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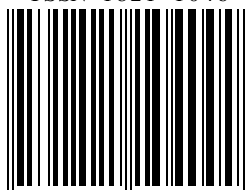
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ASSESSMENT OF THE SYSTEM FOR MANAGING PROTECTED AREAS IN THE REPUBLIC OF SERBIA

Ilija DJORDJEVIĆ, Radovan NEVENIĆ, Zoran PODUŠKA, Renata GAGIĆ,
Goran ČEŠLJAR, Svetlana BILIBAJKIĆ, Tomislav STEFANOVIĆ¹

Abstract: *The system of protected areas (PA) in Serbia is a complex structure comprising various actors, rules, authorities and institutions involved in the work of PA. The Law on Nature Protection (2009) is one of the main pillars of nature protection in Serbia. This law defines various types of management in protected areas as well as forms of their protection. The law further defines some of the basic principles of protection, both from the aspect of nature protection and from the aspect of its implementation and improvement, measures of control and implementation of its principles as well as the institutions involved in its work. In order to enable studying of the system of protected areas from the perspective of management, the open system theory will be used. The concept of `responsible management`, which has not been adequately applied in our country so far, is analyzed within the framework of this theory.*

Key words: protected area system, interactive responsible management, organization

ПРОЦЕНА СИСТЕМА ЗА УПРАВЉАЊА ЗАШТИЋЕНИХ ПОДРУЧЈА У РЕПУБЛИЦИ СРБИЈИ

Извод: Систем заштићених подручја (ЗП) у Србији представља комплексну структуру различитих актора, правила, надлежности и институција укључених у рад ЗП. Закон о заштити природе из 2009. године представља један од основних стубова заштите природе у Србији. Овај закон дефинише различите облике управљања у заштићеним подручјима као и облике заштите. Такође закон дефинише

¹ Institute of Forestry, Belgrade, Serbia
Translation: Dragana Ilić

једне од основних начела заштите, како са аспекта заштите природе тако и са аспекта његовог коришћења, унапређења, мера за контролу и спровођење његових начела и институција које су укључене у њен рад. Како би се овај систем заштићених подручја могао посматрати са ниво његовог управљања, теорија отвореног система ће бити коришћена. У оквиру ове теорије обрађен је и концепт „одговорног управљања“ који до сада код нас нема адекватни примену.

Кључне речи: систем заштићених подручја, интерактивно одговорно управљање, организација

1. INTRODUCTION

Protection of natural resources, which implies protection of certain areas, has a long tradition both in the Republic of Serbia and in Europe, The United States of America (USA) and other countries worldwide. The concept of nature protection originated from the need of aristocracy to have their own area of privacy and a place for hunting. A lot of forests in Europe enjoyed that kind of protection in the past century only because they were used as hunting areas (Martinic, 2007). The first advocates of the nature protection concept were from the USA. The National Park Yellowstone, established in 1872, introduced a new type of PA, the purpose of which was primarily in the field of education, conservation and commercialization of this kind of service. One of the oldest protected areas in the Republic of Serbia is Obedska Bara, which has been protected since 1874. Today it has the strictest form of protection (1st degree protection regime) that can be applied. There was a significant expansion of protected areas during the twentieth century. One of the first laws on nature protection in the Republic of Serbia was passed in 1960. It proclaimed Fruska Gora a national park, while the law from 1977 clearly defined the boundaries of this National Park (Djordjevic, 2009). One of the main purposes of the park was related to recreation because the areas around the national park had the same purpose. If we look at the concept of area protection from the perspective of forbidding excessive felling and utilization of an area, then it dates back to the fourteenth century, since Article 123 of Tzar Dushan's Code forbids the Saxon miners to cut trees in the forests around the mine and obliges them to replant the deforested areas.

According to the Law on Nature Protection² (2009), protected areas are defined as areas which have distinguished geological, biological, ecosystem and/or landscape diversity and as such they can be declared as protected areas of general interest. On the other hand, the International Union for Conservation of Nature(IUCN) defines a protected area as `a clearly defined geographical space, recognized, dedicated and managed, through legal or other effective means, to achieve the long term conservation of nature with associated ecosystem services and cultural values`.

The Law on Nature Protection distinguishes three categories of protected natural goods. They are protected landscapes, protected species and mobile

² Law on Nature Protection (Official Gazette of the Republic of Serbia, No 36/09 and 88/2010)

protected natural documents. Different types of protected areas belong to these three categories, for example:

- strict natural reserve,
- a) special natural reserve,
- b) national park,
- c) natural monument,
- d) protected habitat,
- e) landscape of exceptional characteristics,
- f) natural park.

Protected areas cover 520.092 ha, which is 5.89 % of the total area of the Republic of Serbia. There are actually different sources that provide different estimates of this coverage and according to them it ranges from 5.8 to 6.6 %. The coverage of 5.89% is obtained from a comprehensive data base established for these purposes. It contains information of The Institute for Nature Conservation, Public Enterprise Srbijasume (Serbianforests) and Public Enterprise Vojvodinasume (Vojvodinaforests), citations from literature and from various strategies adapted at both national and regional levels, as well as data obtained from secondary sources. We used data on protected area coverage from several different sources in order to obtain the most representative information and to enable the use of one reliable source of information.

Apart from the above stated categories of protected areas, this research deals with organizations or managers of these protected areas. These managers can be roughly classified into four categories. The overview of the managers is shown in Table 1.

Table 1. *Types of protected areas management categories*

Management categories			
Types of state management	Types of private management	Types of non-governmental management	Other types of management
Public enterprises	Limited Liability Companies	Various types of non-governmental organizations	Churches and monasteries
Local Self-Management Units	Joint-stock companies	Individuals	National companies (in the process of reorganization)
Tourist Organizations	Hotels		
Military Institutions			

2. THEORETICAL FRAMEWORK

The interactive theory of `responsible management` uses the `rational open system` model (Jentoft 2007; Richard 1992, Scott *et al.* 2003; Jentoft *et al.*, 2007. This model describes a management system as a complex, diverse network of political coalitions with more or less numerous and influential interest groups, which are partly inside and partly outside the system. Goals cannot be achieved immediately prior to events or for the sake of all people. Their achievement is always affected by certain interest groups and their agendas as well as by the interaction between the groups. The model operates on the assumption that a pressure group is formed with the purpose of protecting its interests and benefiting

the group, while its demands from the system depend on the relationship between the input and output values. Consequently, responsible management refers more to the question of who exerts greater influence in the process of decision-making than to the question of jurisdiction application. It means that the system is essentially unstable and dynamic. In such a situation, management would be the result of ongoing socio-political processes in which one side could outweigh the other at some point, depending on the negotiating skills of interest groups, individuals or coalitions. However, certain inertia can be expected from institutionalized frameworks, which show a tendency to stick to their initial agreements by taking a firm line and coping with the pressure (Stinchcombe 1995).

Interactive theory of responsible management further defines the relationship between the managing system and the system that ought to be managed. In order to make the relationship between these two systems mutually acceptable, they need to be structurally adjusted. They also need to be compatible. In the management of protected areas, this relates not only to the existing natural mechanisms, but also to the intentions, plans and institutionalized framework of the stakeholders involved in the process. According to the theory of responsible management, the stakeholders are legislative bodies, agencies that participate in the planning process and public organizations that act either independently or together. It is certainly a difficult task to find the right position for each institution, since the whole system of nature protection, which has to be taken into consideration, is extensive. The measures have to be effective and efficient but at the same time ethically correct and socially acceptable. Last but not least, everything has to be fitted into a specific framework, because the system cannot function in social, cultural and political vacuum. There are also some general characteristics of the managed system that affect the managing system (Jentoft 2007).

The term `responsible management` has gained growing importance in recent years and the concept has been widely applied in many different forms of investigation. Responsible management is defined as an interaction between institutions, processes and traditions that determine the process of power exertion, the process of decision-making in the field of public and private interest and the participation of citizens and interest groups in the process of decision-making (Graham *et al*, 2003).

The concept of responsible management is today widely used to explain different relationships, rules and processes in the management of natural resources. Therefore, there is a wide and diverse range of literature that addresses this problem. Various principles of responsible management have been defined. However, the following three main concepts will be used (PROFOR 2011) for the purposes of evaluating the protected area management:

1. Legislative and institutionalized framework
2. Planning and decision-making
3. Implementation and enforcement of laws

3. RESEARCH METHOD

The applied research method is deductive because it is based on the interactive theory of responsible management. Deductive reasoning is the basic

method of scientific research. It is defined as an analytical and specialized methodological procedure, in which the existing scientific knowledge is used to acquire new knowledge (Milijević 2007). In order to divide the subject of the investigation into its structural components, we will apply the analytical method. According to Milijević (2007), these components are functions of connection and relationships that refer to a specific place and time. Partial analysis will be applied since only one part of the protected area system will be investigated (we won't take all protected areas into consideration). The analysis will include a content analysis, a structure analysis and partially a comparative analysis (Milijević 2007). The content analysis reveals the scientific contents of the documents, which are the subject matter of the investigation, while the structure analysis deals with the components that constitute the subject matter. The comparative analysis will reveal certain similarities and differences in the management of various types of protected areas. According to Neuman (2006), the method of investigation can be either descriptive or exploratory. A descriptive method provides a picture of the current management of the protected area system, together with all historical facts that have led to it, while an exploratory method deals with possible trends of protected area management.

The sources of data in this investigation can be divided into two categories. The first category includes the statements of the stakeholders, in this case the statements of protected area managers and interest groups, while the second one consists of documents that have been previously compiled. Milijević (2007) classifies these documents into four groups: a.) action documents (plans and programs); b.) registers (all kind of files and registers); c.) normative documents (regulations and procedures) and d.) business documents (contracts, protocols, etc.). It follows that there are numerous different sources of data. Analyzing the above listed documents together with interviewing has been selected as the method and technique of data collection. Interview is a method which enables collection of data in the form of either oral or written statements of the respondents. The interviews will be individual and the type will be combined. The data will be collected directly in the form of oral answers (Milijević, 2007). For this purpose, a questionnaire with open and closed ended questions will be prepared (Neuman, 2006). This form of interviewing will be used for the collection of qualitative data from the protected area employees. Apart from the questionnaire, the type of directive interview will be used for collecting data from the interest groups that are involved in the work of the protected areas. Directive interview has a very precisely and wisely elaborated tool and procedure for each specific case (Milijević, 2007).

4. RESULTS AND DISCUSSION

According to the current legislation, protected area managers can be different legal entities, from state enterprises and different types of private enterprises to non-governmental organizations and religious institutions. The state enterprises with the largest share in the management are public enterprises, tourist organizations, local self-management units and military institutions. Private enterprises with the largest share in the management of protected areas are limited

liability companies and joint-stock companies. Non-governmental organizations are a new type of management and they are increasingly popular in the field of protected areas. Apart from the managers who are directly involved in the work of the protected areas, The Law on Nature Protection designates entities of protection at national, provincial and local levels.

At the national level, the relevant ministries as well as The Institute for Nature Conservation play a very important role in the work of protected areas. Ministry of Environment, Mining and Spatial Planning, together with The Institute for Nature Conservation are the top national organizations. The Ministry is in charge of the activities in the field of protection and sustainable use of natural resources, inspection, nature conservation, environmental protection and other activities defined by law. It is further responsible for the preservation and improvement of the protected areas, monitoring and sustainable use of biodiversity and landscapes. Apart from this Ministry, certain responsibilities are within The Ministry of Agriculture, Trade, Forestry and Water Management or its Directorate for Forests. These two ministries play the most important role in the management of protected areas at the national level. The Institute for Nature Conservation, established in 1948, is a governmental institution, which conducts activities in the field of conservation and enhancement of the natural heritage of The Republic of Serbia. The Institute is engaged in the professional activities of conservation of natural resources. It carries out field studies and scientific research of natural resources with the aim of putting new areas under protection.

The second level of governmental organizations includes institutions at the level of the autonomous province. The Law on establishing the jurisdiction of AP Vojvodina³ was passed in 2009 and it allowed these institutions to take over some responsibilities. Consequently, certain functions were transferred to the Provincial Secretariat for Environmental Protection and Sustainable Development. The Secretariat carries out activities on the territory of the province in the field of environmental control, monitoring, placing natural resources under protection, making management plans and programs, supervising the use and protection of the natural resources and goods. Local self-management units also belong to the second level of governmental organizations.

Local self-management units include municipalities and towns. They share responsibilities in the field of spatial planning, environmental control and development, i.e. the responsibilities that are not within the institution at the national level. Strategic assessment of plans and programs, environmental impact assessment and integrated permissions are also among their responsibilities. However, this is not the case with all local self-management units. Only some of them have The Secretariat for Environmental Protection and Inspection Services (Grujicic, 2009). Another Institute for Nature Conservation was established at the provincial level. It carries out activities on the territory of Vojvodina and its range of activities is similar to the range of activities The Institute for Nature Conservation of Serbia has at the national level.

Apart from these three protection entities, non-governmental organizations also take interest in the management of protected areas. It is interesting that non-

³ The Law on establishing the jurisdiction of AP Vojvodina, (Official Gazette of RS, No 99/09)

governmental organizations are involved in the management not only as direct managers, but as interest groups at local and regional levels too.

Interview will be used in two protected area case studies. The snowball method will be applied in order to reach all stakeholders who take interest in the management of the protected areas. The interview comprises seven open ended questions (assessment of legislation, effectiveness and efficiency of management, interest groups, transparency, responsibilities and management capacities) and a number of sub-questions that will steer the conversation into the desired direction.

Questionnaires with open and closed ended questions will be used in the above mentioned 11 categories of the management types. The questions will be classified into three groups: a.) legislative and institutionalized framework; b.) planning and decision-making; c.) implementation and enforcement. The legislative and institutionalized framework includes different sets of laws (legislation), institutions and instruments for protected area management. This component comprises an assessment of the current legislation, its consistency, clarity and effectiveness. Its institutionalized part refers to the assessment of the importance and responsibilities of the institutions involved in the process. The components of this part are the input values of the system of PA management and they constitute the managing system that has previously been defined. In order to make a valid assessment of the `managing system` and the interaction between the two systems, two concepts will be used. The first concept refers to the process of planning and decision-making that is assessed through the degree of transparency, responsibility and involvement in PA management. The purpose of this component of responsible management is to explain the participation of the most important organization in the management of protected areas, namely the organizations that directly manage the protected areas – managers, as well as the non-governmental organizations at national, provincial and local levels. By applying different instruments of PA management, we evaluate the way they are put in practice or the way the legislative and institutionalized framework is implemented.

Questionnaires and interviews will be used as methods of investigation. Questionnaires will be used to collect data about the management from the people employed in the organizations that manage protected areas. On the other hand, interviews will be used to examine the opinions of protection entities and interest groups about the current jurisdiction, authorities and involved institutions. A combination of different research methods will provide a clear picture of the management methods both from the point of view of the protection entities and interest groups and from the point of view of individuals or organizations that manage the areas.

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ПРОЦЕНА СИСТЕМА ЗА УПРАВЉАЊА ЗАШТИЋЕНИХ ПОДРУЧЈА У РЕПУБЛИЦИ СРБИЈИ

Илија ЂОРЂЕВИЋ, Радован НЕВЕНИЋ, Зоран ПОДУШКА, Рената ГАГИЋ,
Горан ЧЕШЉАР, Светлана БИЛИБАЈКИЋ, Томислав СТЕФАНОВИЋ

Резиме

Укупна површина заштићених подручја у Републици Србији је негде око 521.000 ха или 5.89 процената од укупне површине. Управљање са овим заштићеним подручјима обављају организације које по својој структури могу бити владине тј

државне, не владине и организације којима управљају различити облици приватног предузетништва.

Проблем управљања са заштићеним подручјима ће се посматрати кроз три перспективе. Ове три перспективе представљају основ интерактивне теорије одговорног управљања. Прва перспектива је „управљачки систем“ тј систем који дефинише начине којим се управља са заштићеним подручјима. Друга перспектива је „систем којим се управља“, одређеним заштићено подручјем, и трећа перспектива је интеракција управљања која се дешава између ова два система.

ASSESSMENT OF THE SYSTEM FOR MANAGING PROTECTED AREAS IN THE REPUBLIC OF SERBIA

Ilija DJORDJEVIĆ, Radovan NEVENIĆ, Zoran PODUŠKA, Renata GAGIĆ,
Goran ČEŠLJAR, Svetlana BILIBAJKIĆ, Tomislav STEFANOVIĆ

Summary

The total area of the protected areas in the Republic of Serbia is about 521.000 ha or 5.89% of the whole territory. These protected areas are managed by organizations which can be either governmental (state), non-governmental or different types of private enterprises.

The management of protected areas will be studied from three different perspectives. These three perspectives are the basis of the interactive theory of responsible management. The first perspective is `the managing system` or the system that defines the types of PA management. The second perspective is `the managed system` of the specific protected area. The third perspective is the interaction between these two systems.

