

# A Review of the Factors that Influence the Good Governance Practices: An Insight towards Sustainable Solid Waste Management

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**Abstract—** Policy implementation is one of the crucial elements to achieve effective solid waste management. Unfortunately, policy implementation regarding solid waste in the most developing countries is not goes like its planning. This issue has occurred due to the poor governance practices among stakeholders. Governance is one of the pivotal elements in policy implementation to ensure objectives of the policy are achievable. In many ways, shared governance emerged as a better mechanism in the governance of policy implementation. It refer to sharing of power, group interaction, negotiation, persuasion and mediations. However, there are several factors that influence the governance practices. This concept paper will discuss four (4) main factors that would influence the governance practices. These main factors are identified through analysis and synthesis of literature. It could be a guide for the developing countries to conduct a good governance practices in solid waste management policy implementation.

**Keywords-** *governance; policy implementation; solid waste management; sustainable solid waste management*

## I. INTRODUCTION

Policy implementation in solid waste management has become a critical issue in public administration. The issue of ineffective solid waste management has reflected the inefficient policy implementation. In fact, there is a policy with regard to effective solid waste management formulated in most of the countries. However, the mechanism of the implementation of this policy is different at developed and developing countries. This is based on the study conducted by many scholars and international organisation which is the solid waste management in developed countries are more effective and efficient compared to developing countries [1].

The governments are increasingly implementing policies that are intended to give impact on waste management practice, and many new initiatives have been taken in many countries around the world over the last few years. A common problem has emerged in most countries that have embarked on policies promoting greater sustainability in waste management through recycling and reduction. The pace of policy making has not been matched by an equal effort to provide mechanism for effective policy implementation. In the most developing

countries, the top down approach has employed for legislative decision in solid waste management and then executed with little or no discretion locally [2,3].

A sizeable gap often persists between a policy decision and its implementation [4,5]. The frequent failure of implementation to meet the expectation of decision makers concerns us not only because it belies the promise of abstract policies, but also because it functions as a constraint on the decision made in the first place. This is clearly shows the different waste management planning and implementing bodies [6]. Moreover, the implementation become more complex due to the different tiers of government and the different sections of an authority with responsibility for management, operational and planning function of waste management [2]. Hence, good governance in the policy implementation is very significant. The concept of good governance has emphasised the important of fairness in decision making at all level of tier. The conflict between different tiers for management, operational and planning was believed can be solved by many scholars. This concept paper is provide a brief discussion regarding the issues of ineffective solid waste management policy implementation, the suggestion solution through good governance practices and the factors influence the governance. It could be an insight towards sustainable solid waste management.

## II. THE ISSUES OF INEFFECTIVENESS OF SOLID WASTE MANAGEMENT POLICY IMPLEMENTATION

The policy that has been developed in the most countries is almost similar. The aim of the policy in solid waste management is to achieve effective solid waste management as well as sustainable in term of collection and disposal. The different among the countries are the mechanism and system that used to implementation the policy [7]. The issues of ineffective solid waste management policy implementation are very familiar with the most of low and middle income countries. The issues are regarding the waste collection and waste disposal. In general, the solid waste management policy developed is to inspire the waste collection and disposal to be conducted more effective as one of the requirement to achieve sustainable solid waste management.

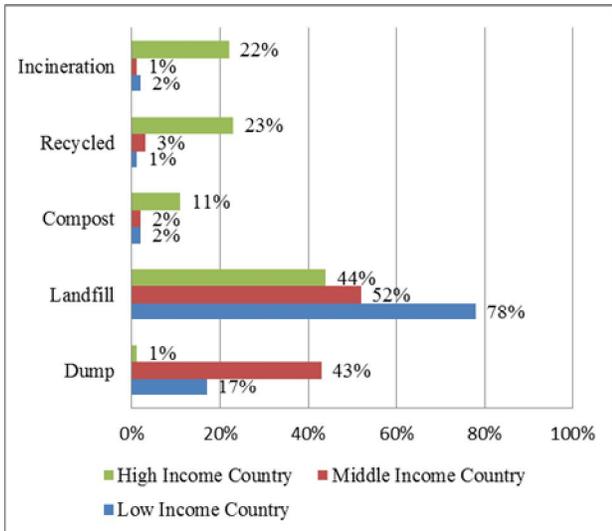


Figure 1. Percentage of the Technique of Municipal Solid Waste Disposal Based on Income Countries

The issue of waste disposal in developing countries has reflected the ineffective solid waste management policy implementation. In the developed countries, most of the solid waste generated are disposed in more sustainable way which is by incineration, recycled and compost (Figure 1). On the other hand, the situation is different in developing countries which landfill and dumped is a main technique of municipal solid waste disposed [1]. The adopted of uncompleted landfill and dump would lead to negative impact to human health and environment vitality [8]. The issue of ineffective solid waste management policy implementation has occurred in most developing countries because of several factors such as poor governance on the ground, lack of commitment among stakeholders, ineffective in policy monitoring and coordination, and neglected the social dimension in policy development [9].

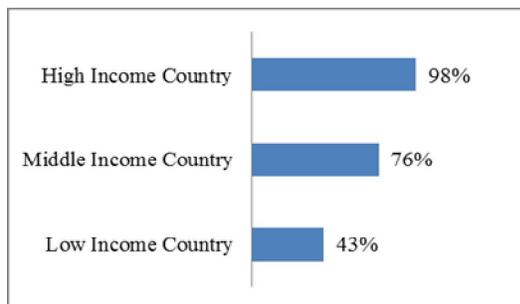


Figure 2. Percentage of Municipal Solid Waste based on Income Countries

In higher income countries tend to have higher collection efficiency although less of the solid waste management budget goes towards collection. In low-income countries, collection services make up the bulk of a municipality's solid waste management budget as high as 80% to 90%, yet collection rates tend to be much lower, leading to lower collection

frequency and efficiency (Figure 2). In high-income countries, although collection costs can represent less than 10% of a municipality's budget, collection rates are usually higher than 90% on average [1]. Moreover, collection methods in developed countries tend to be mechanized, efficient, and frequent. While total collection budgets are higher, they are proportionally lower as other budget items increase.

### III. THE NEED OF GOOD GOVERNANCE IN SOLID WASTE MANAGEMENT POLICY IMPLEMENTATION

Governance practice is crucial because it is describing how an organisation controls its actions to ensure that its constituents follow its established policies which involving various dimension [10]. It is not easy to ensure compliance with the policies formulated without involving all of the stakeholders [2]. Hence, good governance practices have covered a broad issue of ineffective policy implementation [11]. Application of good governance practices might contribute in deep understanding the social elements that required by the government to implement its solid waste management policy effectively. Effective policy implementation in solid waste management is reflecting the sustainable of the system. In fact, to achieve effective in solid waste management policy implementation is not an easy task but it is not impossible to be attained [12]. In the context of developing countries, politics inevitably play a large role in solid waste management systems. The structure, functioning, and governance of solid waste management systems are affected by the relationship between central and local governments. The role of citizens in policy making processes and policy implementation is less concerned [13]. The effective policy implementation should involve the citizens. Hence, it is crucial to strike the right balance within the institutional and citizen perspective for effective solid waste management policy implementation [14].

Good governance practice is requires the participation and collaboration of all relevant parties, including government, non-governmental organisations (NGOs), community groups and the private sector [14]. Good governance allows low-income groups to influence policy and resource allocation [15], and therefore it is essential for equitable, effective, and efficient solid waste management policy implementation. Indeed, the efficiency, along with the effectiveness of SWM in a city of the indices for assessing good governance. Low-income countries tend to lack the appropriate governance institutions and structures typically found in high income countries, such as public policy research institutions, freedom of information laws, judicial autonomy, auditors general and police academies [16]. This lack of democratic structures and competent, representative local government creates barriers to proper solid waste management policy implementation.

Moreover, effective solid waste management policy implementation requires the institutional that firmly established to avoid controversies, ineffectiveness, inaction, and making solid waste management systems politically unstable [13]. Even when regulatory and legislative frameworks exist, governments with weak institutional structures are easily

overwhelmed by increasing demands for solid waste management as urban populations explode [14]. Institutional aspects also include the current and future legislation, and the extent to which it is enforced [17]. A straightforward, transparent, unambiguous legal and regulatory framework, including functioning inspection and enforcement procedures at the national, provincial, and local levels, is essential to the proper functioning of a solid waste management policy [13,18]. There seems to be general consensus that weak institutions are a major issue in emerging and developing countries such as in Asia, Africa, Latin America and Russia [19]. Institutional strengthening and capacity building are one of the major drivers in good governance practices. Hence, good governance practice in solid waste management policy implementation is very significant in developing countries towards sustainable development.

#### IV. FACTORS INFLUENCE THE GOOD GOVERNANCE PRACTICES

In view of the influencing factors, this study seek to find out factors that are important to show the good governance practices among stakeholders during policy implementation of solid waste management. As the urbanisation continues, the amount of solid waste generated is keep increase. It will be increasingly difficulty for government to address the governance issues in policy implementation of solid waste management.

Instrument strategy for governance is very important in policy implementation [20]. Besides that, capacity building and expertise in the organisation is one of the crucial factors for governance [21]. However, it not sufficient enough to explain the whole factors that influence the governance in policy implementation. Reference [20,21] are only discussed the factors that influence the organisation competency itself without consider the interrelations between the organisation as well as stakeholders. Then, Bressers, Huitema & Kuks has study the interrelation between all the actors including the actors that not directly participate in process of policy implementation [10]. Moreover, Ligteringen has extensively reviewed on the relationship between stakeholders in the perspective of administrative level [22]. However, the study of Ligteringen is not comprehensively explained the coordination and monitoring of governance in policy implementation as has been discussed in the study of Frederickson [22,23]. According to Frederickson, level of coordination and integration among organisation in governance regime is very important for effective policy implementation [23].

Based on the international organisation like United Nations (UN), World Bank, Organization for Economic Cooperation and Development (OECD) and Overseas Development Institute (ODI), the factors that influence the governance include participation of all stakeholders, decency of rule, transparency in decision making, accountability of all stakeholders, fairness in reinforcement and efficiency of management system [24]. It assures that the views of minorities are taken into account and that the voices of the most vulnerable in society are heard in decision-making. It is also

responsive to the present and future needs of society. Table 1 shows the factors influence governance practices based on international organisation are different because each organisation have distinct point of view and experiences. However, the factors influence governance that emphases by these international organisations still limited on the policy existence.

Table 1. The Factors Influence Governance Practice Based on International Organisation

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

In the public administration, resources are one of the crucial factors that influence the effectiveness of the organisation. According to Matland, resource allocation such as budget is very significant to enhance the governance in policy implementation [25]. However, Matland is only focus in the budget. There are plenty of resources needed to take into account in governance such the man power, expertise and technical resources [26,27].

Moreover, stakeholders play pivotal role in ensure the governance in policy implementation of solid waste management can be conducted effectively. The factors in generating knowledge in good governance are important as a guide for the government to cope with problems grows. Based on the literature review, there are four (4) main factors has been identified which influence the governance practice in policy implementation such as clarity of policy context, stakeholder's competency, resources allocation and stakeholder's management system.

#### *Clarity of Policy Context*

The aims of policy can be achieved through law to control the human activity. Hence, enforcement of the law is not an easy task [28]. Clarity of policy context is one of the crucial factors in governance of policy implementation. Based on the literature review conducted, there are several factors that influence the clarity of the policy context such as the policy goal, policy pluralism, policy openness, political climate and autonomy. Elmore has emphasises the good policy should has a specific tasks and clear objectives [4]. Hence, the tasks can be allocated effectively to subunits as well as stakeholders. Matland has found policy's ambiguity is one of the main factors contribute to poor governance of policy implementation on the ground [25]. Moreover, Hill and Hupe have discussed that changing of political climate has significant influence the directive and goals of the policy [29]. For instance, the political economic forces will lead to more business as well as benefit orientation approaches in the governance [30].

Moreover, in the good governance principle, policy pluralism and openness are very significant [25,26,31]. Pluralism is often viewed as same as participation to ensure the maximum number of interested parties as well as stakeholders have the opportunity to take part in the governance process. Fritz Breuss divided pluralism into external and internal features with the former only well designed when it provides for widespread opportunities for participation rather than involving pre-selection of similar experts [32]. Internal pluralism referred to those from the immediate community of the discipline involved. External pluralism would include politician, environmentalist and media groups.

Policy openness is more about transparency although it is both recognised and understood that complete openness in any policy-making is not always possible for security and confidentiality reasons [33]. In the governance of policy implementation, the issues of policy openness raises questions about public accessibility to where decisions about policy are made, the availability and cost of policy documents, the use of language and the clarity of information provided by policy makers [29,32]. Hence, these pluralism and openness of the policy is very important to clarify the policy context. Once the policy context is understandable and clear to all stakeholders, the governance of policy implementation can be conducted effectively at all level.

#### *Stakeholder's Competency*

In governance of policy implementation, stakeholders play a vital role to ensure the policy can be delivered and implemented effectively. Towards the end, the objectives of the policy can be achieved. European Commission has emphasised the good governance concept is based on multidisciplinary competencies as well as on ethical principles to assure the responsible and effective translation of the policy [34]. Based on the literature reviewed conducted, stakeholders competency is one of the main factors influence the governance practices during policy implementation [4,25,35]. Moreover, there are several elements need to be focussed in stakeholders competency such as the stakeholder's knowledge, skills, abilities and behaviour [23,36,37].

Skills and competency within the stakeholders ensured that the work programme can be elaborated with excellent quality and answers that need of current word to understand the complexes and interrelated issues. According to Jha, capacity building is one of the approaches to enhance the social competency [38]. Moreover, capacity building is one of the crucial elements to enable the stakeholders understands and tackles the crisis that we are faced in policy implementation [39]. Hence, the institutional framework of capacity building should involve the municipal authorities, administration, corporate bodies, non-government organizations (NGO) and educational institutes [38]. The various actors that involved in capacity building might be useful to enhance the competency of each stakeholder in many perspectives.

Furthermore, stakeholder's competency also can be developed through participation and collaboration of all relevant parties, including government, Non-Governmental

Organizations (NGOs), community groups and the private sector [14]. Participation by all type of citizens is a key cornerstone of good governance. Participation could be either direct or through legitimate intermediate institutions or representatives. It is important to point out that representative democracy does not necessarily mean that the concerns of the most vulnerable in society would be taken into consideration in decision making [40].

Broad participation is built on freedom of association and speech, as well as capabilities to participate constructively. Participation is a process whereby policy making, policy implementation, prioritizing issues, accessibility to public goods and services and also allocating resources is influenced by key stakeholders [41]. It varies from one context to another and subject to different projects and visions. The rationale for public involvement should be discussed in various dimensions because it can enhance social competency directly or indirectly [5]. Moreover, Read has discussed participation of stakeholders in governance will contribute the enhancement of knowledge, commitment and perception of stakeholders on the policy introduced [2]. Hence, the objectives of the policy such as solid waste management policy towards sustainability are possible to be achieved.

#### *Resources Allocation*

Resources as several studies show that topic on financial (budget) and human factors (man power) are common to be discussed in governance of policy implementation [26,27]. Moreover, Matland has emphasised the technical resources such as the technology and tools used to support the process of policy implementation are very crucial [5]. Frederickson also has emphasised insufficient resource is one of the main factors of policy implementation failure occurs [23]. It means that resource allocation in the governance is very important to ensure the policy implementation can be conducted effectively.

In order to foster human resources, technical resource and financial in solid waste management governance towards effective policy implementation, it is essential to sort the management priority at every level of stakeholders [15]. In the context of good governance practices, a dynamic stakeholders will operating in properly functioning competitive market system which will create jobs and income, generates wealth and help to ensure the resource are used efficiently [42]. Hence, stakeholder's decision making in resource allocation is very important to ensure that the objectives of the policy are achievable.

#### *Stakeholder's Management System*

The management system in institutional is very crucial in governance of policy implementation. The systems that practices by the stakeholders during policy implementation will determinant the success of the policy [43]. There are several factors such as accountability and transparency that very significant to influence the governance [44]. International Organisation such as World Bank, United Nations and Organisation for Economic Cooperation and Development

(OECD) also has emphasised that institutional accountability and transparency of the information is the success key of the governance [45].

United Nations has emphasised accountability in the management system is a key tenet of good governance practices [46]. Walker has argued that who is accountable for what should be documented in policy statements [47]. In general, an organisation or an institutional is accountable to those who will be affected by its decisions or actions as well as the applicable rules of law [48]. Lack of accountability during law enforcement such as regarding solid waste management will cause loss of trust among stakeholders itself. The trust among the stakeholders in institutional is crucial to ensure the policy can be implemented efficiently [49]. However, the trust is quite difficult as well as is not easy to build and sometimes need much longer time. Trust between agency and its stakeholders can be build based on the transparency of the information as well as the accountability of the institutions.

Furthermore, laws, regulations and codes of conduct should be fair and enforced impartially, particularly the laws on human rights [50]. One of the effective ways of tackling weak governance is to look at the disconnection between institutions within the broader governance environment including the scope of operation of the society in general. Moreover, accountability can be classified in two categories. These are horizontal and vertical. Horizontal accountability is the relationship between the executive, legislature and the judiciary. Vertical accountability is whereby one actor reports to another subject to the interpretation of constitutional provisions [47]. Kelling, Wasserman & Williams has point out the enhancement of accountability in institutional can be achieved through manage the institutional culture, inculcating the leadership value among the enforcements, effective control and supervision through peer, training, frequent audit and reward [28]. Hence, effective management system among stakeholders should involving accountability of stakeholders, transparency of information and effective monitoring for good governance practice in policy implementation.

#### V. AN INSIGHT TOWARDS SUSTAINABLE SOLID WASTE MANAGEMENT

Sustainable solid waste management is often related with integrated solid waste management (ISWM). The concept of ISWM strives to strike a balance between three dimensions of waste management which are environmental effectiveness, social acceptability, and economic affordability [51].

It has been widely recognized that waste management systems that ignore social components and priorities are doomed to failure [52]. Sustainable waste management must be fully embraced by local authorities and the public sphere. It should go beyond traditional consultative methods that require the 'expert' to outline a solution prior to public involvement [52]. Key elements to the success of these programs are public participation and empowerment, decision transparency, networking, cooperation and collective action, communication,

and accessibility of information [53]. However, it has been difficult to fully integrate stakeholders and ensure public involvement [54]. This is in large part due to the fact that citizens did not shape the SWM systems they depend upon.

Managing waste on a systemic level is particularly difficult in the absence of regulation [55]. This has been recognized by many governments and other entities, and has sparked a move towards programs and regulations that encourage closing the loop [19]. The policies and regulation approach have been used as a tool to ensure sustainability in each phase of solid waste management system. Hence, the policies that developed should be implemented effectively on the ground. In fact, sustainable solid waste management is reflecting the effectiveness of solid waste management in term of policy, system and institutional.

#### VI. CONCLUSION

Policy implementation in solid waste management needs good governance among its stakeholders. In theoretically, this approach is capable to handle the complexity of solid waste management developing countries. It is needed to adopt a strongly participatory, contextually grounded complex, adaptive systems perspective if any real progress is to be made in the solid waste management practices of the developing world. However, several factors that influence the governance in policy implementation need to be considered in solid waste management policy implementation. This could be an insight for developing countries towards sustainable solid waste management.

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