

THE PRACTICES OF GOOD GOVERNANCE IN SOLID WASTE MANAGEMENT POLICY IMPLEMENTATION

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In the last few decades, the term good governance is being increasingly used in literature development of public administration, political sciences, international relation and economy. This paper will explore the practices of good governance implemented by the stakeholders. Identifying the current good governance practices implemented by the stakeholders is crucial as it will serve as a guideline to improve good governance practice in the future. An exploratory research approach is applied in this study through in-depth interviews with government agencies and concessionaires involved in the solid waste management policy implementation in Malaysia. A total of six respondents took part in this study. The findings of this study found out that the practice of good governance is not a new practice by stakeholders. This study identified three (3) practices of good governance that implemented by stakeholders such as promotion of policy, stakeholder's involvement, and enhancing staff capacity. This study also proposed some points on good governance practices in the context of policy promotion and staff development. A paradigm shift by the stakeholders is crucial so as to enhance the practices of good governance in solid waste policy implementation towards sustainable solid waste management in Malaysia.

Index Terms: Good governance, solid waste management, policy implementation.

I. INTRODUCTION

The concept of good governance is currently a world-wide phenomenon resonating in all corners of private sector, public sector, local community, non-profit sector and international institutions. The study on the good governance in Asian has increased in recent times due to the financial crisis and poor governance practices. Therefore, a growing literature is available on good governance and numerous standards and codes of conduct were proposed by international donors like United Nations and The World Bank.

In accordance with this study, the poor governance has caused failure of the solid waste policy implementation in Malaysia [1,2]. Malaysian government has introduced the National Solid Waste Management Policy (NSWMP) in 2007 as the main guideline for solid waste management [3]. The goal of this policy is: i) to build a solid waste management system which is holistic, cost-effective, socially acceptable and sustainable, and ii) to implement solid waste management based on the hierarchy of solid waste which emphasises on waste reduction through the

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concept of 3Rs (Reduce, Reuse, Recycling). Currently, the implementation of NSWMP is still ineffective. The solid waste management facilities were unhygienic, exposing the workers to the risk of diseases and affecting their quality of life [4]. In addition, the recycling rate among Malaysians is still low at 15% compared to the neighbouring countries such as Singapore and Thailand [5].

Several empirical studies showed that various factors contributed to the failure of solid waste policy implementation, namely insufficient of a fund, lack of expertise, lack of technology and facilities, ineffective monitoring and law enforcement system [6,7,8]. However, the main factor leading to the failure of the solid waste policy implementation is poor governance [9,10,11]. Poor governance leads to various problems in solid waste management at every level [12]. Good governance approach is expected to bridge the gaps of governance in solid waste management policy implementation at all levels of stakeholders. Hence, the objective of this study is to explore the governance practice in the implementation of NSWMP. Good governance practice at all levels of stakeholders is crucial so that the NSWMP implementation is comprehensive and holistic.

II. LITERATURE REVIEW

(A) A Review of Good Governance in Policy Implementation

Good governance practice describes how good an organisation controls its actions to ensure that its constituents follow the established policies which involve various dimensions [29]. It is not easy to ensure compliance with the policies formulated without involving all the stakeholders [24]. Hence, good governance practices covered a broad issue of ineffective policy implementation [30].

A study by Klok [31] suggested that an instrumental strategy of a good governance is important in policy implementation. Arentsen [32] also highlighted that the organisation capacity building and expertise are crucial factors for a good governance practice. However, these are not sufficient to explain the whole factors that influence good governance in policy implementation. Klok [31] and Arentsen [32] only deliberated on factors that influence the organisation competency without considering the interrelations within the organisations. Therefore, Ligteringen [33] had reviewed extensively on the interrelationship among stakeholders from the administrative perspective. Bressers, Huitema, and Kuks [34] examined the interrelation among all actors including actors who are not directly participating in the policy implementation process.

According to international organisation such as the United Nations (UN), the World Bank, Organization for Economic Cooperation and Development (OECD), and Overseas Development Institute (ODI), factors that influence good governance practice are stakeholders participation, decency of rule, transparency in decision-making, accountability of all stakeholders, fairness in reinforcement and the

efficiency of management system. These factors will ensure that minorities' views are taken into account and the voices of the most vulnerable in the society are heard in the decision-making process. It is also responsive to the present and future needs of society. Table 1 shows the list of factors that influence governance practices according to the international organisation; the factors vary because each organisation have a distinct point of view and experiences.

TABLE 1: THE PRACTICES OF GOOD GOVERNANCE EMPHASISED BY INTERNATIONAL DONORS [35]

<i>Factors</i>	<i>World Bank</i>	<i>United Nations</i>	<i>OECD</i>	<i>ODI</i>
Accountability	√	√	√	√
Effectiveness	√	√	√	
Efficiency	√	√	√	√
Transparency	√	√	√	√
Openness	√	√	√	
Rule of law	√	√	√	
Participation		√	√	√
Partnership		√		
Fairness				√

(B) The Governance of Solid Waste Management Policy in Malaysia

The Malaysian government has restructured the governance of NSWMP through the division of power, known as decentralisation. As a result, the policy implementation involved various stakeholders [13]. An efficient governance is one of the most important factors contributed to an effective implementation of NSWMP. Elbakidze *et al.* [14] suggested that a study related to governance often discussed the process of how an institution is managed, controlled, and obligated when implementing the agreed objectives. Governance includes aspects such as settings of staff at all levels of management duties in a transparent and prudent way in terms of delivering results, corporate culture, and strategy to deal with various stakeholders [15].

There are four major stakeholders involved in the governance of NSWMP, namely the Ministry of Urban Wellbeing, Housing and Local Government, Department of National Solid Waste Management (DNSWM), Solid Waste Corporation (SWCorp) and the concession company (Figure 1). Each institution has different roles and job scope with regard to the NSWMP implementation. Nevertheless, each stakeholder is dependent upon each other. For example, DNSWM is responsible for the coordination of NSWMP; thus, DNSWM will require cooperation from Solid Waste Corporation (SWCorp) and the concessionaire to ensure the NSWMP is implemented according to the policy objectives. Similarly, SWCorp and the concessionaires need DNSWM to establish a clear strategic plan and guideline for NSWMP implementation. The objectives of NSWMP are significant and fit with the solid waste management current operation.

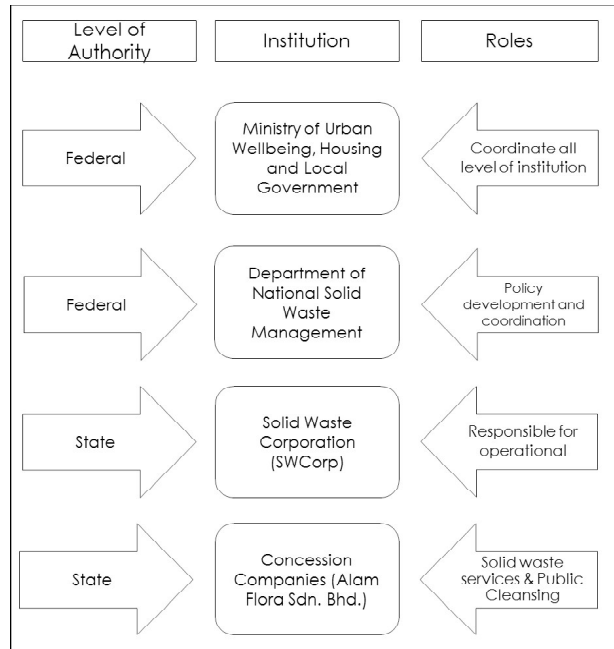


Figure 1: Stakeholders Involved in the NSWMP Implementation in Malaysia [13]

III. METHODOLOGY

A qualitative approach is applied in this study because its rules are simple and easy to comply and the study can be explored with more in-depth. A qualitative approach is often used to interpret and understand a complex reality of a given situation through personal perspective and experience, especially when researching on sensitive topics. A qualitative approach is also useful in improving the understanding of the investigated issues which cannot be explained explicitly. In addition, a qualitative approach is frequently used to identify specific factors that influence a phenomenon of interest [16]. Accordingly, the purposive sampling was adopted to select respondents of this study for in-depth interviews.

(A) In-depth Interview

In-depth interviews are used to collect data and information from respondents in the Department In-depth interviews are used to collect data and information from the respondents of DNSWM, SWCorp, and the concession company (Alam Flora Sdn. Bhd.). Semi-structured interviews were conducted to enable researchers to explore more closely on the issues discussed during interviews [17,18]. The questions asked in the interview are related to good governance practices implemented by the stakeholders during the policy implementation.

(B) Sampling

Purposive sampling was applied to select respondents for the interview session. This type of sampling is a convenient method to gather data more quickly and effectively in exploratory studies. The sampling in this study was selected based on knowledge and experience of the selected individuals representing the population. Therefore, only respondents that met the criteria fixed by the researcher were selected for the study. The main criterion for selecting the respondents is their knowledge and experience with NSWMP implementation in Malaysia. A total of six respondents were interviewed in this study (Table 1).

TABLE 1: NUMBER OF RESPONDENTS

<i>Stakeholders</i>	<i>Number of Respondents</i>
Department of National Solid Waste Management (DNSWM)	1
Solid Waste Corporation (SWCorp)	4
Concession Company	1

(C) Data Analysis

In qualitative methods, primary data is collected from interview sessions with the respondents. Therefore, data gathered from the respondents are recorded using a voice recorder and documented through transcription. Once the voice data are transcribed, they were analysed using content analysis method based on categories as well as themes and sub-themes. The determination of themes and sub-themes are tailored according to the needs of data with reference to the objectives [17]. Content analysis is used to analyse good governance practices employed by the stakeholders in NSWMP implementation. The themes are identified based on the literature reviewed and theoretical framework of this study. These data are categorised into specific themes and sub-themes and they are used in accordance with their purpose, which is to explain the phenomenon in detail.

IV. RESULTS AND DISCUSSION

The practice of good governance in NSWMP implementation is crucial. Therefore, exploring the good governance practice in the NSWMP implementation is the basis for gaining a deeper understanding of the system's strengths and weaknesses. The findings of this study are extremely important and useful for future suggestion or addition with regards to the good governance policy. This study discovered that there are three main good governance practices implemented by the stakeholders, namely the policy promotion, various stakeholders' participation in the decision-making process, and staff capacity enhancement programme for NSWMP implementation.

(A) Promotion of Solid Waste Management Policy

Policy promotion is one of the important components introduced in the policy implementation. Promotional activities for the policy should be conducted before and after the policy execution, so as to give more exposure and create awareness on the importance of the policy to all stakeholders. There are several studies on the importance of policy promotion by previous researchers [19,20]. The literature reviewed also showed that there are a variety of methods used to promote effective policies such as through the media, physical promotion, and verbal promotion [21,22,28].

The result of this study has revealed that the NSWMP promotion was mostly done by the DNSWM through its official website and other social networks such as Facebook. Other stakeholders, namely SWCorp and the concessionaires are not involved in promoting NSWMP. However, this kind of promotion is not good enough because it is limited to the internet user only. The information about NSWMP was also being promoted verbally through meetings, workshops, and conferences. The majority of respondents highlighted that physical promotion of NSWMP is very limited, especially at SWCorp and the concession company. In fact, physical promotion of the policy is imperative to enhance the staff' awareness on the policy's objectives [22]. Physical promotion of NSWMP was only conducted during sharing session with DNSWM.

This study revealed that NSWMP was promoted through various mediums so as to ensure that the policy is recognised by all level of stakeholders. The promotion of this policy to various type of stakeholders shows that the government is really open in what they are doing and they strive towards a better governance of NSWMP. However, the effort to promote NSWMP was conducted exclusively by DNSWM. Other stakeholders believed that matters related to NSWMP are under the sole responsibility of DNSWM. Most of the respondents commented that they are mainly receiving instruction from DNSWM. Therefore, this study suggested that several aspects of the NSWMP promotion need to be improved.

Stakeholders' participation in the promotion effort will enable stakeholders to expand their understanding of the NSWMP mission and its circumstance. The stakeholders' members should know that they share the responsibility to achieve the objective of NSWMP. The present promotion of NSMWP is conducted through passive promotional efforts, namely through the official website of DNSWM and meetings between stakeholders. This study suggested that such promotional practice of NSWMP is ineffective. In fact, this situation is a hindrance to good governance practice in the implementation policy of NSMWP. It is highly recommended to conduct a more comprehensive promotion such as an awareness campaign on the significance of NSWMP objectives and its impact. Besides communication promotion, an aggressive physical promotion is also suggested such as printing out the NSWMP objectives on note books, flyers and pamphlets, and disseminating

the printed materials to the mass. The objectives of NSWMP are suggested to be printed and displayed at every stakeholders' office. Consequently, it will create a strong culture for the stakeholders as they shared the same objectives and values. Additionally, constant discussions between the executing agencies and DNSWM on the issues related to NSWMP are very crucial to build mutual understanding.

(B) Stakeholder's Involvement

Stakeholder's involvement and participation is a critical element in policy transparency. In fact, stakeholders' participation is one of the significant indicators of a good governance practice. A number of international organisations such as the United Nations, the European Union and the World Bank emphasise on the importance of stakeholder's participation so as to ensure a successful policy implementation. Previous studies have discussed on factors affecting the stakeholder's participation in policy implementation [23]. A study by Read [24] showed that stakeholders' participation in the policy implementation is important in order to increase their knowledge and awareness of the policy.

This current study found that the stakeholders' participation in NSWMP may occur in two platforms, namely the Regional Implementation Committee (RIC) and Service Level Committee (SLC). The RIC was set up in each state to provide a platform for the stakeholders to express their opinions and suggestions for improving the quality of services. In addition, the purpose of this committee is to resolve any issues or problems related to the operations at the state level. The membership committee for RIC consisted of a representative of the State Secretary, a representative of the local authority, and a representative from the concession company. This session was chaired by the director of the SWCorp.

The SLC was established for the stakeholder's governance at the federal level. The meeting of SLC was chaired by the Director General of DNSWM. In a year, a total of four meetings were held at the DNSWM office and SWCorp was responsible for providing information and reporting on the collection operation and public cleansing services, and proposing an improvement to the quality of services. It is also the SLC role to address any unresolved issues in the RIC meeting. A majority of the respondents pointed out that stakeholders' participation in the policy clarification also occurred in meetings conducted by DNSWM and SWCorp. However, the stakeholders' participation in meetings is determined by the issues discussed.

The finding of this study showed that there are plenty of platforms provided to encourage the stakeholders' participation. However, the practice of stakeholder's participation was often found with SWCorp, whereby the participation of stakeholders with DNSWM is rather limited. In fact, DNSWM is the main actor in regard to NSMWP implementation and coordination. Hence, stakeholders' participation programme should be encouraged and conducted more frequent to

ensure the issue related to this policy is unambiguous and addressed comprehensively. Moreover, stakeholders will become more acquainted with the policy context if they get the information direct from DNSWM.

(C) Enhance Staff Capability

Staffing is one of the crucial components in policy implementation. Several past studies focused on staff's capacity [25,26,27,28]. Many researchers agreed that the key factor to a successful policy implementation is related to staff's capacity. The finding of this study disclosed that the capacity improvement programmes for staff were conducted through training, workshops, seminars, sharing of knowledge, and by encouraging the staff to continue their studies. However, each stakeholder has its own approach to increasing the capacity of their staff according to their responsibilities and job scope.

The staff of DNSWM were given freedom to participate in any training and workshop. Staff attendance in the training conducted by the department is not compulsory. The management of SWCorp conducted training and workshop regularly to enhance its staff's competency. The majority of respondents from SWCorp pointed out that most of the staff development programmes are controlled by the organisation headquarters, whilst training conducted by the branches were very limited. Moreover, the training and workshop conducted at the branch of SWCorp were wide-ranging and not specific to the staff's roles. The concession company also ran their own training programmes to increase their staff capacity which focused on solid waste services and public cleansing. It is understandable because the concessionaire must maintain the company's good reputation and their service quality in order to secure a position in the solid waste management services sector.

Knowledge sharing is one of the good governance practices in staff development and enrichment. It is a good practice for the staff to increase their confidence and competency. The study also revealed that every stakeholder practices knowledge sharing in its organisation. Knowledge sharing sessions at DNSWM were conducted by the executive and interested staff. However, knowledge sharing sessions or programmes in SWCorp were practised only at its headquarters and the sessions were often presented by its executives. Conversely, there was no knowledge sharing session conducted at SWCorp branch, namely the SWCorp KL. Meanwhile, Alam Flora Sdn Bhd also advocates knowledge sharing. In the knowledge sharing sessions, staffs were often inspired by the board of directors and executives committee.

These findings indicated that the training programmes increased staff's ability to implement solid waste policy, specifically, based on the role and scope of work of the stakeholders involved. DNSWM instigated training to improve their staff capacity to produce a more comprehensive strategy with regards to NSWMP. In

contrast, SWCorp conducted training to increase their staff's capacity so as to ensure the NSWMP policy is implemented effectively in the field. The concessionaires are responsible for improving the ability of their staff in order to provide solid waste management services, guided by the goal of DPSPN. The practice of enhancing the ability of staff should be sustained and intensified to ensure the DPSPN objectives are achieved. Similarly, all stakeholders practice knowledge sharing; however, most of the knowledge sharing conducted were presented by their staff. For a more interactive knowledge sharing sessions, exchange of knowledge among stakeholders would be excellent. The involvement and participation of stakeholders in knowledge sharing session could improve their understanding and communication skills.

Moreover, this study suggested stakeholders to improve the staff development program. Effective staff development program can be achieved either through training or planned experience. Training courses may involve an off-site and in-house training courses. In-house training has the advantage of exposing the staffs to the actual stimulus and encouraging team building. Meanwhile, off-site courses involve working alongside staff from successful agencies that have the merit of good governance practice in policy implementation such as Indah Water Consortium. The study further suggested soft skill courses such as communication skill. The psychology course is also deemed to be necessary for staff involved in law enforcement. By the same token, staff development through planned experience is recommended to enhance staff competency. This involves a staff taking on a new task and working with the aid of a mentor on the task. A mentor should be a senior staff expert in the given task and the mentor's role is to ask critical questions related to the task so that the ideas are systematically considered and learning takes place as a result of the experience. Planned experience is practical and suitable to enhance staff competency in the NSWMP implementation.

V. CONCLUSION

The governance of National Solid Waste Management Policy (NSWMP) involved a number of stakeholders who have different roles and responsibilities. However, the objective of every stakeholder is the same, which is to accomplish an effective solid waste management. Therefore, the problems and issues that arise in the implementation of NSWMP should be resolved through a good governance approach. This study has revealed that there are the practices of good governance implemented by stakeholders in NSWMP implementation such as policy promotion, participation of stakeholders, and capacity enhancement program for the staff. However, these good governance practices still have much room for improvement. Therefore, every stakeholder needs to be proactive to improve their good governance practices in the NSWMP implementation. Further study on the good governance constraint in NSWMP implementation is highly recommended so as to explore the

issues of poor governance in a broader perspective. Likewise, the study of good governance framework in NSWMP implementation is also crucial as a guideline to stakeholders to improve their good governance practice.

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