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.

## COMMUNITY EMPOWERMENT: A NEW APPROACH OR PARTICIPATION IN DISGUISE?

A Thesis Presented in Part Fulfilment of the Requirements for the Degree of

## MASTER OF PHILOSOPHY IN RESOURCE AND ENVIRONMENTAL PLANNING

Massey University New Zealand

P.J. BARRETT

1995

CONTENTS	page
ACKNOWLEDGEMENTS ABSTRACT FIGURES FABLES	
CHAPTER ONE: INTRODUCTION	1
Statement of Problem	1
Justification	1
Research Design	1
Thesis Aim	3
Objectives	3
Central Questions	4
Methodology	4
Limitations to Research Design	5
Chapter Contents	6
CHAPTER TWO: THEORIES RELATING TO EMPOWERMENT	8
Introduction	8
Definition	8
Democracy	10
Participation	16
Representation and Responsibility	24
Social Learning Theory	27
Group Theory	30
Mass Belief System	37
Summary	38
CHAPTER THREE: EMPOWERMENT IN USE	42
Introduction	42
Conceptualisation	42
International Empowerment Strategies	44
Guiding Principles for Community Empowerment	46
National Translation-New Zealand	47
Empowerment Approaches	51
Cooperative Management Approach	53
Multistakeholder Process Approach	56

Business Sector Approaches	57
Urban Programme Empowerment Approaches	61
The Landcare Approach	62
Attributes of Empowerment	64
CHAPTER FOUR: WHIRITOA BEACH CARE GROUP; AN ILLUSTRATIVE CASE STUDY	69 69
Case Study Location and Community	71
Background to Whiritoa Beach Care Issues	73
Sand extraction Coastal Subdivision	79
	80
Local Authorities, Community and Beach Care Establishment of the Whiritoa Beach Care Group	84
Whiritoa Community Involvement in Beach Care	89
whilitoa Community involvement in Beach Care	0,
CHAPTER FIVE: COMPARISON, CONTRAST AND SYNTHESIS	94
Chapter Purpose and Structure	94
The Care Approach	94
Attributes Considered Present in the WBCG	96
Conclusion	107
Attributes Considered Absent or Irrelevant to the WBCG	110
Conclusion	111
CHAPTER SIX: RECOMMENDATIONS	112
Introduction	112
Central Questions and Recommendations for Local Authorities	113
Recommendation One	114
Recommendation Two	114
Recommendation Three	115
Recommendation Four	116
Recommendation Five	117
Recommendation Six	117
Recommendation Seven	117
Recommendation Eight	117
Suggestions for Future Research	118

APPENDICES REFERENCES

## **ACKNOWLEDGEMENTS**

I would like to express my sincere appreciation to my supervisor Dr. J Rosier for her guidance in research and writing throughout the research period.

Also, I like to thank Mr Jim Dahm of the Waikato Regional Council, Hamilton, for his unwavering interest and support of this thesis, especially the supply of council documentation about the Whiritoa Beach Care Group, without which, this thesis would not have been possible.

My thanks goes to Mr. M. Maguire and the late Mr. C. Johnstone of the Hauraki District Council, Paeroa, for also supplying relevant documentation.

I am grateful to the Whiritoa Beach Care Group Committee members for their cooperation during interviews. Your willingness to participate, trust, and frankness, reveal hallmarks of an empowered group.

I also wish to thank Sabina for her continued friendship, love, support and encouragement during all phases of research and writing.

## ABSTRACT

This thesis provides a theoretical conceptualisation of a process that links international community empowerment strategies with community empowerment approaches and attributes at various political levels. The thesis has derived a theoretical set of guiding community empowerment attributes form current community empowerment approaches. Guiding attributes may provide a means of understanding of current actions by which community empowerment is being implemented. Guidelines may also be used as criteria for the evaluation of existing community empowerment approaches in terms of more democratic decision making. In addition, guidelines may be used to test the initial idea for the establishment of community empowered groups.

A comparison and contrast of one New Zealand community empowerment programme with the theoretical set of guiding community empowerment attributes is made. The comparison and contrast shows that when a community empowerment approach incorporates and implements the majority of theoretical attributes, it may result in greater community participation, responsibility and more democratic decision making at the community level. Such community cooperation has advantages for local authorities in the management of natural and physical resources.

LIST of FIGURES and MAPS	page
CHAPTER ONE	
Figure One. Research Design	2
CHAPTER TWO	
Figure Two. A Conceptual Relationship Between City Size and Democracy	12
Figure Three. Arnstein's Participation Ladder	18
Figure Four. The Growth Of Habermas' Communicative Action Theory	19
Figure Five .Dewey's Inseparable Human Traits	22
Figure Six. Group Structure Variables in Stable and Unstable States	32
Figure Seven. Group Variable Fluctuations in a Steady State	33
Figure Eight. Leadership Style Changes with Growth Maturity	35
CHAPTER THREE	
Figure Nine. Possible Formulation of Guiding Empowerment Principles, Approaches and Attributes	43
Figure Ten. The Bottom Up Empowerment Cycle	58
Figure Eleven. Alternative Extension Model for Empowerment	64
CHAPTER FOUR	
Figure Twelve. Beach Sediment Sources and Sinks	72
Figure Thirteen. Whiritoa Beach Sand Availability	79
Figure Fourteen. Procedures for Preparing and Changing Regional Policies and	82
Regional and District Plans under the RMA 1991	
Map One. Whiritoa Beach Community	70

LIST OF TABLES p	age
CHAPTER THREE	
Table One. International Agencies Community Empowerment Strategies for	45
Sustainable Development	
Table Two. Possible Guiding Principles for Community Empowerment	47
Table Three. Differing Interpretations of Treaty of Waitangi Principles in New	50
Zealand	
Table Four. Current Empowerment Approaches In Use	52
Table Five. Examples of Cooperative Management Approaches	54
Table Six. Attributes of Empowerment Approaches	65
CHAPTER FOUR	
Table Seven. History of Sand Extraction at Whiritoa Beach	74
Table Eight. Waikato Regional Council Self-Defined Beach Care Council and	84
Community Roles	
Table Nine. Establishment Process of the Whiritoa Beach Care Group	86
CHAPTER FIVE	
Table Ten. WBCG Attributes	95
CHAPTER SIX	
Table Eleven. Theories Relevant to Empowerment and Possible Implications	114