

Good Governance Practices in Recycling Programmes

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Received September 19, 2021; Revised December 13, 2021; Accepted January 4, 2022

Cite This Paper in the following Citation Styles

(a): [1] Ta Wee Seow, Wei Guan Lim, Sulzakimin Mohammed, Indera Syahrul Mat Radzuan, Muhamad Azahar Abas, "Good Governance Practices in Recycling Programmes," *Environment and Ecology Research*, Vol. 10, No. 2, pp. 260 - 266, 2022. DOI: 10.13189/eer.2022.100215.

(b): Ta Wee Seow, Wei Guan Lim, Sulzakimin Mohammed, Indera Syahrul Mat Radzuan, Muhamad Azahar Abas (2022). *Good Governance Practices in Recycling Programmes*. *Environment and Ecology Research*, 10(2), 260 - 266. DOI: 10.13189/eer.2022.100215.

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Abstract Solid waste generation has seen a sharp increase over time as a result of population growth, changes in socio-economic conditions, and lifestyle changes. In Malaysia, we are also facing the same scenario, as a result of which, the solid waste generation has been increasing over time. Improper solid waste management can cause environmental pollution. As such, solid waste management is a challenging problem in the Malaysian context. To tackle this, the government had launched the recycling programme in the year 1993 and had re-launched the programme in the year 2000. Nevertheless, the recycling rate was still found to be low, at 10.5% in the year 2012, and 17.5% in the year 2016. Furthermore, Malaysia has set a recycling target of 22% for the year 2020. The objective of this research is to determine the good governance practices of effectiveness and efficiency, transparency, responsiveness, rule of law, consensus-oriented, responsibility, and participation in recycling programme implementations. A total of 384 respondents were randomly selected as part of the sampling size in the study area. The scope of research is in the areas of Batu Pahat, which are under the administration of SW Corp. SWM Environment has provided the waste collection services here. The method of research used is a survey by a structural questionnaire, analysed by descriptive analysis. The study found that good governance practices are not comprehensively implemented in the recycling programme in Batu Pahat. In general, it was found that the practices of good governance still need further improvement. This paper has recommended the total integration of good governance practices into each

level of formulation of the recycling programme, from planning, implementation, to monitoring and improvement.

Keywords Recycling Programme, Good Governance Practices

1. Introduction

The increased generation of solid waste causes a heavy burden on waste disposal in landfills. Improper solid waste management has polluted the environment (Seow, 2016). Hence, solid waste management has become challenging issues in developing countries due to increase of population, urbanization and changes of lifestyle (Yusof et al., 2019). Malaysia is committed to improving solid waste management (Manaf & Moh. 2018). In October 1991, the first recycling campaign was launched in Shah Alam, Selangor by the Minister of Housing and Local Government. There were 20 local authorities who were involved in promoting the recycling programme. The recycling campaign became a part of the "Clean and Beautiful Programme" in 1992 (Seow, 2016). Following this, the first National Recycling Programme was launched in the year 1993. The failure of the first national recycling programme was mostly because of the unsustainability of recycling programme by the local authorities and it did not improve the waste management practices. In addition, the recycling rate was still low for lack of public participation.

This resulted in a re-launched recycling programme in the year 2000, with a more reformed objective. The programme was to inculcate habits of the 3Rs of recycling in reducing the usage of land for waste disposal, reducing expenditure on solid waste management, and to reduce the importation of waste. In the year 2001, November 11 was declared as National Recycling Day to raise public awareness. (Manap & Moh 2014, Seow 2016).

The government has enhanced its efforts in solid waste management and has set up the SW Corp under Solid Waste and Public Cleansing Corporation Act 2007 (Act 673). Under Solid Waste and Public Cleansing Management Act 2007 (Act 672), one of the objectives of setting up SW Corp was to integrate the practice of recycling into solid waste management. Despite the various efforts from the government and Management stakeholders in promoting waste segregation, the community participation in solid waste segregation and recycling programmes was still at a low level (Yusof et al., 2019). The recycling rate was still low at 10.5% in the year 2012 (National Solid Waste Management Department, 2013), and at 17.5% in the year 2016 (Alias et al., 2018). Hence, good governance practice is one of the crucial elements to attain effective policy implementation (Seow & Abas, 2015).

Recycling is one of the best approaches to address the nation's solid waste management problems, especially to reduce the solid waste disposal into the limited space of landfills (Manap & Moh.2014 & Seow 2014). However, the recycling rate is still at a low level in Malaysia. Most of the solid waste generated ends up in landfills, which are gradually facing a shorter lifespan. Additionally, it is very difficult to identify any sites for new landfills, as most of the time it is rejected by the local communities, such as in the case of Bukit Payong landfill in Batu Pahat. Therefore, recycling is the simple method, and is also convenient to implement at the household level. The practices of waste segregation at source and scheduling of waste collection

2+1 have been implemented since the setting up of SW Corp. Hence, integration of good governance practices into the recycling programme is crucial for effective solid waste management in Malaysia. This paper's objective is to determine the implementation of good governance practices in terms of effectiveness and efficiency, transparency, responsiveness, consensus-oriented, rule of law, responsibility and public participation, in the recycling programme in Batu Pahat.

In general, there are seven key good governance practices covered in this research paper, which are participation, consensus-oriented, responsiveness, effectiveness and efficiency, responsibility, transparency, and rule of law. The description of these good governance practices are summarized in Table 1.

A good governance concept defines that the decision is made in order to promote sustainable development, which includes environmental protection. The implementation of good governance is necessary to achieve sound waste management and a sustainable recycling industry. Good governance includes aspects of responsibility, coherence, transparency, rule of law, and participation. Adoption of a top-down approach and good governance concept in sustainable construction waste management is necessary to be taken into consideration, in the implementation of solid waste reduction and construction waste reduction plans (Seow et al., 2015).

Abas (2019) and Abas et al. (2018) in their study on public policy, governance theory and practice found that good governance practice is crucial for the effective public policy implementation of solid waste management. The process of public policy, which consists of policy formulation and implementation, requires good governance practice intervention. 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.

Table 1. Descriptions of good governance practices

Good governance practice	Description
Participation	All genders should have a voice in decision-making, either directly or through legitimate intermediate institutions that represent their intentions. Such broad participation is built on freedom of association and speech, as well as capacities to participate constructively.
Consensus-oriented	It mediates differing interests to reach a broad consensus on what is in the best interest of a group and where possible, on policies and procedures.
Responsiveness	Institutions and processes try to serve all stakeholders.
Effectiveness and efficiency	Processes and institutions produce results that meet needs while making the best use of resources.
Responsibility	Decision-makers in government, the private sector, and civil society organizations are accountable to the public, as well as to institutional stakeholders.
Transparency	Built on the free flow of information. Processes, institutions, and information are directly accessible to those concerned with them, and enough information is provided to understand and monitor them.
Rule of law	Legal frameworks should be fair and enforced impartially.

Source: Muhamad Azahar Abas, 2019

Alias et al, (2018) study in waste minimization found that waste separation at source become the best practice of solid waste minimization, as it reduces the amount of solid waste. Hence, to overcome the increase of solid waste generation, an integrated strategy through recycling should be implemented. A comprehensive solid waste minimization programme, recycling facilities, and awareness programme are necessary to encourage public to be involved in the recycling practices effectively. Yusof et al, (2019) conducted a study to review the current practice and challenges of community participation in waste segregation programmes in Malacca. The community participation in solid waste segregation and recycling programmes is still at a low level due to a lack of awareness, attitude, and exposure to the advantages of recycling in the long term.

A pilot study was conducted by Seow and Abas (2015) and Seow et al. (2017a) to investigate good governance practices in the implementation of National Solid Waste Policy among SW Corp's staff. The study found that level of awareness among respondents regarding good governance practices in policy implementation was moderate, based on their exposure and understanding of good governance practices. Besides that, the perception of respondents on good governance practices in policy implementation was positive. The respondents believed that, while good governance has been practiced in solid waste policy implementation, there are still gaps that need improvement and enhancement.

2. Research Methodology

A survey was conducted in two stages, namely, a preliminary survey of 30 people and a complete survey involving 384 people. The preliminary survey conducted to test the reliability of the questionnaire. The questionnaires focus on the good governance practices of participation (6 questions), effectiveness and efficiency (16 questions), rule of law (5 questions), transparency (5 questions), responsibility (3 questions), responsiveness (4 questions), and consensus-oriented (5 questions) in the implementation of recycling programmes. Structured

questionnaires have been designed based on the Likert Scale as primary data for the study. The questionnaires consist of demographic profiles of respondents and the respondent's perception of good governance practices in the implementation of recycling programmes. The questions are developed to measure the respondent's perception, and as such, the Likert scale was applied to obtain more appropriate and reliable answers. A five (5) point Likert scale was adopted, ranging from strongly disagree (1), disagree (2), intermediate (3), agree (4), and strongly agree (5).

The sampling has been according to the Ronan Conroy sampling size. The sampling size of 384 respondents is to represent the total Population Census 2010 in Batu Pahat. The population of Batu Pahat is 401,902. Stratified sampling has been used, as the population is divided into several categories such as areas, ethnic groups, and age groups. Table 2 shows the sampling size of areas in Batu Pahat. A majority of the respondents are from Bandar Penggaram (74%) as it is the administration centre and commercial centre in Batu Pahat.

Table 2. Sampling size in Batu Pahat area

Area	Population	Sample size	Percentage (%)
Bandar Penggaram	75,148	283	74
Ayer Hitam	6,055	23	6
Tongkang Pecah	4,436	17	4
Yong Peng	4,174	16	4
Parit Raja	3,046	11	3
Other smaller areas	8,880	34	9
Total	101,739	384	100

The sampling size of ethnic groups in the study areas has been organized based on percentage of ethnic in Batu Pahat as Malay (53%), Chinese (45%) and others (2%). Malay is the major population in the study areas. Table 3 shows the sampling size of ethnic groups in each area of Batu Pahat. The respondents at each area of the study have been randomly sampled by age group. Table 4 shows a distribution of the age groups.

Table 3. Sampling size of ethnic

Area	Population	Sample size	Malay	Chinese	Others
Bandar Penggaram	75,148	283	149	128	6
Ayer Hitam	6,055	23	12	10	1
Tongkang Pecah	4,436	17	9	8	0
Yong Peng	4,174	16	9	7	0
Parit Raja	3,046	11	6	5	0
Other smaller areas	8,880	34	18	15	1
Total	101,739	384	203	173	8

Table 4. Age group of respondents

Group of age	15 – 19	20 - 29	30 – 39	40 - 49	50 & above	Total
Bandar Penggaram	34	60	48	52	89	283
Ayer Hitam	3	5	4	5	6	23
Tongkang Pecah	2	5	3	3	4	17
Yong Peng	2	2	2	3	7	16
Parit Raja	2	4	2	1	2	11
Other smaller areas	4	6	5	7	12	34

Table 5. Respondents' feedback on recycling programme in Batu Pahat

Good governance factors	N	Total	Mean	Std. Deviation	Average Mean
Effectiveness & efficiency	384	22343.00	58.1849	13.05740	3.64
Transparency	384	7534.00	19.6198	4.05075	3.92
Responsiveness	384	4876.00	12.6979	5.23120	3.17
Consensus oriented	384	7058.00	18.3802	5.30050	3.67
Rule of law	384	7316.00	19.0521	4.17157	3.81
Responsibility	384	4156.00	10.8229	3.16474	3.61
Participation	384	8368.00	21.7917	4.96761	3.63

The research designs help in obtaining the data accurately, as each area and group of respondents have equal opportunities to be randomly selected from the overall population in the study area. The data collection of this study has been done through primary and secondary data. Primary data has been collected by surveying the local respondents. Secondary data has been collected through reading materials such as journals, annual reports, and books. Descriptive statistics based on the Likert scale are used for data analysis to determine the feedback of respondents on good governance practices of effectiveness and efficiency, transparency, responsiveness, consensus-oriented, rule of law, responsibility, and public participation in recycling programmes.

3. Data Analysis and Results

A reliability test approach was adopted to measure the reliability of the questionnaires. An alpha value of 0.70 is the benchmark for this study. The average of alpha value for the reliability of the questionnaires in this study is 0.79. Descriptive analysis was applied to explain the results in form of frequency, percentage, and mean. The mean was used to investigate the respondents' perception of good governance practices in the implementation of recycling programmes.

3.1. Results

Table 5 shows the overall average mean of good

governance practices in recycling programmes implemented in Batu Pahat. The formula to obtain the average mean is Mean divided by total questions of good governance factor. Thus, average mean of good governance factors nearer to 5 indicate the respondents are strongly agreed that good governance factors are fully implemented in recycling programme. The range of average mean is from lowest (3.17) to highest (3.92). The average mean values of good governance practices of the study are responsiveness (3.17), responsibility (3.61), participation (3.63), effectiveness & efficiency (3.64), consensus-oriented (3.67), rule of law (3.81), and transparency (3.92).

3.2. Discussions

The performance scale has categorized from worst to excellence. Overall, good governance practices have not implemented excellently in recycling programmes in Batu Pahat, as there are differences in perceptions of the good governance practices in the recycling programmes. Many of the respondents have the opinion that less responsiveness from authorities towards public enquiries of recycling information comes under the moderate category in the performance scale, as shown in Table 6. Other good government practices have been parked under the good category. There is no good governance practice that has been marked under the excellence category. Therefore, it can be said that there is room for improvement on good governance practices in the implementation of recycling programmes.

Table 6. Overall performance scale of respondent feedback

Worst	Poor	Moderate	Good	Excellence
Average Mean (0.00-0.50)	Average Mean (0.51-2.50)	Average Mean (2.51-3.50) 1) Responsiveness (3.17)	Average Mean (3.51-4.50) 1) Transparency (3.92) 2) Rule of law (3.81) 3) Consensus oriented (3.67) 4) Effectiveness & efficiency (3.64) 5) Participation (3.63) 6) Responsibility (3.61)	Average Mean (4.51-5.00)

Table 7. Effectiveness and efficiency in recycling promotion

Promotional activities	Perception of respondents
Recycling programme	63.2% of the respondents were always concerned of the recycling programme. 75.3% of the respondents had a better understanding on recycling.
Schedule waste collection 2+1	65.6% of the respondents knew the schedule of waste collection 2+1 in the residential area.
Instruments of promotion: -recycling programme	73.5% of the respondents knew of the recycling programme through road shows, seminars, banners, and sign boards.
-schedule waste collection 2+1	65.8% of the respondents knew of schedule of waste collection 2+1 by road shows, seminars, banners, and sign boards.

3.2.1. Effectiveness and Efficiency of Recycling Promotions

In the aspect of effectiveness and efficiency of recycling promotions by the authority, 63.2% of respondents agreed that they were always concerned about the promotion of recycling programmes, and 75.3% of respondents felt that they have a better understanding of recycling. 65.6% of respondents have known about the schedule of waste collection 2+1 in the area. Most of the respondents knew of the recycling and schedule waste collection 2+1 programmes through the promotional instruments of road shows, seminars, banners, and sign boards. Table 7 shows the results of the effectiveness and efficiency of recycling promotions.

3.2.2. Transparency in Providing Recycling Information

Table 8. Transparency in providing recycling information

Recycling information	Perception of respondent
Up to date	68.3% of the respondents agreed that the recycling information was up to date.
Understandable	72.4% of the respondents agreed that the recycling information was understandable.
Accessible	75.3% of the respondents agreed that the recycling information was accessible.
Enough information	74.5% of the respondents agreed that the recycling information was enough.

The practice of transparency in providing recycling information consists of providing up to date information, ensuring that the information is understandable and accessible, and providing enough information. 68.3% of the respondents agreed that the recycling information provided was up to date. 72.4% of the respondents agreed

that the recycling information was easy to understand, and 75.3% of the respondents agreed that the recycling information was accessible. 74.5% of the respondents agreed that enough recycling information was provided. Table 8 shows data on transparency in providing recycling information.

3.2.3. Responsiveness of Authority to the Public Satisfactory with regards to Recycling Management

This component consists of providing data, information, and service advice within 7 days to the public, providing a complaint channel for the public, and responding to the complaints from the public. Table 9 shows that 43.7% of respondents agreed that the data, information, and service advice were provided within 7 days. Only 47.9% of respondents knew of the complaint channel, and 47.1% of respondents agreed that complaints were responded to within 24 hours.

Table 9. Responsiveness of authority on public satisfactory on recycling

Services provided	Perception of respondent
To provide data, information & service advice on recycling within 7 days	43.7% of the respondents agreed that data, information, and service advice were provided within 7 days upon requisition.
Complaint channel	47.9% of the respondents knew of the complaint channel in solid waste management.
Complaint response within 24 hours	47.1% of the respondents agreed that any complaint would be responded to within 24 hours.

3.2.4. Consensus-oriented between Authority and Public Consensus-oriented between the authority and public

can occur through the method of dialogue, negotiation, giving opinions, and two-way communication. 52.6% of the respondents had taken part in conversations during the dialogue session. 69.3% of the respondents agreed that negotiations are able to formulate good recycling policies. 57.8% of the respondents had given opinions on recycling through the available channels to the authority. Many respondents believed that recycling programmes will be successful by two-way communication between the authority and the public. Table 10 shows the summary of results with regards to consensus-oriented recycling programmes between authority and the public.

Table 10. Consensus oriented between authority and public

Consensus-oriented recycling issues	Perception of respondent
Dialogue	52.6% of the respondents had held a conversation with the authority on recycling.
Negotiation	69.3% of the respondents agreed that negotiations can enable the production of good recycling policies.
Give opinion	57.8% of the respondents had given opinions about recycling through the available channels.
Two-way communication	71.4% of the respondents agreed that two-way communication would be able to make recycling successful.

3.2.5. Rule of law in Waste Segregation at Source

This law is enacted to ensure that the recycling policy implementation is on the right track. This part of the study investigates waste segregation at source and willingness to segregate waste at the household level. 70.8% of the respondents knew about the law regarding waste segregation at source. 69% of the respondents understood the law of waste segregation at source. 69.8% of respondents were willing to segregate the waste at household due to the law. However, many respondents were forced to segregate the waste at the household level, due to the stringent enforcement of the law of waste segregation at source. Table 11 summarizes the perception of respondents on the rule of law in waste segregation at households.

Table 11. Rule of law in waste segregation at source

Rule of law	Perception of respondent
To know the law	70.8% of the respondents agreed to know about the law in waste segregation.
To understand the law	69% of the respondents understood the law of waste segregation at source.
Enacted of law	69.8% of the respondents agreed to segregate the waste due to the law.
Enforcement of law	74% of respondents agreed to being forced to segregate the waste under the stringent enforcement of the law.

3.2.6. Responsibility of Authority in Recycling

The respondents gave feedback on the responsibility of the authority units in recycling programmes such as

recycling programme management, the role of the authority units in recycling programmes, and the briefing of authority’s responsibility in recycling programmes towards the public. Table 12 shows that 63.5% of the respondents were satisfied with the management of the authority units in the recycling programmes. 69% of respondents knew about the responsibilities of the authority units in recycling programmes, and 66.4% of respondents had been briefed about the responsibilities of the authority units in recycling programmes.

Table 12. Responsibility of authority in recycling

Responsibility	Perception of respondent
Recycling programme management	63.5% of the respondents were satisfied with the role of the authority in management of recycling programmes.
The role in recycling programme	69% of the respondents had known about the responsibility of the authority in the management of recycling programmes.
To brief responsibility in recycling	66.4% of the respondents had been briefed on the responsibility of the authority in recycling programmes.

3.2.7. Participation of Public in Recycling Programmes

Table 13 shows info on the public participation in waste segregation by following the schedule waste collection 2+1 programme, solid waste segregation, and recycling guidelines. 69% of the respondents had segregated the waste by following the schedule waste collection 2+1 programme. However, only 53.9% of the respondents understood the solid waste segregation and recycling guidelines were distributed by the authority units. 57% of the respondents had segregated the waste on their own without following the guidelines.

Table 13. Participation of public in recycling

Participation	Perception of respondent
Schedule waste collection 2+1	69% of the respondents had been following the schedule waste collection 2+1 programme.
Solid waste segregation and recycling guideline	53.9% of the respondents understood the solid waste segregation guideline.
Waste segregation	57% of the respondents segregated the waste by themselves without following any guidelines.

4. Conclusions

In general, this study has shown the level of good governance practices in recycling programme in Batu Pahat. As good governance is necessary to achieve sound waste management (Seow et al., 2015). Good governance practices are crucial for effective public policy implementation (Abas, 2019). This study has identified that practices of good governance in recycling programme need for further improvement in order to achieve higher recycling rate and reduce the solid waste end up in the

landfills. The sustainability of recycling programme needs the integration of good governance practices into the recycling programme. This study found that good governance practices are not implemented comprehensively in the recycling programme in the study area. The respondents' perception of overall good governance practices indicates that these are still not at the top level of excellence. Besides that, many of the good governance practices need improvement, especially the responsiveness of authorities toward the satisfaction of the public with regards to the recycling programmes. The authorities shall improve the services of providing information and data of recycling within the specific timeframe. The complaint channel in solid waste management shall promote to the public and feedback accordingly within 24 hours. The enforcement by the authority units shall expose the public to a better understanding of good governance practices. As the study of Seow & Abas (2015), and Seow et al. (2017b) has shown, the authority units only acquired a moderate level of awareness regarding good governance practices in policy implementation. Therefore, acknowledgement of good governance shall instill among the stakeholders in recycling programme for better implementation.

There are some suggestions to further enhance the integration of good governance practices into recycling policy formulation from the stage of planning, implementation, monitoring, and improvement. Additionally, the recycling processes cycle shall keep working on further improvements to better recycling programmes.

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