 – Instrument development and data collection	73
Table 3.6	Experts for content validity	75
Table 3.7	Reliability analysis result of pilot testing	77
Table 3.8	Phase 5 – Model validation	82
Table 3.9	Phase 6 – Model evaluation and discussion	86
Table 3.10	Practitioners involved in ISP compliance guidelines evaluation	87
Table 4.1	Analysis matrix of key influencing factors	95
Table 4.2	Comments from content validation experts for conceptual model	98

Table 4.3	Operational definitions of the measurement terms	100
Table 4.4	Measurement items for each factor	116
Table 4.5	Content validity index (CVI) of the survey instrument	119
Table 5.1	Harman single factor test	127
Table 5.2	R ² results with and without marker variables	129
Table 5.3	Normality test result using Mardia's skewness and kurtosis	132
Table 5.4	Demographic analysis results	133
Table 5.5	Measurement model assessment types and their threshold limit	139
Table 5.6	Indicator loadings	141
Table 5.7	Internal consistency reliability	142
Table 5.8	Average variance extracted	143
Table 5.9	Fornell-lacker analysis result	145
Table 5.10	Cross-loading analysis result	145
Table 5.11	HTMT analysis result	146
Table 5.12	Summary of reflective measurement model analysis results	147
Table 5.13	Structural model assessment and threshold limit	149
Table 5.14	Collinearity analysis result	151
Table 5.15	Path coefficient results	152
Table 5.16	Coefficient of determination results	155
Table 5.17	Effect size f ² result	156
Table 5.18	Predictive relevance Q ² results	158
Table 5.19	Effect size q ² result	159
Table 5.20	Hypothesis testing result	160
Table 5.21	Analysis of PLSpredict	163
Table 5.22	IPMA analysis result	164
Table 5.23	Research model evolution	174
Table 5.24	Six parts in ISP compliance guidelines	177
Table 5.25	Summary of ISP compliance guidelines review results	180

LIST OF FIGURES

FIGURE NO.	TITLE	PAGE
Figure 1.1	Trust and strategy outlined in PSPSA 2021-2025 (MAMPU, 2021)	5
Figure 1.2	Information security compliance of public sector agencies (under T5, Strategi 3 and P3) in PSPSA (MAMPU, 2021)	6
Figure 2.1	Structure of chapter 2 in nutshell	13
Figure 2.2	Hierarchy of ISP documents (MAMPU, 2016)	19
Figure 2.3	Theory of planned behaviour by Ajzen (1985)	27
Figure 2.4	Protection motivation theory by Rogers (1975)	28
Figure 2.5	Social bond theory by Hirschi (1969)	29
Figure 2.6	Systematic literature review process adapted from Okoli (2015)	37
Figure 2.7	Summary of the stages in study selection	42
Figure 2.8	Gaps identified from the review of existing literature	56
Figure 3.1	Research roadmap	65
Figure 3.2	Sampling size calculation using G Power	79
Figure 4.1	Proposed preliminary conceptual model	97
Figure 4.2	Conceptual model of the study	99
Figure 4.3	Content validity process by Lawshe (1975)	111
Figure 5.1	Data analysis steps	122
Figure 5.2	Initial data preparation process	123
Figure 5.3	Software for skewness and kurtosis calculation	131
Figure 5.4	Normality test result	132
Figure 5.5	Measurement model	137
Figure 5.6	Structural model (Inner Model)	138
Figure 5.7	Steps involved in assessment of reflective measurement model	139
Figure 5.8	Structural model analysis steps	149

Figure 5.9	Path coefficient result	154
Figure 5.10	Determination coefficient value (R^2) and effect size (f^2)	157
Figure 5.11	Significant or insignificant hypothesis in conceptual model	161
Figure 5.12	IPMA analysis for 'intention to comply' construct	165
Figure 5.13	Final research model	175
Figure 5.14	Mapping of the conceptual model of the study to ISP compliance guidelines	176
Figure 5.15	ISP compliance guideline strategies and steps	178

LIST OF ABBREVIATIONS

SDT	-	Self Determination Theory
DT	-	Deterrence Theory
PMT	-	Protection Motivation Theory
TPB	-	Theory of Planned behaviour
SBT	-	Social Bond Theory
RCT	-	Rational Choice Theory
HBM	-	Health Belief Model
ISC	-	Information Security Compliance
JD-R	-	Extended Job Demands-Resources
EPPM	-	Extended Parallel Processing Model
TIB	-	Theory of Interpersonal Behaviour
ISP	-	Information Security Policy
TRA	-	Theory of Reasoned Action
RAKKSSA	-	Public Sector Cyber Security Framework
ICT	-	Information Communication Technology
CERT	-	Computer Emergency Response Team
ISMS	-	Information Security Management System
BCM	-	Business Continuity Management
GCERT	-	Government Computer Emergency Response Team
PLS-SEM	-	Partial Least Squares Structural Equation Modelling
IPMA	-	Importance and Performance Matrix Analysis
CMV	-	Common Method Variance
CVI	-	Content Validity Index
CVR	-	Content Validity Ratio
VIF	-	Variance Inflation Factors
AVE	-	Average Variance Extracted

LIST OF APPENDICES

APPENDIX	TITLE	PAGE
Appendix A	Literature Matrix of ISP Compliance Behaviour Models	213
Appendix B	Interview questions for problem identification	222
Appendix C	Content validation questionnaire	224
Appendix D	Content Validity Ratio (CVR) and Content Validity Index (CVI) calculation	241
Appendix E	Final survey questionnaire	245
Appendix F	List of Ministries	251
Appendix G	UTM cover letter for data collection	252
Appendix H	Non response bias test	254
Appendix I	ISP Guidelines for Malaysian Public Sector	260

CHAPTER 1

INTRODUCTION

1.1 Overview

Organisations reliance on information technology have increased tremendously and brought many advantages. The prevalent use of information technology has resulted in an exponential increase in information security threats and attacks (Humayun, Niazi, Jhanjhi, Alshayeb, & Mahmood, 2020). Therefore, information security becomes a necessity for organizations. Globally, information security becoming top priority as worldwide threat assessment of the United States intelligence community put cyber threat as the top priority ahead of other prominent threats including weapons of mass destruction and proliferation, terrorism, and counter intelligence (CIA, 2019). Meanwhile Malaysia's cybersecurity strategy for 2020-2024 recognizes information security as a vital national priority (National Security Council, 2019). According to the report, government now has to deal with cyber threats from state sponsored actors aimed at critical targets of national importance.

At the outset, a lot of initiatives taken to address information security threats in technological context but later discovered that it is not sufficient to guarantee overall information security in organisations (Ifinedo, 2014; Kim, Yang, & Park, 2014; Metalidou et al., 2014; Safa, Solms, & Futcher, 2016; Soomro, Shah, & Ahmed, 2016). Growing security threats despite advanced technological solutions in place have extended researchers attention to explore on the human aspect such as employees behaviour in an organisation (Ifinedo, 2014; Metalidou et al., 2014; Safa et al., 2016).

First, employees need guidance to prevent, face and manage information security threats. Therefore, information security policy is developed to provide relevant guide and support to the employees within an organization with regard to information security (Sommestad, Karlzén, & Hallberg, 2015). Information security

policy is defined as guidelines, requirements, and rules developed by management to guide employee's behaviours (Ifinedo, 2014). Information security policy generally include acceptable use of computer resources, accountabilities concerning information security and sometimes the consequences of security policy violation (Somme stad et al., 2015). Information security policy is responsible to secure information security of an organization if the anticipated behaviour mandated in policy is achieved by observance or compliance of the policy by employees (Kim et al., 2014; Sohrabi Safa, Von Solms, & Furnell, 2016; Somme stad et al., 2015). Therefore, information security policy compliance is one of the key challenges being faced by organisation around the globe.

Typically, organizations around the globe especially public sector do have comprehensive information security policy such specific cybersecurity framework by national institute of standards and technology (NIST) United States and basic policies such as a disaster recovery policy, data backup policy, or risk assessment policy and so on. Relatively Malaysian public sector does have a list of policies, framework, circulars, best practises, standard requirements, guidelines, instruction letters and security procedures in place (Section 2.3.1). These lists of documents are generalised and referred as 'information security policy (ISP)' are applicable to all Malaysian public sector employees. Malaysian public sector employees must know, understand and comply to ISP (MAMPU, 2016).

According to Malaysian national cybersecurity strategy 2020-2025 report employees remain a significant information security risk to organisation (National Security Council, 2019). According to that report, there were also incidents where these insiders (employees), unknowingly become victims of elaborated cybercrime schemes such as watering hole attacks, social engineering ploys, malware and ransomware infections, propagation mechanism by inserting infected universal serial bus (USB) devices into the internal networks or arbitrarily clicking on links found in emails or while browsing the internet (National Security Council, 2019). The report also stated that numerous cases of intellectual property theft and the leaking of sensitive information have caused substantial financial and reputational damage (National Security Council, 2019).

This chapter gives introduction and overview of this thesis. First, the chapter provide background of problem (section 1.2), second, it describes problem statement of the research (section 1.3). Third, it describes the research questions (section 1.4) and research objectives (section 1.5). Then, it continues to describe research scope (section 1.6), significance of the research (Section 1.7) and finally, structure of the thesis content (Section 1.8).

1.2 Background of Problem

ISP which includes mandatory organisational rules, policies, frameworks, procedure, guidelines, requirements and best practices essential to control employees security behaviours in cyber environment (Bauer & Bernroider, 2017; Ifinedo, 2018). ISP compliance ensure adherence to safe practise by employees. Employees should comply to these policies to defend their organisation's resources and assets (Lowry & Moody, 2015; Yazdanmehr & Wang, 2016). Having ISP is in place does not guarantee that employees will comply to its specifications (Ifinedo, 2018). In reality, employees noncompliance to ISP, leads to greater information security complications such as information security incidents (Han, Kim, & Kim, 2017; Siponen, Adam Mahmood, & Pahlila, 2014).

Although various ISP have been developed and deployed, the employee's compliance to ISP remains low (D'Arcy & Lowry, 2017; Ifinedo, 2018; Chenhui Liu, Wang, & Liang, 2020). Employees tend to ignore ISP which leads to incidents of unsafe security activities, such as downloading unverified software from the internet, using simple and obvious passwords and sharing computer accounts (Pham, El-Den, & Richardson, 2016). Such unsafe security behaviour have the potential to compromise the organisation security system, despite having the best ISP (Pham et al., 2016). Hence, employees causes breaches to information resources and assets of organisations (Lowry & Moody, 2015).

Employees has been described as the critical factor and weakest link in an organisation (Ifinedo, 2014; Stewart & Jurjens, 2017). Employees does not comply to

ISP for many reasons including unawareness of ISP, carelessness, laziness, mischief, and conflict (Lowry & Moody, 2015; Siponen et al., 2014; Sohrabi Safa et al., 2016). Sometimes, employees may find complying to ISP is time consuming and inconvenient, as it has the potential to obstruct their daily routine work (Pham et al., 2016).

A number of 10,790 security incidents have been recorded in Malaysia involving spam, intrusion attempt, denial of service, fraud, malicious code, content related incidents, intrusion, cyber harassment and vulnerability report meanwhile malware infection and botnet drones accumulated to 5,508,357 devices in the year 2020 (MYCERT, 2020). As for year 2021, a number of 10,016 security incidents and 2,746,265 malware and botnet infected devices was reported (MyCERT, 2014). Meanwhile, Malaysian public sector security incidents statistics from year 2015 up until 31 July 2021 is shown in Table 1.1. It is important to note that most of Malaysian public sector employees was working from home (WFH) during 2020 and 2021 and any security incidents that happen in employees home network is not covered. Hence, the actual number of incidents are far more than the reported cases.

Table 1.1 Cyber security incidents of Malaysian public sector (Cybersecurity, 2021)

	2021*	2020	2019	2018	2017	2016	2015
Content related	2	5	14	8	2	0	0
Cyber harassment	0	2	1	1	0	1	0
DoS	1	1	0	1	0	0	2
Fraud	4	11	4	16	7	17	10
Intrusion	29	66	63	49	36	122	75
Intrusion attempt	0	0	0	0	0	1	4
Malicious codes	2	6	4	6	16	13	13
Spam	1	6	4	3	4	3	1
Vulnerabilities report	5	8	13	43	13	7	3
Total	44	105	103	127	78	164	108

*until 31st July 2021

Every employee in Malaysian public sector is subject to complying with ISP, hence they should equip themselves with an understanding of information security risks and know the relevant preventive measures, take responsibility, and take steps to improve information security. Noncompliance among Malaysian public sector

employees to ISP have huge impact where it erodes the public's trust in the governance of Malaysian public sector organizations to protect their information assets. Hence the urgency in identifying solution in improving the ISP compliance behaviour among Malaysian public sector employees expressed in Public Sector Digitization Strategic Plan (PSPSA) 2021-2025 (MAMPU, 2021). As of Figure 1.1, under strategic thrust 5 which is ‘optimization of equalized service value’, outlined the strategy 3 which is ‘strengthening service and cyber security compliance’. This is also in line with the sustainable development goals 2030 (SDG 2030) of United Nation, the 12th Malaysia plan (RMKe-12) and the aspirations of the vision for common prosperity 2030 (WKB 2030).

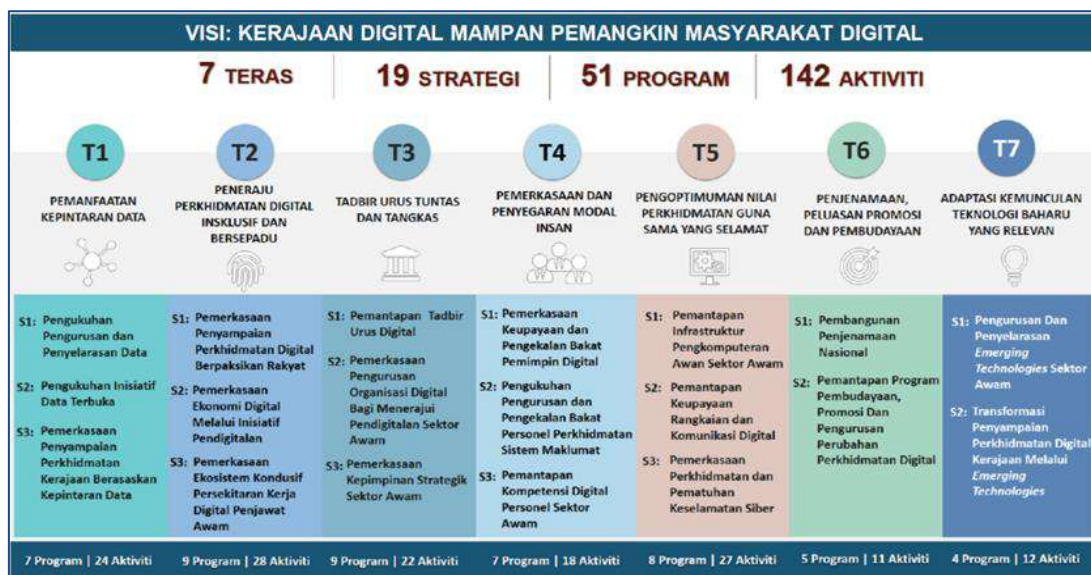


Figure 1.1 Trust and strategy outlined in PSPSA 2021-2025 (MAMPU, 2021)

PSPSA have regarded ISP compliance as vital through implementation plan to strengthen cyber security compliance among public sector agencies as in Figure 1.2.

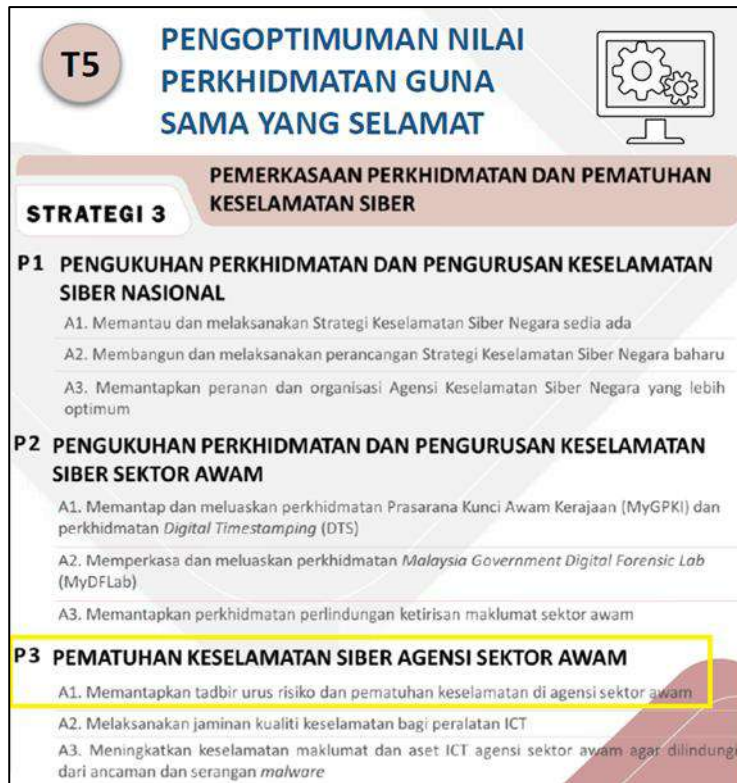


Figure 1.2 Information security compliance of public sector agencies (under T5, Strategi 3 and P3) in PSPSA (MAMPU, 2021)

Numerous programs are in place to encourage ISP compliance behaviour among Malaysia public sector employees, but the full impact of the activities and programs under the strategy mentioned in Figure 1.2 has not been quantified. Therefore, the central problem researched by this study is the low ISP compliance behaviour among Malaysian public sector employees which resulted in security breaches. A preliminary interview involving three (3) main agencies coordinating cybersecurity in Malaysia, namely National Cyber Security Agency (NACSA), Cybersecurity Malaysia (CSM) and Malaysian Administrative Modernisation and Management Planning Unit (MAMPU) was conducted and found ISP compliance behaviour among Malaysian public sector employees is low (Section 3.3.1). This is an area of increasing concern as it impacts public trust, national sovereignty, national security and also public service delivery (Dzazali & Zolait, 2012; Teoh, Mahmood, & Dzazali, 2018). A case study conducted through qualitative approach using semi-structured interviews on cyber security challenges in Malaysian public sector organisations also revealed that, despite being weakest link, Malaysian public sector employees are not been able to address successfully in term of cybersecurity (Teoh et

al., 2018). Further research in this area is needed to uncover what factor contribute to ISP compliance intention among Malaysian public sector employees since Malaysian public sector employee's compliance to ISP is relatively not examined before.

1.3 Problem Statement

A rationale to this research aim is based on the low ISP compliance behaviour among Malaysian public sector employees which was confirmed during the interview and knowledge gap analyses of the extant research as described in section 2.8. The gap analyses advocate the development of new ISP compliance behaviour model in sixfold problem which are 'lack of ISP compliance model for Malaysian public sector', 'lack of generalizability', 'lack of studies about social bonding perspective on attitude towards intention to comply to ISP', 'no study that explores the integration of theory of planned behaviour (TPB), social bond theory (SBT), protection motivation theory (PMT) and other significant factors to form ISP compliance model', 'lack of studies that examine the relationship between perceived benefit and attitude', and 'lack of ISP compliance guidelines for the public sector especially in Malaysia'. Hence, this research aims to develop, validate, and evaluate a new model of the behavioural factors that influence the ISP compliance intention among Malaysian public sector employees in the attempts to address the low ISP compliance problem and knowledge gaps.

1.4 Research Questions

The main questions of this research are as below: -

- (a) What are the factors that influence information security policy compliance behaviour among Malaysian public sector employees?
- (b) How to develop information security policy compliance behaviour model for Malaysian public sector employees?

- (c) How to validate the information security policy compliance behaviour model for Malaysian public sector employees?
- (d) What are the relevant guidelines can be proposed based on model findings for Malaysian public sector employees?

1.5 Research Objective

To answer the formulated research questions, four research objectives were constructed. Those research objectives were defined to achieve the aim of this research which to develop, validate a new model of factors that influence the ISP compliance intention among Malaysian public sector employees and help to increase their ISP compliance. The research objectives are as below: -

- (a) To identify factors that influence information security policy compliance behaviour among Malaysian public sector employees.
- (b) To develop a new information security policy compliance behaviour model for Malaysian public sector employees.
- (c) To validate the new information security policy compliance behaviour model for Malaysian public sector employees.
- (d) To propose appropriate ISP compliance guidelines for Malaysian public sector employees based on proposed model findings.

1.6 Scope of study

The scope of this research is categorised into five main perspectives which are ISP compliance stage, ISP compliance study, level of analysis, ISP cluster, and respondents. Table 1.2 indicates the perspectives, types and scope applied in this research.

Table 1.2 Scope of the research

Perspective	Type	Scope of this research
ISP compliance behaviour stage	i. Intention to comply ii. Actual compliance	Intention to comply
ISP compliance behaviour study	i. Relational ii. Descriptive iii. Comparative	Relational
Level of analysis	i. Individual ii. Organization	Individual (Employee)
Cluster	i. Telecommunication ii. Education iii. Health iv. Others (etc)	Public Sector of Malaysia
Respondents	Malaysian public sector employees	Employees of Malaysian federal public sector agencies

The dependant variable in this research is the ‘intention to comply’ measuring Malaysian public sector employee’s intention to comply to ISP. Generally, ISP compliance stages can be categorised into two stages which are intention to comply (pre-compliance) and actual compliance (post-compliance). Intention to comply refers to the initial decision of the employee to comply to ISP. On the other hand, actual compliance refers to the willingness of the employee to continue complying to ISP. This research focuses on the intention to comply (pre-compliance) stage by Malaysian federal public sector employees. Studies can be classified into three main groups namely relational, descriptive, and comparative studies. This research applied relational study as it aims to investigate the relationship between the 14 independent factors obtained from the integration of TPB, SBT, PMT and past literatures, with dependant variable which is ‘intention to comply’ to ISP.

This research focuses on the ISP compliance intention from the perspective of Malaysian federal public sector employees at the individual level. Research conducted among employees from 27 federal agencies in Malaysian public sectors. The selection of agencies is based on suitability factors, involvement with the ISP and ease of obtaining feedback from respondents.

1.7 Significance of the study

This research is substantial from theoretical, contextual, and practical perspective. First, the development of a new ISP compliance behaviour model which consist of factors that influence ISP compliance intention among Malaysian federal Public sector employees has contributed to a new theoretical finding in ISP. It is done by incorporating the theory of TPB, SBT, PMT, and factors from prior studies to examine the influential factors of ISP compliance behaviour among Malaysian federal public sector employees. The findings implies that eight factors namely ‘attitude’, ‘perceived behavioural control’, ‘perceived response efficacy’, ‘perceived punishment severity’, ‘attachment’, ‘commitment’, ‘belief’ and ‘perceived benefit’ increase ISP compliance behaviour among Malaysian federal public sector employees. It is an effort to add new knowledge to the current research body by identifying factors that influence the ISP compliance behaviour, developing and proposing model to measure ISP compliance behaviour and propose strategic solutions for future improvement. The relationships between factors and ISP compliance behaviour intention are expected to contribute to the body of knowledge of ISP compliance.

As the TPB theory only defines the causal relationship between its own factors, this research extends the relationship by examining SBT factors into ‘attitude’ factor of TPB. This research reveals SBT factors such as ‘attachment’, ‘commitment’ and ‘belief’ has influenced ‘attitude’ factor towards ISP compliance intention. This relationship appears to be a new addition to knowledge by enriching the application of TPB. Moreover, the research also contributes to the knowledge by adding ‘perceived benefit’ from literature to influence ‘attitude’ besides SBT and the findings reveals it influence ‘attitude’ factor. Besides that, this research is strengthened with reduced bias

because the data collection was conducted during movement control order (MCO) where most of the respondents works from home without direct pressure from top management and peer influence too.

Third, the findings of this research have valuable practical contribution. The involvement of cybersecurity practitioners in validating the survey instrument, and reviewing the proposed guidelines has made the research findings more reliable to be applied in real-world phenomena. In addition, this research also proposed ISP compliance guidelines for the Malaysian public sector based on proposed model findings (Appendix I) to increase the ISP compliance among Malaysian public sector employees. The proposed guidelines is timely since the intention of developing more ISP for Malaysian public sector has been established in Malaysian National Cybersecurity Strategy 2020-2025 and PSPSA 2021-2025.

In developing new ISP, the findings of this research would be beneficial for the ISP developer such as NACSA and MAMPU. ISP developers could understand the key constructs that must be considered for ISP compliance so that it can be widely accepted by public sector employees and other organizations too in the future. Findings can be used by the organisations to strategically plan to enhance their employee's ISP compliance behaviour to prevent security breaches. Overall, the model and guidelines developed from this research are expected to help in increasing Malaysian public sector employee's ISP compliance.

1.8 Structure of the thesis

This thesis is structured into six chapters. Chapter 1 is named introduction. This chapter discusses introduction, background, problem background, problem statement, research questions, research objectives, scope, and significance of the study. Chapter 2 is named literature review. Chapter 2 discusses the literature review, definition of key concepts by explaining the research key terms. Subsequently, review the related theories, describes systematic literature review that have been conducted in identifying related works within ISP compliance research area and influencing factor of ISP.

Chapter 2 also highlights knowledge gap in extant research to justify the rationale and novelty of this research.

Chapter 3 is named research methodology. This chapter discusses the research methodology which refers to the overall process involved in the research in fulfilling the research objectives and obtaining the expected deliverables. It starts with a discussion of research design, and research phases. Each phase of research design is explained in depth, and the outcomes are also presented. Chapter 4 is named conceptual model development. This chapter presents the process of the conceptual model development and content validation of the survey instruments.

Chapter 5 is named data analysis and findings and recommendation. This chapter presents the empirical data analysis and discussion in empirical findings of the research. First, initial preparation is described including response rate analysis, data cleaning, non-response bias test, common method bias test, and normality test. Second, descriptive analysis of the demographics is presented. Third, the measurement model analysis using Partial Least Squares Structural Equation Modelling (PLS-SEM) analysis is presented which includes internal consistency reliability, convergent validity, and discriminant validity. Fourth, the structural model analysis using PLS-SEM which includes collinearity, path coefficient, coefficient of determination, effect size, blindfolding and predictive relevance. Fifth, advanced PLS-SEM analysis such as importance and performance matrix analysis (IPMA) and PLSpredict was conducted and reported. Later, hypotheses testing was summarized and discussed in detail in Malaysian federal public sector employee's context. Eventually, this research proposes ISP compliance guidelines for Malaysian public sector. The guidelines development is also discussed in Chapter 5. Finally, Chapter 6 is named conclusion. It summarizes the research findings based on research objectives, research implications, limitations and recommended future work.

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LIST OF PUBLICATIONS

Indexed Journal

1. **Kuppusamy, P.**, Samy, G. N., Maarop, N., Shanmugam, B., & Perumal, S. (2022). Information Security Policy Compliance Behavior Models, Theories, And Influencing Factors: A Systematic Literature Review. *Journal Of Theoretical And Applied Information Technology*, 100(5) (**Indexed by SCOPUS**)

Indexed Conference Proceedings

1. **Kuppusamy, P.**, Samy, G. N., Maarop, N., Magalingam, P., Kamaruddin, N., Shanmugam, B., & Perumal, S. (2020, May). Systematic literature review of information security compliance behaviour theories. In *Journal of physics: conference series* (Vol. 1551, No. 1, p. 012005). IOP Publishing (**Indexed by SCOPUS**)