

**INTRODUCING EMS INTO THE LOCAL GOVERNMENT IN
THE FUNCTION OF LOCAL COMMUNITY
SUSTAINABLE DEVELOPMENT**

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Abstract. *This paper suggests the introduction of an environment management system organized by the local authorities in order to improve efficiency and effectiveness of the environment management system process and realization of the sustainable development concept.*

Key Words: *management, environment protection, sustainable development*

1. INTRODUCTION

Demands and expectations of all interested parties, organizations and interested individuals addressed to the local government are mostly related to the quality of service and satisfied customers. The standard values of public authorities such as legality, objectivity, expertise, neutrality and politics are filled with some new values including directness toward beneficiaries, openness, transparency, success, effectiveness. This is the way to create an entrepreneurial approach that can be promoted by public management as a »*new public management*«.

New public management demands different ways and means of realizing the new values. Apart from models for quality assessment such as the EFQM and CAF (*European model for quality assessing in public sector-Common Assessment Framework*), the environment management system ISO 14001 shows itself as the basic tool for providing environment quality. Basic management activities in all organizations and business systems, including economic organizations, schools, universities, hospitals, military institutions, sport clubs etc. are to define objectives which have different priority levels including the process of decision making, planning, organization and direction of the employees according to the determined objectives.

Because of the permanent change in objectives, management can be observed as the means and way of managing the changes. One of management objectives is **environment quality** which represents the most complete criterion for assessing the total development of an area over a period of time and indicates what kind of legacy we leave to future generations.

Environment quality as the management objective has led to the creation of an ecological management concept defined as "*science and skill of managing the different levels of organization systems by controlling ecological risks imperiling survival of the systems.*" [2].

The initial dilemma of whether it is possible to introduce the environment management system and apply it in public management has been overcome. On the basis of good economic experience, especially in the service area, it can be concluded that the application of an environment management system in public management is possible and desirable.

Introducing an environment management system in accordance with the ISO 14001 standard can be a very safe and realistic way to ensure better quality of work in public management bodies, primarily by directing it toward establishing partnership relations between public management and the beneficiaries of its service, because it can increase: *operation schedules, the number of well informed personnel, process management, business professionalism, success in achieving goals, respect and recognition.*

2. CONCEPT AND PRINCIPLES OF SUSTAINABLE DEVELOPMENT

Economic and technical and technological development, based on the race for profit and irresistible attractiveness of economic growth and material enhancement have been overestimated by contemporary civilization, but at the same time it has underestimated the objective possibilities of the natural environment to stand the dash of more and more ambitious generations of manufacturers and consumers in the completely irresponsible and irrational consumption of natural wealth as well as in making huge amounts of waste which cannot be recycled by nature itself. All these have led to the serious degradation of natural resources and posed the question of how to find a balance "between natural resources consumption and the natural system ability to fulfill needs of future generations." [2].

Endangering environment and its reproduction capability is one, but not the only example indicating the dangerous traps of an incorrect and shortsighted »philosophy« of development. Because of that, the new approach should be based on new science and technology perception within new ecological instead of the previous technical and economic paradigm.

At the end of the XX century, simultaneously with priority objectives and activities such as peace, economic development, social justice and democracy, one more objective has been established, perhaps the most significant one from the aspect of human survival, and that is environment protection and improvement.

Contradictions and the impossibility to coordinate technical development and environment protection has led to the need for an elaborated and theoretical definition of a sustainable development concept.

The syntagm "**sustainable development**" was introduced into professional terminology some fifteen years ago, by the Brundtland report "Our Joint Future" (1987), formulating the sustainable development concept. It can be said that mankind's attitude toward the environment has passed three stages so far, marked with three important conferences of the United Nations *Conference on environment* (Stockholm 1972), *Conference on surrounding and development* (Rio de Janeiro, 1992) and *World Summit on sustainable development* (Johannesburg, 2002).

It shows us the outstanding importance that sustainable development strategy has (or can have) in the context of global efforts to overwhelm ecological crises.

It is said that sustainable development is a coordinated system of technical, technological, economic and social activities within the overall development by means of using natural and created values in order to preserve and improve the environment quality for present and future generations.[2].

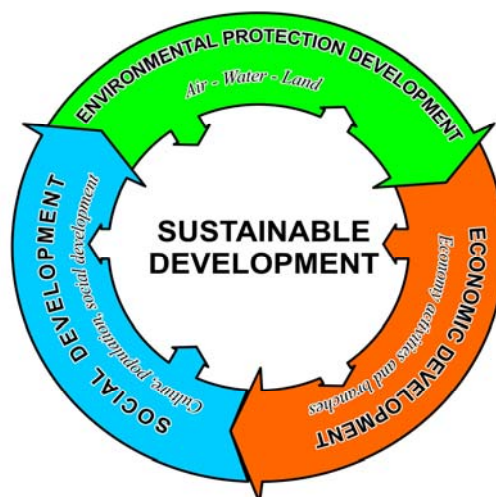


Fig. 1. Sustainable development concept

The new development paradigm integrates key economic and ecological criteria and can be seen in the following: **anthropocentric access, long-term goals, regional coverage, and objective transparency.**

Observing it from this point of view, sustainability becomes a strategic objective, based on the criteria of both economy and ecology. The result of all the previously mentioned is the creation of the concept of **ecological management**, as a science and management skill using ecological risk control as the dominant factor of business risk. Highly formalized, standardized and documented environment management systems are being created.

The essence of the concept is interaction, conditioning a complementary development policy as well as a policy of environmental protection which respects the environment system laws that can be presented as in Figure 1.

3. ECOLOGICAL MANAGEMENT

The basic goal of ecological management is the realization of sustainable development as a paradigm that cannot have another alternative. So, the concept of an environment management system (ecological management) has been defined as a science and skill of managing the different levels of organizational systems (companies, states etc.) using ecology risk control which endangers the survival of the systems.

To provide conditions for sustainable development, many systems and instruments for environment management have been developed in the world. The number of national and international standards in the environment field is increasing. The first ones were the BS 7750 and EMAS, and today the series of the international standard ISO 14000 on environment management is most widely accepted all over the world. The existence of basic standards enables organizations to direct their activities to internationally accepted criteria.

Introducing an environment management system in accordance with the SRPS ISO 14001 provides increased possibilities for organizations to improve their operations, but there is no guarantee for that. However, application of cleaner production processes within the developed environment management system provides the guarantee that their operations will be improved in the field of environment protection and they will advance toward sustainable development.

Environment management (ecological management) is a completely anthropocentric or humanocentric concept of business management, that makes it significantly different from all other managerial approaches and systems. In addition, ecological management is not just an ordinary science and skill of efficient and effective behavior and achieving goals in the right way, but it is the true knowledge and practice of achieving the right goals important for man's survival and quality of life.

There is no other area of management application where the principle of effectiveness dominates so strongly over the principle of efficiency, i.e. where the lack of effectiveness can be replaced with greatest efficiency. From that point of view, environment management can become a specific management infrastructure and test for each business and production practice.

A great contribution comes from the global process of developing standards for environment management. The role of the standard is: *to provide unique guides for ecological politics; to define strategic and operational ecological objectives; to identify and value ecological effects; to determine ways for internal and external communication and define training obligations.*

4. APPLICATION OF ECOLOGICAL MANAGEMENT IN THE FUNCTION OF PUBLIC MANAGEMENT DEVELOPMENT AND OPERATION IMPROVEMENT

The decision of public management to start introducing an environment management system is the evidence that public management has started its reform. It is a fact that an environment management system will fail if it does not try to change the way of thinking of each individual clerk in public management. Those changes can be greater if the public management sections were far from the basic principles of quality management before its introduction. For example, establishing primary and secondary responsibility for each process demands authority responsibility, internal control, determination of personal ef-

fectiveness, especially in the managing sector, and can influence interpersonal relations and demand »maturity« and a quality system and environment system understandable to all the participants. It is necessary to start reshaping the traditional cultural organization after the environment system has been introduced, and to change the *culture of stagnation* into the *culture of growth and development*.

Every public management will inevitably meet the problem of »releasing« old customs and old methods of work after the changes have been adopted.

4.1. Concentrating on beneficiaries

In the process of the introduction and maintenance of an environment management system in accordance with the SRPS ISO 14001 it is necessary to adopt the fact that the beneficiary is the one who makes demands on the product or service quality and he is the final receiver of the quality.

The term beneficiary in public management should be understood in a wider sense, because we have to include the government, parliament, local government, citizens' associations and other interest groups as key beneficiaries of public management. Concentrating on beneficiary satisfaction is required to extend to all interested parties.

The attempt to try and make the employee in public management satisfied has its limits, governed by public interest, defined by law and other regulations. There surely are needs for improving procedures of citizen reception, instituting proceeding, helping them and organizing the relation toward them.

After the quality management system and environment management system have been introduced, by analyzing the parties' satisfaction we can determine the quality of public management service performance. It is important if the service beneficiary has professional information which causes no unpredicted and undesirable consequences. By introducing an environment management system into public management an attempt will be made to introduce correct relations, primarily between beneficiaries and local government clerks according to the set standards.

4.2. Process approach

Special benefit and additional value to local management are provided by the standard ISO 14001 in relation to the process approach. Recognition of mastery of the processes is one of the most demanding requirements, which each body of local management must meet.

Questions: How to identify the processes? And how do we measure and improve them? are becoming more current. Each sector or service (as well as environment sector within the local government) wants to get on well with their part of the process and to do the job well if it is possible, and that still does not mean that the local management organization will be more efficient in the end. Introducing an environment management system and recognizing the process is an excellent opportunity for local authority management to perform their organizational changes and gradually become a processing organization made up of divided organization. As the basis for good practice we can refer to new regulations in the Republic of Serbia in the field of environmental protection [5] [6], demanding from the local government sector in charge to exchange data on the environment condition with all interested groups, as well as to define internal and external beneficiaries, as its obligation.

By means of the newly adopted legal regulations, legislative authority has been transferred to the republic executive authority, assigned to local government based on the principle of *subsidiary responsibility*. If we want to hand over the extremely long procedure of estimating the impact of specific projects involving the environment to ineffective local management, the effect will be disastrous – *all potential donors will go away*.

Because of that, all local managements have to start introducing environment management systems as soon as possible to improve **EFFECTIVENESS AND EFFICIENCY** of the process of estimating the impact on the environment and achieving the standards of the European Union.

4.3. Local management documentation of environment management system

Local management documentation of the environment management system is required to be defined on three levels:

- Proceeding of local community environment management system,
- Procedures and instructions,
- Records and environment development plans and programs.

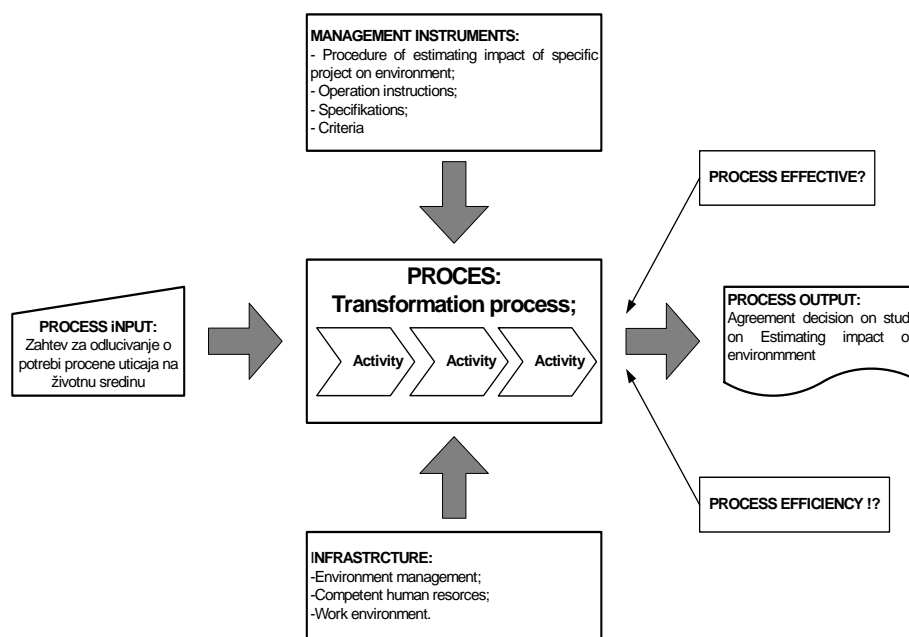


Fig. 2. Model of process approach to estimating impacts of specific projects on the environment

Proceedings of local community environment management systems represents the basic documents in relation to all other documents. It presents the way in which a management system operates in order to meet the set requirements in terms of all processes,

documents, their mutual relations, authorizations and obligations and by respecting environment policy appointed by the local management.

The proceedings of local community environment management system are a subject of regular revision, which is to be done periodically – each two or three years, by an authorized body. Proceedings alterations can be done on the basis of the suggestion of a subject, part of the environmental system. The first task is to have an insight into the existing local management organization and analyze all of the existing documents, then to review the documentation of all basic and subsidiary processes and adopt the content and final forms of the local community environment management system documents.

During the expert team training, consultants frequently create proposals for documents, forms, which is the starting point for creating a model that will be used for forming procedures of the local community environment management system.

Each procedure, besides the explanation of all the activities and their relationships given in writing, consequently mentioned in the procedure, usually includes a diagram of the procedure flow.

The left side of the procedure flow diagram shows the input, and the right side the output documents of specific activities.

5. CONCLUSION

Introducing an environment management system into the local management organization operation, is a kind of improvement in the responsibilities towards and harmony with the surroundings, primarily with the business sector, public sector, social organizations and public.

Recognition of mastery of the processes is one of the most important responsibilities which each local management body has to meet. Establishing an environment management system and process recognition is an excellent opportunity for the local management to perform organizational reforms and gradually become a processing organization made up of divided organizations.

To improve the effectiveness and efficiency of the local management environment, we should immediately to implement the project *"Introducing environment management system in municipality management in accordance with the SRPS ISO 14001"*, to achieve the standards of European Union and become its equal member.

Introducing an environment management system at the level of local management organization represents an important contribution to local government development and an improvement in the total environment system of a national community.

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UVOĐENJE EMS SISTEMA U LOKALNU SAMOUPRAVU U FUNKCIJI ODRŽIVOG RAZVOJA LOKALNIH ZAJEDNICA

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U ovom radu se predlaže uvođenje sistema za upravljanje životnom sredinom (EMS) koji bi uspostavile lokalne vlasti sa ciljem poboljšanja efikasnosti i učinka procesa upravljanja životnom sredinom i realizacije koncepta održivog razvoja.

Ključne reči: upravljanje, očuvanje životne sredine, održivi razvoj