

GOOD GOVERNANCE IN NATIONAL SOLID WASTE MANAGEMENT
POLICY (NSWMP) IMPLEMENTATION: A CASE STUDY IN KUALA
LUMPUR

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DEDICATION

I would like to dedicate this thesis to

ALMIGHTY GOD “ALLAH S.W.T”

(Who gave me strength, knowledge, patience and wisdom)

MY PARENTS “ABAS YUSOF & SALMAH POSO”

(Their pure love, devotion, cares and prayers had helped me to attain my target)

MY LOVELY WIFE & DAUGHTER “ZAMRIAH & ARISSA”

(Their love, care, encouragement and motivation made me to accomplish this
valuable work)



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ABSTRACT

National Solid Waste Management Policy (NSWMP) has been introduced as main guideline in Malaysia's solid waste management. The execution of NSWMP has involves diverse stakeholders which the practice of good governance is a significant requirement to attain the aims of NSWMP. However, the implementation of NSWMP is ineffective because of poor governance. Therefore, this study is conducted to explore the governance of NSWMP in Kuala Lumpur. This research has four (4) research objectives which are to identify the perception of stakeholders in NSWMP governance, to analyse the practices of good governance that implemented by stakeholders, to investigate the constraints of good governance and to develop a good governance framework for effective NSWMP implementation. A convergent parallel strategy is adopted in this study to gather both quantitative and qualitative data in concurrently and to analyse both data separately. A total of 640 respondents were selected through quota sampling method to participate in the quantitative data collection (questionnaire distribution). Besides that, six (6) respondents were selected through purposive sampling method for qualitative data collection (in-depth interview). Descriptive and inferential data analyses were conducted to interpret the quantitative data by using Statistical Package for the Social Sciences (SPSS). Content analysis was adopted to interpret the qualitative data by using NVivo Software. After that, triangulation technique was conducted to develop a good governance framework for NSWMP implementation. In general, the perception of stakeholders on NSWMP governance which based on four main variables (policy clarity, resources management, stakeholder's competency, implementation system) was moderate. Moreover, this study has found out that the practice of good governance is not a new practice by stakeholders. However, these practices are still insufficient. Accordingly, five (5) constraints of good governance have been identified such as inadequate fund, bureaucratic burden, poor staff competency, poor communication among stakeholders and lack of policy implementation guideline. To address the poor governance issue, this study has developed a good governance framework for effective NSWMP implementation. This framework can improve the decision-making process in NSWMP implementation. Besides that, this framework also enables to enhance the understanding of government and corporate agencies on good governance practice in NSWMP implementation. Basically, this study has given empirical evidence that the good governance theory is applicable for effective NSWMP implementation in Malaysia.

ABSTRAK

Dasar Pengurusan Sisa Pepejal Negara (DPSPN) telah diperkenalkan sebagai sebuah panduan utama bagi pengurusan sisa pepejal di Malaysia. Pelaksanaan DPSPN telah melibatkan pelbagai pihak berkepentingan yang memerlukan tadbir urus yang baik. Namun, tadbir urus yang lemah telah menyebabkan pelaksanaan DPSPN menjadi tidak berkesan. Oleh itu, kajian ini dilakukan untuk meneroka tadbir urus DPSPN di Kuala Lumpur. Kajian ini mempunyai empat (4) objektif iaitu mengenal pasti persepsi pihak berkepentingan terhadap tadbir urus DPSPN, menganalisis amalan tadbir urus baik yang dipraktikkan pihak berkepentingan, menyiasat kekangan pelaksanaan tadbir urus baik dan membina sebuah kerangka kerja tadbir urus yang baik bagi pelaksanaan DPSPN yang berkesan. Strategi pengumpulan serentak (Convergent Parallel Strategy) diaplikasi untuk pengumpulan data kuantitatif dan kualitatif secara serentak. Namun, data-data tersebut dianalisis secara berasingan. Teknik persampelan kuota digunakan bagi memilih responden (640 responden dipilih) untuk pengumpulan data kuantitatif (borang kajian soal selidik). Selain itu, teknik persampelan bertujuan telah digunakan bagi memilih responden (6 responden dipilih) untuk pengumpulan data kualitatif (temu bual mendalam). Analisis data diskriptif dan inferensi diaplikasi bagi data kuantitatif menggunakan perisian *Statistical Package for the Social Sciences* (SPSS). Analisis kandungan pula digunakan bagi mentafsir data kualitatif menggunakan perisian Nvivo. Selepas itu, teknik triangulasi data diaplikasi bagi membina kerangka kerja tadbir urus yang baik dalam pelaksanaan DPSPN. Hasil kajian telah mendapati persepsi keseluruhan pihak berkepentingan terhadap tadbir urus DPSPN adalah sederhana. Di samping itu, kajian ini juga mendapati amalan tadbir urus baik merupakan amalan yang telah dipraktikkan pihak berkepentingan. Namun, amalan tadbir urus yang dipraktikkan adalah masih lemah dan tidak mencukupi. Sehubungan itu, lima (5) kekangan amalan tadbir urus baik dikenal pasti seperti peruntukkan dana yang tidak mencukupi, prosedur birokrasi yang membebankan, lemah tahap kompetensi staf, komunikasi tidak bekesan antara pihak berkepentingan dan tiada panduan pelaksanaan dasar yang komprehensif. Bagi mengatasi masalah lemah tadbir urus ini, satu kerangka kerja tadbir urus baik bagi pelaksanaan DPSPN yang berkesan telah dibina. Kerangka ini mampu menambah baik proses membuat keputusan dalam pelaksanaan DPSPN. Selain itu, kerangka ini juga mampu meningkatkan pengetahuan agensi kerajaan dan korporat dalam amalan tadbir urus. Secara asasnya, kajian ini telah menyumbang kepada perbincangan berkaitan aplikasi teori tadbir urus baik bagi pelaksanaan DPSPN yang berkesan di Malaysia.

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LIST OF ABBREVIATIONS

NSWMP	- National Solid Waste Management Policy
DNSWM	- Department of National Solid Waste Management
SWCorp HQ	- Solid Waste Corporation Headquarters
SWCorp KL	- Solid Waste Corporation Kuala Lumpur
UNEP	- United Nations Environment Programme
OECD	- Organisation for Economic Co-operation and Development
PAHO	- Pan American Health Organization
IPCC	- Intergovernmental Panel on Climate Change
WCED	- World Commission on Environment and Development
DANIDA	- Danish International Development Agency
RIC	- Regional Implementation Committee
SLC	- Service Level Committee
KPI	- Key Performance Index
NGO	- Non-Governmental Organisation
MSW	- Municipal Solid Waste
MSWM	- Municipal Solid Waste Management
ISWM	- Integrated Solid Waste Management

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DEFINITION OF TERMS

Solid Waste	Any substances or scarp materials where the holder discards or intends to discard
Public Policy	A guideline for the process and action of government in decision making to overcome the public problem
Governance	The way in which power is exercised in the process of decision-making for development
Good Governance	Ability to manage the resources effectively and solve the conflict in decision making
Poor Governance	Inability to manage the resources effectively and solve the conflict in decision making
Stakeholder	A people or group of people with responsibility to respond, negotiate, and change the strategy and decision of the organisation



CHAPTER 1

INTRODUCTION

1.1 Introduction

From the past few years, good governance is one of the captivating concepts that was mostly discussed in public administration. Good governance has represented the modes of governing that involves a multiplicity of informal actors and formal institutions in decision-making (Budd *et al.*, 2006). This new mode of interaction has involved a network of government sectors, non-profit organisations, non-governmental organisations (NGO) and other non-state. Poor governance is characterised by unreasonable policy making, unaccountable bureaucracies and unenforced legal systems which can put organisations at risk of failure (Andrew, 2008)

In accordance with this study, this good governance is used to address the issue of poor governance in solid waste policy implementation. Nowadays, efficient solid waste management in urban area is very crucial. Ineffectiveness of solid waste management would cause huge obstacle on social development, environmental vitality and economic stability (Marshall & Farahbakhsh, 2013). Rapid increment of solid waste generated over years in urban area has brought a massive challenge to the government. A progressive solid waste management policy is necessary to cope with this issue. In Malaysia, National Solid Waste Management Policy (NSWMP) has

been introduced in 2007 under Solid Waste Management and Public Cleansing Management Act (Act 672) through Ninth Malaysia Plan (9MP).

The aim of NSWMP is to establish integrated solid waste management which based on solid waste hierarchy system (Reduce, Reuse and Recycling) (Sreenivasan *et al.*, 2012). Enactment of Act 672 and development of NSWMP have brought Malaysia's solid waste management legislation to the worldwide level. However, a typical solid waste management in developing countries including Malaysia display an array of problems. One of the problems that need to be taken into account is the poor governance of solid waste policy (Bjerkly, 2013; Marshall & Farahbakhsh, 2013; Mutalib, 2013).

The governance of solid waste management policy implementation has continues to be more complicated and challenging as the urbanisation keep growing (Manaf *et al.*, 2009). Besides that, the transformation of solid waste management has brought a huge responsibility to stakeholders in Malaysia. Therefore, there are governance issues that have been emerged in NSWMP implementation (Nadzri & Larsen, 2012). Good governance is one of the most captivating concepts that have potential to cope with the poor governance issue in policy implementation (Read, 1999; Andrew, 2008; Bjerkli, 2013). Good governance concept in policy implementation emphasised the aim of policy, promote integrity, and good values among stakeholders, transparent and accountability in decision-making, and enhance stakeholder's competency. Moreover, stakeholder's participation is very crucial to practice good governance concept in policy implementation (World Bank, 1995).

Therefore, this study will use good governance concept to investigate the governance of NSWMP implementation. This concept also will help to explain the issue of poor governance and it helps to enhance the governance practice by stakeholders in NSWMP implementation. Towards the end, the aim of this study is to develop a good governance framework for NSWMP implementation. This framework could be an insight for Malaysia towards sustainable solid waste management.

1.2 Background Study

The phenomenon of urbanisation has dragged half the world's population to live in urban areas. According to the United Nations Human Settlements Programme (2008), almost the entire surface of the earth will be dominated by the city in the middle of this century. Moreover, the proportion of Asian living in cities will rise from 35 percent (%) to 53 percent (%) between the year 2000 and 2030 (Cohen, 2004).

Based on the report by the Department of Statistics, Malaysia (2010) Kuala Lumpur has shown the highest urbanisation rate from the year 2000 until 2010. Unfortunately, the rapid urbanisation rate has caused various environmental problems such as climate change, various pollutants, and reduction of raw materials and eradication of biodiversity (Grimmond, 2007; Uttara, Bhuvandas & Aggarwal, 2012). Nowadays, one of the issues that have grabbed the global and local concern is the solid waste management (World Bank, 2012a).

Tremendous population growth is the main contribution towards escalating of solid waste generated in urban area (Zamali *et al.*, 2009). According to the United Nations Environment Programme (2012), the total weight of municipal solid waste at the global level had reached 1.84 billion tons, an increase of 7 percent (%) compared to 2003. Total global weight of municipal solid waste is expected to increase continuously over years. In Malaysia itself, municipal solid waste generated has increased 1.9 percent (%) over years (Agamuthu *et al.*, 2009).

Manaf *et al.* (2009) has reported, the average solid waste generated in Malaysia is within range 0.5 kg/person/day to 0.8 kg/person/day at rural and small town, while average of solid waste generated at urban area is around 1.9 kg/person/day. Kuala Lumpur has been recorded the highest weight of municipal solid waste generated since 1970 until 2002. This estimated weight of municipal solid waste generated would keep increasing, as the urbanisation process continues.

To address this problem, Malaysian Government has come up with several strategies and plans toward effective solid waste management. Effective solid waste management practices need to be updated to suit the current waste quantity and

composition (Manaf *et al.*, 2009). Reflecting from that, solid waste management in Malaysia has been addressed comprehensively in Ninth Malaysia Plan.

Transformation of Malaysia's solid waste management has arisen in 2007. Malaysia has experienced a transformation of solid waste management in term of institutional and policy development (Nadzri & Larsen, 2012). Plenty of programs have been conducted to introduce the solid waste transformation plan to the citizens (Goh, 2007). This transformation has set a goal which to achieve integrated solid waste management throughout Malaysia. The solid waste management transformation process has been embarked through two (2) strategies, which are i) federalising the solid waste management through the enactment and amendment of Acts and regulation, and ii) privatising the collection and transportation of the household's solid waste (Nadzri & Larsen, 2012).

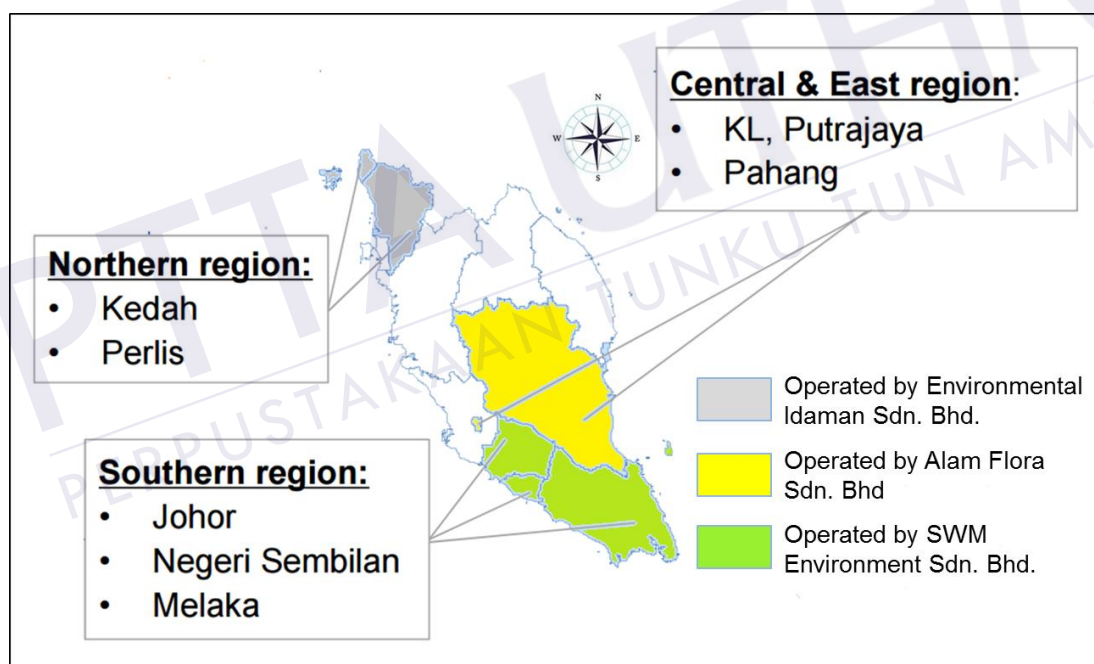


Figure 1.1: Concession Companies based on Region in Peninsular of Malaysia (Musalib, 2013)

Table 1.1 shows the solid waste management related Acts in Malaysia that has been enacted and amended by Malaysian Government. Privatising of solid waste services is regulated to reduce financial pressure on local government (Nadzri & Larsen, 2012). Moreover, privatising process has been conducted through a concession agreement between federal government and three (3) private companies based on the region of states (Figure 1.1).

Table 1.1: Solid Waste Management Related Act in Malaysia
(Department of National Solid Waste Management, 2014)

List of Solid Waste Management Legislation	Acts
Solid Waste and Public Cleansing Management Act	Act 672
Solid Waste and Public Cleansing Management Corporation Act	Act 673
Local Government Act (Amended)	Act A1311
Street, Drainage and Building Act (Amended)	Act A1312
Town and Country Planning Act (Amended)	Act A1313

This transformation has involved a number of stakeholders. Moreover, stakeholders also have gained huge responsibility to ensure sustainable solid waste management can be achieved (Manaf *et al.*, 2009; Nadzri & Larsen, 2012). Stakeholders in solid waste management are classified into three (3) groups such as primary, secondary and tertiary. Primary stakeholder is refers to the people that responsible for solid waste policy development, enforcement, and implementation. The private sectors such as concession company that participated in the solid waste services either formally or informally is known as secondary stakeholder. Besides that, tertiary stakeholder is waste generator which refers to the people that are compliance with the solid waste regulation (World Bank, 1995; Gugssa, 2012). Hence, each stakeholder has a pivotal role in the governance of solid waste management.

Department of National Solid Waste Management (DNSWM) is one of the primary stakeholders which has established under Solid Waste and Public Cleansing Management Act (Act 672) which gazetted on 30 August 2007. This department is coordinated under the Ministry of Urban Wellbeing, Housing, and Local Government. Act 672 now vests all the legislation related to solid waste management. The uniformity of these Acts is involved throughout Peninsular Malaysia and the Federal Territories of Putrajaya and Labuan.

This Act 672 has given executive authority to the federal government in implementing solid waste management and public cleansing throughout Malaysia. The purpose of this department is to integrate the national solid waste management

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