



11 points

Towards an environmental public management standard

Ferrara, 1-2 febbraio 2007



Project realized with the contribution of the European Commission

Prologue

Recalls: reasoning on three levels

- Strategic references and relative integration models
- Practical cases to answer for
- What we mean for “standard” and which are core objectives to be successful

Strategic References

- Reasons and contents related to environmental management plans in Thematic Strategy on the Urban Environment
- Communication on the review of the Sustainable Development Strategy- A platform for action, dec 2005, DG Environment Cap. 3.2 Better policy making (Improving policy coherence: impact assessment and other better regulation Tools, Using the most effective mix of instruments, Mobilising actors and multiplying success)
- Local Bodies specificity, particularly in Italy (alignment with programming tools and **problem with “elite”**)

Integration model: initial approaches

Total integration: environmental balance included in EMAS system

Partial integration: some environmental balance steps are useful in EMAS system and vice versa

Separated and consequent tools

Separated and consequent tools

Integration and innovation

- EMS and Environmental Balance have DIFFERENT functions :
 - To manage critical and legal environmental aspect (EMS)
 - To account shared policies and commitments.

- Together they strengthen and improve the administrative action (shared values, strategies, management, monitoring and evaluation)

- Some elements can be the provided for both EMS and Environmental Balance

From starting tools to 11 point: recalls

- Connection with ongoing processes (Thematic Strategy on the Urban Environment, EMAS review, initiatives for Public Administration reform, accountability systems strengthening and strategic planning spread)
- Integration of multiple “cultures” (EMS, accountability, strategic planning, public policy)
- No operative and procedural integration

The 11 Points born on 9 february 2006

requirements to be strengthened/improved

General

1. policy making and linkages with strategic planning
2. organisational criteria and structure
3. participation (stakeholder engagement)

Specific

4. data quality and their operational assessment on the entire chain
5. assessment
6. entire chain and sustainability:
 - management of the entire chain of governance: connection system with hierarchically dominant and submitted public bodies *and participated (?)*
 - constant and progressive integration of social variables and trade-offs management

relevant exchangeable elements between one or more tools

7. environmental initial analysis
8. legal compliance
9. monetary accounts
10. continuing improvement
11. communication and information

dialogue

Key elements

- Problems change quickly
- Problems are multisectorial
- Solutions and results are uncertain
- policy making is a multilevel activity
- Private subjects are more and more important in defining and enacting public policies
- “Stakes” representation dynamics change continuously
- Economic sources have been cut

EMS and Local bodies specificity, in particular:

Different approach to control

Integration between strategies and directional and operative plans; conditions to define local administration strategies; elements and mechanisms to integrate successfully level of strategies and level of enacting organisms, which are multiple internally and externally administration.

Different interlocutors issues consideration

Improvement of systems results in defining and enacting public policies

Limite della grande attenzione in fase preventiva

Focus on evaluation of only achieved results

Multidimensional evaluation

(economic, physical, service quality, social quality)

Change in "performance" meaning

From "legal compliance" (80's) to efficient relation between expenses and supplied services (90's), to performance as public value creation (2000)

Figura 1



Figura 2



Figura 3

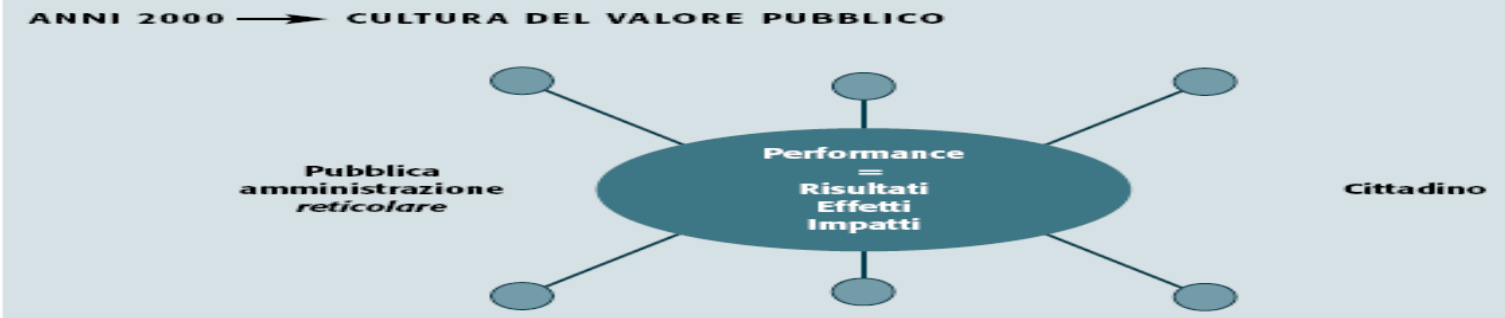
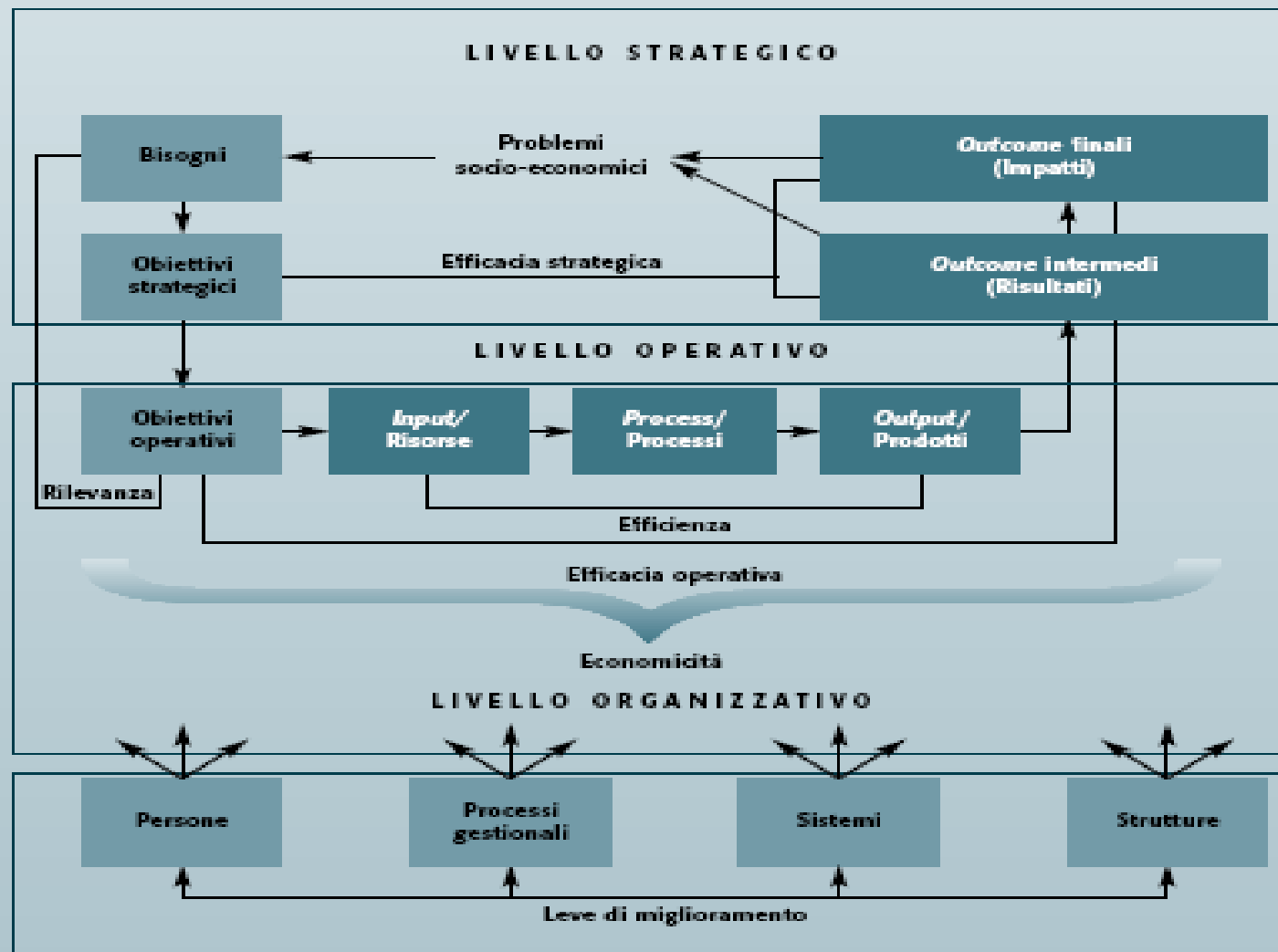


Figura 4 I tre livelli decisionali e gli ambiti rilevanti della performance



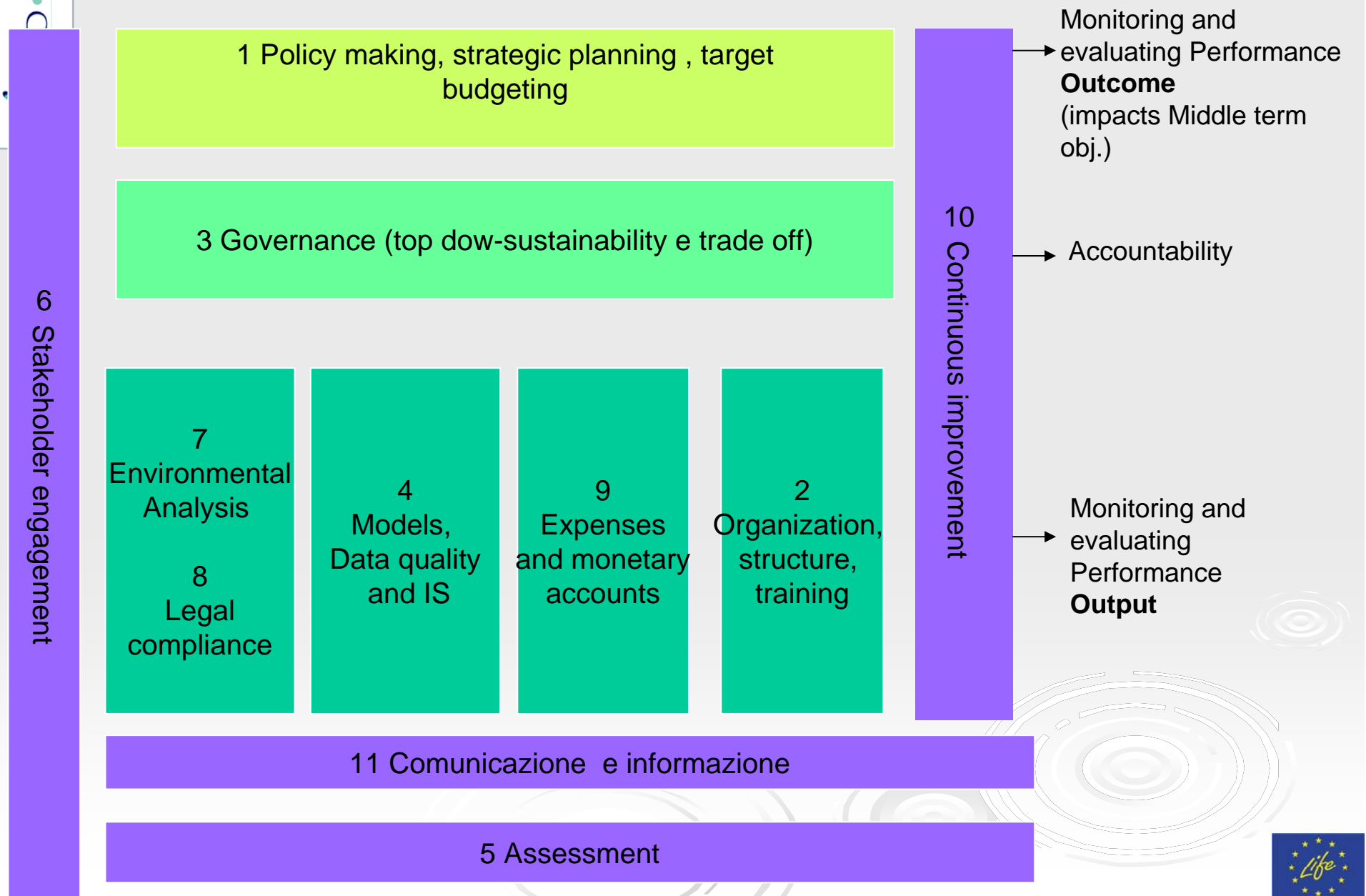
Adattamento da C. Polini e G. Baccanini, La riforma del management pubblico, edizione italiana a cura di E. Orgero, Egea Università Bicconi editore, Milano, 2002



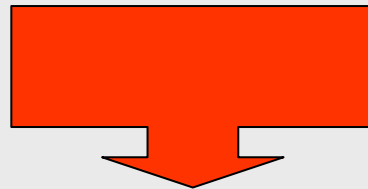
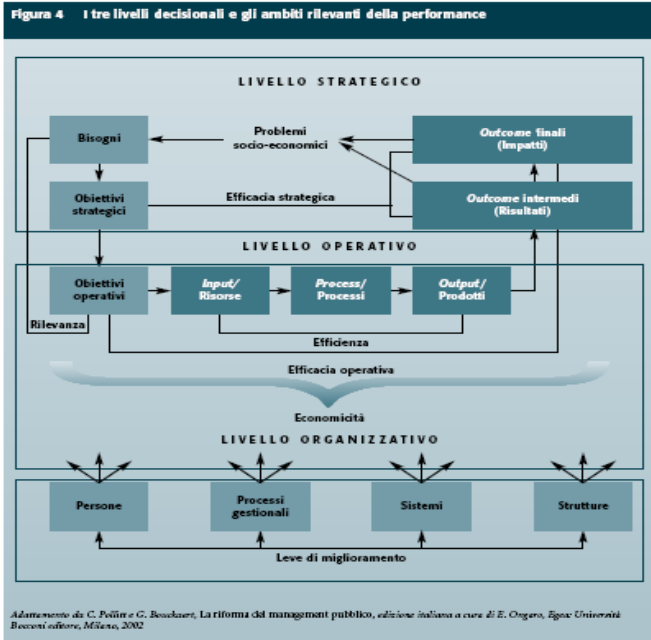
Figura 3.1 Matrice *Funzioni e tipo di decisioni* nei processi attuativi delle politiche pubbliche

Tipo di decisioni Tipo di funzioni	DECISIONI STRATEGICHE	DECISIONI OPERATIVE
GOVERNO (legittimazione politica e sociale)	<p style="text-align: center;">1</p> Definizione delle missioni e delle priorità Innovazioni sulle politiche Analisi dell'utilità delle politiche Sviluppo delle Reti <i>Capitanare</i>	<p style="text-align: center;">3</p> Supervisione Controllo <i>Auditing</i> Anticipare i problemi Reagire velocemente alle difficoltà <i>Nostromo</i>
GESTIONE	<p style="text-align: center;">2</p> Efficacia delle operazioni rispetto a obiettivi e problemi <i>Tenere il timone</i>	<p style="text-align: center;">4</p> Efficienza <i>Remare</i>

11 points model today (EPMS)



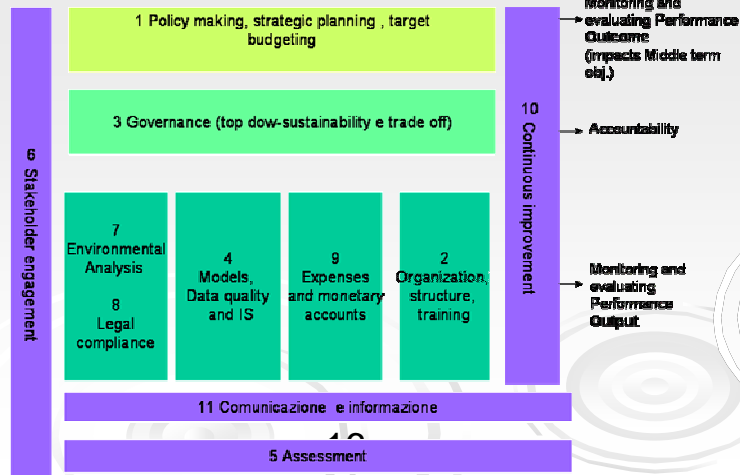
Conceptual path



The 11 Points

requirements to be strengthened/improved	relevant exchangeable elements between one or more tools
General	
1. policy making and linkages with strategic planning	7. environmental initial analysis
2. organisational criteria and structure	8. legal compliance
3. participation (stakeholder engagement)	9. monetary accounts
	10. continuing improvement
	11. communication and information
Specific	
4. data quality and their operational assessment on the entire chain	
5. assessment	
6. entire chain and sustainability:	
<ul style="list-style-type: none"> management of the entire chain of governance: connection system with hierarchically dominant and submitted public bodies <i>and participated</i> (?) constant and progressive integration of social variables and trade-offs management 	

11 points model today (EPMS)



What are and what are not “the 11”

They are not:

- A consequential process
- yet a standard ma a conceptual framework
- The exclusive response to critical procedural and operative aspects

They are

- “slices” of environmental systems implementation process;
- a way to help Public Administration to improve in measuring its performance
- A proposal to come through inadequate elements of starting tools and to emphasize their functional elements for managing environmental criticism;
- A response to what systems are necessary for and not to systems themselves

from EMS to EPMS

Updating and integrations

Updating is necessary to write incisive guidelines referring to international context

- MU25
- UE Emas Board
- Italian (with an european sugroup) Commission on environmental accounting at Economy Department
- At regional level (Emilia Romagna) proposal of regional law on environmental accounting (based on Clear Ecobudget and Tandem)

proposal

Outputs

- Guidelines to help local administration “to do better and to do integrated”, using technical and specific protocol, where necessary (monetary accounts, data quality)
- Report relating on improvement elements for starting tools, e.g.
 - Data quality per Clear,
 - Accountability e policy making per EMAS 3

How to develop guidelines?

- 11 points are all important, but very different one from the other
- BUT we need a codified framework to be spread.
- Guidelines can be developed following the scheme: POINT + REQUIREMENTS
- In some cases, it will be necessary to enrich contents (Policy making)
- In others, some indications will be enough (environmental analysis)
- Many exempla, not only from Developers Cities
- Many connections to technical and scientific basis
- Guidelines contents to be chosen and fit in specific municipalities contexts and systems

What is meant by point “requirements”?

Relevant elements to develop and implement system starting from the model and detected criticalities:

- requirement and relevant issues to do better
- requirement and conditions (opportunities and criticalities) that can be met in doing integrated

Guidelines structure:

- Point Background (meanings, what is its function, criticalities)
- Requirements to do better (What to do, how to do)
- Requirements to do integrated (What to do, how to do)
- General things to do and to avoid
- Tips

In each paragraph there are examples e recall to other points

Finally: make “the 11” functional to ongoing processes

- Municipalities developing EMAS can implement a more Public Administration oriented management system
- Municipalities adopting “target Systems”, (ecobudget and AC) and Environmental Balance CLEAR can develop some aspects useful to implement EMS afterwards
- Bodies defining guidelines (UE, region, agencies) can be eased by a context analysis and by an integrated approach to different environmental tools
- Some points can be used to contribute to new legislation (e.g. national and regional legislation in Italy)

Let's remember expected results

- Spread of EMS in Public Administrations, to help policies definition and results and impacts monitoring and evaluation (outcome indicators)
- Systems qualification and opportunities for their integration with planning, management, control activities
- Resources more oriented to targets and times
- Environmental governance processes and more accountable administrations