

Copyright is owned by the Author of the thesis. Permission is given for a copy to be downloaded by an individual for the purpose of research and private study only. The thesis may not be reproduced elsewhere without the permission of the Author.

**Partnerships with the community sector  
as a strategy for good practice and  
effective governance for local government**

A thesis presented in partial fulfilment of the requirements  
for the degree of Master of Arts (Social Policy)  
at Massey University,  
Palmerston North, New Zealand

Nadine Ord  
2000

## ***Abstract***

This research evaluates current practice by local government in partnerships with the community sector and it considers the contribution of partnerships to the governance function of local government. This research emphasises that partnerships based on good practice contribute to effective governance by local government and are conducive to implementing the role of local government in the current policy and societal context.

An analysis of the strategic plans of a selection of urban local authorities in New Zealand suggests a high level of interest in a partnership approach. However, there is little consistency in the definition and practice of partnerships by authorities. By reviewing the literature on partnerships in New Zealand and internationally, key success factors in working in partnership are considered and a definition of partnership based on good practice is defined.

The experiences of two partnerships involving a local authority and a community organisation from the greater Auckland area, presented in this research, highlight the contribution of partnerships to the success of projects and to fulfilling a local authority's strategic goals. These 'case studies' also raise implementation issues. The processes used to overcome these issues in the two case studies are consistent with the findings from the European and North American research, and, hence, contribute to defining characteristics of successful partnerships.

## ***Glossary***

---

ACC	Auckland City Council
ANGOA	Association of Non-Governmental Organisations of Aotearoa
BERL	Business and Economic Research Limited
CEO	Chief Executive Officer
CDC	Canterbury Development Corporation
CODA	Community Opportunities Development Association
CPW	Community Project Worker
DIA	Department of Internal Affairs
EU	European Union
GI	Glen Innes
IPS	Institute of Policy Studies
KRA	Key Result Areas
LATE	Local authority trading enterprise
LGNZ	Local Government New Zealand
MDL	McKinlay Douglas Ltd
MFE	Ministry for the Environment
MOE	Ministry of Education
n.p	no page number
OECD	Organisation for Economic Cooperation and Development
OP 2000	Opportunities 2000
SRA	Strategic Result Areas
TLA	Territorial local authority
UK	United Kingdom
WAPA	Waitakere Principals' Association

## ***Acknowledgements***

---

A large number of people have contributed to this thesis. I wish to particularly thank the following people:

- Christine Cheyne and Mike O'Brien, my two supervisors from Massey University, who have supported and coached me through this research and willingly shared with me their time and knowledge.
- Those who took the time for me to interview them from the Waitakere Principals' Association, Waitakere City Council, Glen Innes Youthtown Establishment Board and Auckland City Council. The time and experience you gave to this research is sincerely appreciated.
- My managers and colleagues at Auckland City Council. Particular thanks to Kelvin Norgrove, Trudi Fava, Judith Webster and Ian Leader (now at Waitakere City).
- The Massey University distance library service.
- Norman Ord, who started teaching me to read with plastic letters and is still teaching me the finer use of our written language. Thank you for all the hours put in to proof reading and for saying all the right things.
- My family and friends for their tolerance of my single focus over the past year and the missed birthdays and lack of phone calls.
- Andrew for his understanding and providing me with an abundance of distractions.

# Table of Contents

<i>Abstract</i>	ii
<i>Glossary</i>	iii
<i>Acknowledgements</i>	iv
<i>Table of Contents</i>	v
<i>List of Tables and Figures</i>	viii
<i>Author's Note</i>	ix
<b>CHAPTER 1 INTRODUCTION</b>	<b>10</b>
<i>Introduction</i>	10
<i>Key concepts</i>	12
<i>Aims and objectives of the research</i>	26
<i>Thesis structure</i>	27
<b>CHAPTER 2 RESEARCH METHODOLOGY</b>	<b>29</b>
<i>The research question</i>	29
<i>The purpose of the study</i>	30
<i>The research design</i>	31
<i>Collection of the data</i>	34
<i>Data Analysis</i>	36
<i>Ethics</i>	38
<i>Conclusion</i>	39
<b>CHAPTER 3 PARTNERSHIPS: THE RHETORIC AND THE REALITY</b>	<b>40</b>
<i>Introduction</i>	40
SECTION ONE: THE LANGUAGE OF PARTNERSHIPS	41
<i>The rhetoric</i>	41
<i>Strategic plan document analysis</i>	42
SECTION TWO: THEORIES AND DRIVERS	52
<i>The theoretical framework of partnerships</i>	52
<i>Motivations</i>	60
SECTION THREE: PARTNERSHIPS IN PRACTICE	64
<i>A cross-national comparison</i>	64
<i>The success factors</i>	69
<i>Conclusion</i>	74
<b>CHAPTER 4 THE POLICY ENVIRONMENT</b>	<b>75</b>
<i>Introduction</i>	75
SECTION ONE: GLOBAL TRENDS AND AGENDA 21	76

<i>Globalisation</i>	76
<i>Agenda 21</i>	78
<b>SECTION TWO: THE NATIONAL CONTEXT</b>	<b>80</b>
<i>The Broad Themes since 1984</i>	80
<i>Local government reform</i>	81
<i>The role of the community</i>	83
<i>The Labour-Alliance Coalition government</i>	86
<b>SECTION THREE: LOCAL GOVERNMENT IN NEW ZEALAND: THE CONTEXT FOR LOCAL AUTHORITY PARTNERSHIPS</b>	<b>87</b>
<i>Introduction</i>	87
<i>The principles and purpose of local government in New Zealand</i>	87
<i>How do partnerships with the community sector serve the purposes of local government</i>	91
<i>Conclusion</i>	93
<b>SECTION FOUR: THE COMMUNITY SECTOR: POSSIBILITIES FOR COLLABORATION</b>	<b>94</b>
<i>Introduction</i>	94
<i>Characteristics of the Community Sector</i>	94
<i>The community sector in contemporary New Zealand</i>	95
<i>Possibilities for partnership?</i>	97
<i>Conclusion</i>	98
<b>CHAPTER 5 CASE STUDIES: FROM COMPETITION TO COOPERATION</b>	<b>100</b>
<i>Introduction</i>	100
<i>The Waitakere Education Project</i>	103
<i>Glen Innes Community Project Worker</i>	115
<i>Key points from across the case studies</i>	125
<i>Conclusion</i>	131
<b>CHAPTER SIX CONCLUSIONS AND POLICY RECOMMENDATIONS</b>	<b>132</b>
<i>The strengths and benefits of partnerships: good practice for local government</i>	135
<i>Limitations and concerns</i>	137
<i>Opportunities for implementation</i>	138
<i>Policy implications and recommendations</i>	140
<i>Further Research</i>	141
<i>Conclusion</i>	142
<b>BIBLIOGRAPHY</b>	<b>143</b>
<i>Case Studies Documents</i>	151
<b>APPENDICES</b>	<b>153</b>
<i>Appendix A: Information Sheet for local government employees and elected representatives</i>	154
<i>Appendix B: Information Sheet for community sector representatives</i>	158

*Appendix C: Consent Form* \_\_\_\_\_ 162  
*Appendix D: Letter to participants that accompanied transcription of interview* \_\_ 164  
*Appendix E: Excerpted Sections of The Local Government Act* \_\_\_\_\_ 165  
*Appendix F: Characteristics of Charitable Trusts and Incorporated Societies* \_\_\_\_ 172



## **List of Tables and Figures**

<i>Table 1</i>	<i>Number of Times Partnership is Referred to in Local Authority Strategic Plans</i>	<i>43</i>
<i>Table 2</i>	<i>Case Study Interviews</i>	<i>101</i>
<i>Table 3</i>	<i>Case Study Documents</i>	<i>102</i>
<i>Figure 1</i>	<i>Billis' Worlds of the Voluntary sector</i>	<i>19</i>
<i>Figure 2</i>	<i>Arnstein's Ladder of Participation</i>	<i>56</i>
<i>Figure 3</i>	<i>Burns' Modified Ladder of Participation</i>	<i>57</i>
<i>Figure 4</i>	<i>Model of Waitakere Education Project Structure</i>	<i>113</i>

## ***Author's Note***

A number of internal reports, letters, minutes and publications were used for the case studies in this research as well as interviews.

To differentiate between the references listed in the general bibliography and these case study documents, the following standard is used; for the former, author is followed by year, e.g. (Geddes, 1995), for the latter, author, organisation or partnership is followed by day/month/year, e.g. (WAPA and Waitakere Education Project, 27/07/00).

Some of these case study documents are not dated or titled. When referring to these documents where these are not provided, the most descriptive way to identify these documents is used, e.g. (Community Project Worker, leaflet).

The case study documents are listed separately at the back of the general bibliography, and in the introduction of Chapter Five.

To distinguish between direct quotes of the case study interviews and the case study publications from the general publications used, these are both indented and italicised. Referencing of these interviews follow the following standard, e.g. (Chairperson Youthtown Glen Innes, 9/08/00). The case study interviews are listed in the introduction of Chapter Five.