

Participants in EM: Groups with little control, The public, Facilitators, Controllers

MECHANISM FOR ENVIRONMENTAL MANAGEMENT THROUGH COMMUNITY PARTICIPATION

Environmental management system provides a cohesive and comprehensive framework for a city or local government to identify significant aspects and manage its environment - both opportunities and risks - and to document, evaluate and communicate its environmental plans and programmes to local stakeholders.

To have a cohesive environmental management following important key principles are to be followed:

Development of strong Local government commitment

Local government commitment to improve environment performance and establish policies for management is very important for obtaining political support, developing policy, integrating into operational system, and showing environmental leadership. A strong commitment from the local government to be inclusive, develop political support, or show leadership will necessitate the involvement of the community. A prudent local government will involve the community in order to ensure broad commitment from all residents of the city. This will also ensure acceptance and ownership of its policies and programmes with the community.

Planning and compliance

The local government plans and implements proactive programmes to identify and address environmental problems and corrects deficiencies in the local environment. These programmes also broadly aim to, for example, comply with environmental laws/regulations, prepare for natural and man-made emergencies, and prevent pollution and conserve resources.

This kind of planning includes the views of the community members in order to ensure its success and become effective which is mainly through participation like meetings, seminars, hearings etc.

Enabling systems

The local government develops and implements the necessary measures to enable various stakeholders to perform their tasks and implement their programmes/projects on the environment. These measures provide opportunities for learning, and support with standards, systems, and programmes. Information management, communication and documentation policies also create the necessary enabling environment. System once enabled will help the stakeholders to perform effectively for environmental management. A well built management system and process helps an effective participation and management.

Performance and Accountability

The local government develops measures that addresses environmental performance of all stakeholders, and ensure complete accountability of their functions that help in building responsibility, authority and accountability amongst the community. Effective participation helps in outlining the benchmarks for performance standards in consultation with local units which in turn leads to transparent processes and accountability. The other way of looking this is the decentralized approach where all participants undertake their role to achieve the goals and

How does this facilitate community participation? It is essentially through effective community participation that good performance and accountability can be built. A decentralized approach where all actors play their role to achieve overall goals and objectives, works best when effective participation is linked to effective performance and accountability.

Measurement and Improvement

The local government develops and implements programmes to assess progress towards meeting its environmental goals and uses it to improve its environmental performance. This is done through the development of an evaluation programme or gathering and analyzing relevant data. It could also compare

its performance with other local governments, or incorporates continuous improvement of its policies, programmes and their impacts.

How does this facilitate community participation? Measurement and improvement of environmental management processes can be done to established indicators and parameters. But it is third party views, particularly coming from the community and its representatives that will lead to better performance and improvement. This can be generated through good community participation and involvement.

ROLE OF WOMEN

Women have a key role to play in preserving the environment and natural resources, and in promoting sustainable development. For example, women still have the main responsibility for meeting household needs and are therefore a major force in determining consumption trends. As such, women have an essential role to play in the development of sustainable and ecologically sound consumption and production patterns.

Women an important section of society serves a crucial role in environmental management and the implementation of its principles. Women view environment as the life support systems of humanity and the source of all life, that people are dependent on the environment. Women play multiple roles in the family, community, and in the protection and management of the natural resources. Their multifaceted roles lead to their multiple burdens. Their women's perspective on the connections of women and environment are linked to the domestic roles of women. Further, women's roles are directly affected by the state of environment because women are the main users of resources like water, forest resources and other land resources.

Involving women in protecting the environment would help societies develop the sense of responsibility which is required to maintain a balance between humans and the earth's resources, In general women have better awareness than men of the need to protect the environment for all humans. Motivating them to take part in protecting the environment and managing disasters would harness their enthusiasm for the effort. They would help develop the sense of responsibility all humans needed to maintain a good balance between humans and the earth's resources.

It was in the first World Conference on Women, 1975 (Mexico City), that the "women and environment" issue was brought into public consciousness and, it was only in the 1980s that governments and development agencies became actively aware of the need to consider gender issues in their environmental and natural resource management programmes. It was also realised later that the active participation of women and the integration of gender issues in environmental policies and actions are critical determinants for the implementation of the commitments of the Beijing Platform for Action (1995), the World Summit on Sustainable Development (2002), and the Millennium Development Goals. Yet discriminatory structures and attitudes continue to result in deeply entrenched patterns of gender inequality in these areas.

Women form the vital part of then world economy constituting more than one third of the international labour force. Although most women are considered to be marginal workers and are the major contributors to the survival of the family. Women are also considered to managing various agricultural activities, animal husbandry, livestock and in managing these things they are generally hooked towards the nature. Various grass root level development programme focusing on women empowerment, economic empowerment, sanitation, environmental programmes have taken women as a means of change agents.

They have been planned and implemented through a gendered lens and involves decision making and assigning proactive roles to women. The projects on women empowerment in various places have used the Self-Help Group model for women empowerment in which various activities ranging from awareness building on social, legal, environmental issues have been undertaken successfully. Also, the activities of women at the grass root level in creating transformation in society as well as bringing economic empowerment has been found. The formation of group, its building process, development brings a sense of integrity and sorority among its members where they feel collective to form particular tasks.

Role of women and community participation in environmental management cannot be undermined. Involvement of people in planning and democratic development has long been practiced and in various development programmes success is visible.

The public and environmental management

Best environmental management practices are those techniques, measures and actions that can be implemented by public administrations to minimise their direct and indirect impact on the environment. They were identified together with sectoral experts on the basis of practices actually implemented by environmental frontrunners. The best practices applicable to all types of public administrations include making office buildings more environmentally sustainable, minimising the impacts of meetings and events organised, promoting sustainable commuting and business travel, or adopting green public procurement etc. Additionally, the local authorities, which are the public administrations are where there is the largest potential for replicability of best practices. The best practices are those that encompass their policy/regulatory/ planning role as well as their role in providing key services to residents in the fields of sustainable energy and climate change, mobility, local ambient air quality, land use, water supply and municipal waste water treatment, noise pollution, green urban areas, green public procurement and environmental education and dissemination of information to citizen and businesses. Alongside best environmental management practices, the local administration also identify a suitable sector specific environmental performance indicator that can be used to measure and track performance in the areas addressed by each best practice, and, when possible, benchmarks of excellence, corresponding to the level of performance achieved by frontrunners. The public administrations can also source for more knowledge and do more research as a source of information to identify relevant actions they can implement to improve their environmental performance.

THE ENVIRONMENT IN WHICH PUBLIC ADMINISTRATION FUNCTIONS

The role of government plays itself off in public administration, which is the vehicle for expressing the values and preferences of citizens, communities and society. In order for a responsive and responsible reaction from government, public financial performance management principles and practices need to support a public service that is ready and prepared at all times to provide the most effective services for quality of life for all people in society. This situation requires an enabling environment for a government in order to fulfil its corporate social responsibility by means of mandating, facilitating, partnering and endorsing. The modern view of the role of government is influenced by a new thinking about public management and the complexity of information management as a result of globalisation with

the sweeping power of economy and exchange between nations and other role-players such as international institutions and NGOs. How can organisations govern these processes and the complexity of economic, cultural and political interactions without idealising and exalting the nation state? In this age of unreason, the modern view of management is also affected by an increase in the inequities between the developing and developed world with negative consequences for both. The general welfare of the state is no more the sole problem of that state because it affects the general welfare of regions and continents and mutual co-operation seems to be the environmental response to underperforming states. Today, the world witnesses the decline of the state not necessarily as an entity but as a unit of analysis. Scholars of international relations argue that states should not be the focus of analysis in international relations and that more systemic and institutionalist perspectives are required to understand international relations. The state is an organisation that will never be both all-inclusive and unitary at the same time. Therefore, seeing the nation state as the main actor-player in global and domestic governance would not help in any way. The purpose of this chapter is to analyse the interrelated and challenging environmental context in which public administration manifests itself in the global, national and regional arena.

THE ENVIRONMENTAL CONTEXT

The world of today is not the same as the world that was known when the “acronym solutions to the challenges of public administration and management reigned supreme”. In response to outdated, traditional solutions failing to deliver the necessary returns, future reform thesis holds that public administration must become anticipatory, responsive, results-orientated, values-based and entrepreneurial. With accelerated change comes more and more inflexibility and less structure with the growing demand to satisfy the needs of the sophisticated twenty-first-century citizen. The twenty-first century is characterised by global competitiveness for resources and the absorption of these resources in modern government. The implication of the above-mentioned is clear in that government organisations functioning in the new environment will need to adapt their organisational management and planning methodologies to suit the anticipated realities of the environment. Due to the constantly changing environment, organisations will have to reflect the realities of the time in order to be really responsive and responsible. Challenging the bureaucratic organisation is the demise of the permanent, hierarchical-style organisational structuring in favour of more flexible, less rigid

project-based structural arrangements unfolding the opportunity for a comprehensive integrated performance management approach. This approach allows for the opportunity to shift away from a focus of finance as an exclusive determinant of organisational performance and suggests a model that allows for the transition of institutional strategies into operational terms. This integrated approach recognises finances, business processes, learning and growth as basic elements of a governance structure. Public administration aims to satisfy the needs of society (legal) by the skilful employment of experts in order to manage (managerial) scarce and limited resources to accomplish the goals set by public policy (political). In this scenario, two integrated components, namely the political process of policy formulation and a management process of policy implementation, become visible and are linked by the governance function. All these processes take place in a specific environmental context. In this context, environment refers to the dynamics and influences that affect government policies, namely the government environment, and organisational aims, namely the management environment. This makes “public policy ... the relationship of a governmental unit to its environment”. In achieving the ultimate aim of government, which is to promote general welfare in a sustainable manner, the need for synergy between the environment, government, governance and management is a critical requirement.

MULTINATIONAL ORGANISATIONS IN THE INTERNATIONAL ENVIRONMENT

Mutual co-operation in the international context manifests itself in the establishment of multinational organisations as an environmental response to underperforming states. Public financial performance management is high on the reform agenda of these organisations. International institutions’ main reason to exist, according to a public choice perspective, is to provide a way for states to overcome problems of collective action, high transaction costs and information deficits or asymmetries. Confusing them with states or regimes may create perception problems and lead to misrepresentation of reality. These institutions have come to exist after successions of international agreements between nation states. It is therefore acceptable to suggest that they affect the state behaviours through self-enforcing agreements and because these institutions collect and provide policy-related information. Global good governance and related to this, public financial performance management, advocated by international institutions primarily privilege neo-liberal faith in the protection of private

property and basic market freedoms. Global good governance emphasises not only economic constitution based on international free trade and a global code of corporate responsibility, but also representative and responsible governments, protection of fundamental rights, a sustainable environment and absence of corruption. Global economic constitutions can emerge through intergovernmental organisations and are entrusted with power by member states to fill out the terms of contract. The contract as the rules of the game governs the transactions among members at local, national and global level. Following is an analysis of the influence and impact of various multinational organisations on the public financial performance management of government organisations in public administration.

1. The World Bank.

The World Bank (WB) was established to rebuild the war-torn Europe, and then began to promote the economic growth and the eradication of poverty in less-developed countries. The instruments used to pursue those objectives have also changed over the years. The World Bank first supported large-scale growth-oriented projects of governments, and later adopted individual projects to reduce poverty. The World Bank noticed that as far as governments do not improve the way they govern with specific reference to public financial management and adopt policies supporting market economy, the result is poor financial performance and these projects have little value in the long term to reduce poverty and facilitate sustainable development. The World Bank is not directly accountable to the people but the ministries of relevant policy areas of the governments and voting rights are proportional to the contributions of the countries in accordance with their gross domestic product (GDP). Early financial performance failures related to structural adjustment and reform programmes in the developing world stimulated the interest of the World Bank and other intergovernmental and international institutions in good governance. World Bank financed programmes faced local hostility, widespread corruption, disappearance of aid funds, and inadequate auditing arrangements especially in Africa because the governments in those countries were out of touch with the governed.

Governance, as defined by the World Bank, is the manner in which power is exercised in the management of a country's social and economic resources for development. It is a process which includes setting policies, programmes and their implementation, enforcement and

evaluation. It covers all the formal and non-formal actors involved in decision and policy-making as well as the actions of implementation of these policies and decisions.

2. The International Monetary Fund (IMF)

The International Monetary Fund (IMF) is an organisation of 186 countries, working to foster global monetary cooperation, secure financial stability, facilitate international trade, promote high employment and sustainable economic growth, and reduce poverty around the world. Like the World Bank, the IMF's approach has changed over time as the fund started to provide assistance and advice to countries in transition in its Enhanced Structural Adjustment Facility (ESAF) Programme. The view of the IMF on "good governance" is primarily concerned with macroeconomic stability of the monetary system and of the world economy, external viability and orderly economic growth in member countries. Therefore, the IMF's involvement in governance is understandably limited to economic aspects of governance such as public financial performance management. The IMF's structural adjustment initiatives and failure in many developed countries due to large-scale corruption in governance increased concerns about advancement of developing countries in their quest to integrate into the global economy. The IMF contributes to good governance through its policy advice and, where relevant, technical assistance. The IMF improves the management of public resources through financial performance management reforms covering public sector institutions (e.g. the treasury, central bank, public enterprises and the civil service function), including administrative procedures related to performance management (e.g. expenditure control, budget management, and revenue collection). It also supports the development and maintenance of a transparent and stable economic and regulatory environment conducive to efficient private-sector activities for increased revenue (e.g. price systems, exchange and trade regimes, and banking systems and their related regulations).

3. The Group of Eight (G8).

The Group of Eight (G8) is the heads of state or government of the major industrial democracies (Canada, France, Germany, Italy, Japan, the United Kingdom and the United States) who meet every year to deal with economic and political concerns facing their own societies and the global community. The G8 summits are also attended by heads of international organisations and some heads of state of developing countries. This interaction

provides the heads of state of developing countries an opportunity to influence the G8 leaders on developmental, political and economic issues.

4. The European Union (EU)

As the European Union (EU) changed its name from the European Economic Community (established in 1957 with the Treaty of Rome) and then the European Community, so it changed from an initial economic union to a more political one. The European Union consists of 25 member states, with three countries joining in 2007 and Turkey as a candidate country. The Africa and Europe relationship are deeply rooted in history, with Europe as one of Africa's major colonialisers (Commission of the European Communities, 2005). The EU is the world's largest donor in Africa, especially in sub-Saharan Africa, and it is the African continent's main trade and economic partner. Sub-Saharan Africa receives additional funding from the Revision of the Cotonou Partnership Agreement. With the onset of the United Nation's Millennium Development Goals project, the EU decided to increase funding for Africa and also developed an EU strategic performance management plan for Africa. The overall goals of the strategic performance management plan are to support Africa's efforts to achieve the Millennium Development Goals and also provide a comprehensive, integrated and long-term framework for its relations with Africa. For the EU, sound public administrative practices based on good governance are critical for the highest possible return on investment for member states and these practices need to be portrayed within effective financial management practices and performance management initiatives as prerequisites for sustainable development.

5. The Commonwealth of Nations

The Commonwealth of Nations is an alliance of 53 independent sovereign states, almost all of which are former territories of the British Empire, with the British Queen as the head of states. The main goal of the Commonwealth is to create an environment of economic co-operation between the members, as well as the promotion and support of democracy, human rights and governance in the member nations. Except for the economic co-operation, the member states also discuss social, environmental, health and developmental issues. HIV/Aids, sustainable development and security issues are regular items on the agenda.

Although this is not a political union, matters that have a political impact are discussed and resolutions that emanate from them may have an influence on a member state. This may create an atmosphere of peer pressure among member states to improve their administrations with financial performance management as the key denominator for better service delivery and quality of life.

6. The Non-Aligned Movement

The Non-Aligned Movement was established in 1961 to express concern that the acceleration of the arms race between the Soviet Union and the United States might result in war between the two world powers. Over time, the focus has moved from political matters to the support of global economic and related problems. Today, the Non-Aligned Movement has about 115 members, representing the developing countries' priorities and interest. The Non-Aligned Movement tried to establish an independent path in world politics that will put them on the same platform as the big powers. Another focus of the movement is to work towards the restructuring of the global economic order by influencing the G8 and the EU to make more beneficial decisions towards the developing world. The non-aligned countries also endeavour to unify their actions towards the United Nations and other international discussions to form an effective pressure group. As an organisation representing the interests of the developing world, the Non-Aligned Movement provides the ideal platform for improved administrative practices for enhanced public financial performance management, good governance, accountability and stewardship.

7. The World Trade Organisation (WTO)

The World Trade Organisation (WTO) is one of the most controversial international, multilateral organisations and is the only global organisation dealing with the regulations of trade between nations. The WTO's main goals are to decide on rules for the international trading system and resolve disputes between its member states. There is considerable evidence that international institutions like the WTO have played a central role in moving the world towards a freer trade regime by reducing tariffs in assisting the developed world rather than the underdeveloped. Developing countries have become significantly more involved in WTO discussions, especially in the field of agriculture. However, there has been criticism that the WTO does not run the global economy without bias, and that it has a regular bias towards rich countries and multinational corporations. Potentially, the WTO provides the ideal forum for increased trade and investment in developing countries. The WTO must

provide the terms of reference for effective trade and investment in order for developing countries to assess their current administrative and management practices for enhanced financial performance management practices.

8. The United Nations Development Programme (UNDP)

The United Nations Development Programme (UNDP) objectives are aimed at accelerated sustainable development, secured social support and attraction of foreign direct investment to Africa. The UNDP underlines the need for financial performance management for the efficient and effective management of public resources in response to the critical needs of all members of society. For the UNDP, a system of governance is good when there is evidence of efficient and effective financial performance and also the ability to satisfy these conditions. Good governance requires financial management systems that are transparent and accountable, operate by the rule of law and are responsive to the needs of the people. The UNDP assists in the simultaneous development of NEPAD and the AU by supporting the involvement of African civil society in NEPAD and encouraging the industrialised world to support the programme for enhanced performance.

9. The Organisation for Economic Co-operation and Development (OECD)

The Organisation for Economic Co-operation and Development (OECD) is a unique forum where the governments of 30 democracies work together to deal with the economic, social and environmental challenges of globalisation as they affect the modern view of government. The OECD strives to provide the opportunity for governments in the developing world to be more responsive and responsible by means of the establishment of public financial management principles and practices for enhanced performance. The OECD is also at the forefront of efforts to understand and to help governments respond to new developments and concerns, such as corporate governance and the information economy. The organisation provides a development platform where governments can compare policy experiences, seek answers to common performance problems, identify good financial management practices and work to co-ordinate domestic and international financial management policies.

10. The United Nations Economic Commission for Africa (UNECA)

The United Nations Economic Commission for Africa (UNECA) was established in 1958 and is under the administrative direction of the United Nations (UN) headquarters. It has 53 member states, including sub-Saharan African states, and its mandate is to support economic

and social development, encourage regional integration and promote international co-operation for Africa's development. UNECA's main activities are policy analysis, advocacy, enhancing partnerships, technical assistance, communication and knowledge sharing. The organisation annually produces a report on Africa, called the Economic Report on Africa, which gives an overview of the economic status of the member countries.

Others include:

- The African Commission
- The African Union
- The new partnership for Africa's Development (NEPAD)
- The economic commission for Africa
- The southern African Development Community (SADC)
- The common market for eastern and southern Africa (COMESA)

Summary of international organisations

The international institutions which were shortly sketched above are confronted with governance dilemmas such as the agency problem, asymmetry of information, closure and lack of transparency. This problem arises, for instance, when the power and prestige of an international organisation is pitted against the weak position of a developing country. Another problem is accountability and asymmetry of information between these epistemic communities and national interests. In situations where the internationally supported policies failed in a developing country, there is no clear guidance to point out those who were responsible for the failure. Actually, the accountability problem increases with the complexity of procedures within a network system of governance and remains a problem at both global and local level to be solved by the adherence of good governance. The Bretton Woods institutions are too strong for poor countries and yet their advices are ignored by some developed nations. The inability of the IMF, for instance, to take on its powerful members threatens the global public good of a stable international economy. International institutions have faced many dilemmas such as these and now they are more willing to involve effected parties in their development policies. Therefore, these institutions are not reluctant to solve these problems but actively develop governance structures and tools to improve their internal system of governance to meet the criteria of good governance such as public financial performance management, democratic accountability, and transparency.

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