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

List of Tables and Figures

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.

Chapter 1
Introduction

Introduction

This research is in response to the rapidly increasing use of cross-sectoral partnerships by local government in New Zealand. The growth in the rhetoric and practice of partnerships by the private, public and community sectors is, in part, a response to the search for ways of coping with profound economic, social and political changes (Geddes, 1998, p 29) at the local level, nationally and globally. For local government, competing demands on resources and citizen demand for enhanced participation in government decision-making are two factors influencing the shift to a partnership approach as a way of working. The prevalent use of partnerships and the quantity of literature in support of a partnership approach, from the United Kingdom in particular, has also contributed to the interest in the use of cross-sectoral partnerships by local government in New Zealand. In addition the literature on civil society and social cohesion captured by the New Zealand Department of Internal Affairs *Building Strong Communities* paper (Department of Internal Affairs, 1997), has also contributed to the interest in a community-based approach to solving local issues.

The traditional structure, functions and processes of government have been under attack from both those who advocate a down-sizing of government (New Zealand Business Roundtable,1995) and from those who advocate increased public participation in decision-making (Gratis and Boyd, 1995). Partnerships across sectors are one way for local government to resolve the dilemmas associated with meeting local authority obligations to provide and maintain infrastructure assets, respond to citizen demands for amenities, and the need to avoid politically and financially unsustainable service charges and rates increases to fund the development and operation of assets and amenities. Partnerships are gaining recognition as a preferred alternative to both privatisation and direct service provision by the local authority, with the scope for citizens to be more involved in determining the nature of amenities and services.

The Blair government in the United Kingdom (UK) is championing the partnership approach to both central and local government activities. Although partnerships between the sectors in the UK have a history back to the 1970s, the proliferation of partnerships in the UK since the Blair government was elected in 1997 is striking. A key difference between the UK and New Zealand is the role of central government in local government affairs. Similarly to New Zealand, the UK central government is seeking to ensure local authorities function effectively and efficiently. Unlike New Zealand, in the UK this undertaking includes defining the functions and processes for local government to undertake its business. Partnerships are identified as a key component of attaining this efficiency and effectiveness. Attached to this central government intervention in the UK is funding to undertake defined programmes, through a bidding process for local authorities that have developed partnerships. For New Zealand the incentive to develop partnerships is not so tangible, and, hence, the evaluation of the contribution and the consequences of partnerships to the 'business' of local government and the distribution of this information across the sector is essential if it is to become a way of working for local government.

This research contributes to a small but growing body of literature on partnerships between local government and the community sector in New Zealand. Key New Zealand commentators include McKinlay Douglas Ltd (MDL), Local Government New Zealand (LGNZ) and David Robinson from The Social and Civic Policy Institute. In 1998 the Social and Civic Policy Institute sponsored Sherri Torjmann from The Caledon Institute in Canada and Arthur Williamson from the University of Ulster in Ireland to present papers as part of a series on partnerships in Wellington and Auckland. These papers, along with papers by Bruce Hucker and David Haigh, David Robinson and others have been published by the Institute of Policy Studies (Robinson, 1999a), in what is currently the most comprehensive collection of writing in New Zealand on partnerships. LGNZ in early 2000 published a guide for good practice for local government in funding and resourcing community organisations. This publication was developed from a collaborative project led by McKinlay Douglas Ltd involving a number of local authorities and community organisations in varying degrees. The scope of that research is broad and is presented as "a comprehensive menu of suggested good practices to address the practical issues ...in developing and implementing community funding programmes" (Local

Government New Zealand, 2000a, p 7). Partnerships are identified in the LGNZ document, as one of the approaches for managing community funding. The contribution of this publication to the area of interest of this thesis, is its consideration, although brief, of the benefits of partnerships across the sectors, a consideration of various definitions of partnerships by local authorities in New Zealand and defining good practice in partnerships.

Partnerships are just one concept that has arisen in a policy shift to community-based solutions to local 'problems'. The language accompanying this policy shift includes concepts such as social capital, social cohesion, community development, community empowerment, community ownership, community governance, public participation, partnerships, collaboration and alliances (Hughes and Carmichael, 1998, p 206). This terminology is not newly coined. Community development in New Zealand became a way of working for local government in the 1970s, while Sherry Arnstein proposed a 'ladder of participation', which encompassed partnerships, collaboration and alliances in 1969 (Arnstein, 1969). Unfortunately these powerful concepts are often used rhetorically without clarifying their definition or reaching an agreement of the definition between the parties involved, which may lead to a number of negative and dis-empowering consequences. For this reason I wish to firstly present definitions of the key terms used in the title of this thesis and, hence, which guide this research.

Key concepts

Partnerships

The concept of partnerships has been used to describe an array of relationships. A standard definition of a partnership is "a contractual relationship between two or more persons carrying on a joint business venture" (Collins Dictionary, 1987). Due to this legal connotation to the term, 'partnering' can be a preferred alternative. However, 'partnership' has gained considerable popularity for a wider range of relationships or ways of working than that of a formal legalised venture.

In New Zealand the term partnership takes on a specific connotation when considered in regard to the Treaty of Waitangi. Mason (1995, p2) suggests that partnership is "commonly interpreted as meaning that a 50:50 entitlement exists between the Crown and Maori to ownership and control of all natural resources". A number of activities led to the capturing of the terminology of partnership to reflect the Treaty relationship, or more specifically, the implied relationship, between the Crown and Tangata Whenua, and Maori and Pakeha. These include a Bicultural Commission established by the Anglican Church in 1984 to consider whether principles of partnership and bicultural development are implied in the Treaty. The Commission concluded that the Treaty did imply these principles (Mason, 1995, p 1).

The next major development in the dialogue of partnership in relation to the Treaty was the Royal Commission on Social Policy of 1988:

> Alternatives to partnership were proposed at Commission hearings. They led either to entrenched separatism, or to assimilation and homogeneity (Royal Commission, cited in Turner, 1995, p 79).

These alternatives were rejected by the Commission. The Commission suggested that the Treaty established a:

> partnership based on shared norms of fairness, equality, justice and partnership, but allowing for differing values and perspectives within these norms (Turner, 1995, p 79).

The Commission also suggested that there were foundational assumptions underlying partnership. These were, utmost good faith, mutual trust and respect, honour and a reasonable manner in conduct of affairs of mutual concern:

> These were values that underpinned the successful operation of partnership as the commission envisaged it (Turner, 1995, p 83).

However, Turner argues that the Commission's conception of Treaty partnership is "only partially formed and, on occasion, abjectly inadequate" (Turner, 1995, p 79).

Mason suggests that the major development in the dialogue of partnership is in the Court of Appeal case, *the New Zealand Maori Council vs The Attorney General, 1987*. This case held that:

> The Treaty signified a partnership between Pakeha and Maori requiring each to act towards the other reasonably and with utmost good faith. The relationship between the Treaty partners creates responsibilities analogous to fiduciary duties. The duty of the Crown is not merely passive but extends to active participation of Maori people in the use of their lands and waters...If a breach of the duty is demonstrated at any time, the duty of the Court will be to insist that it be honoured (NZLR 641 cited in Mason, 1995, p 7).

However, partnership is not defined in the Court of Appeal's decision. Mason argues that this "creates confusion and does not assist with deducing what the Court meant by 'partnership' " (Mason, 1995, p 9). Mason does, however, suggest that the Court's decision attributes certain elements to 'partnership'. Mason lists these as:

- Acting with utmost good faith
- Acting responsibly
- The settled principles of equity as under our partnership laws
- As in the law of partnership a breach by one party of their duty to the other gives rise to a right of redress (Mason, 1995, p 11).

The OECD defines partnerships (cited in Hughes and Carmichael, 1998, p 208) as:

> systems of formalised co-operation, grounded in legally binding arrangements or informal understandings, co-operative working relationships and mutually adopted plans among a number of institutions. They involve agreements on policy and programme objectives and the sharing of responsibility, resources, risks and benefits over a period of time.

Geddes (1998, p 15) uses a similar definition of partnership for his survey of partnerships that have a purpose of combating social exclusion in the European Union. His definition includes:

- A formal organisational structure for policy making and implementation.
- The mobilisation of a coalition of interests and the commitment of a range of different partners.
- A common agenda and multi-dimensional action programme
- a purpose of combating social exclusion and promote social cohesion and inclusion

However, the research Geddes undertook identifies the need for a "stronger meaning to partnership" (1998, p 125), which involves the pooling of resources in a common, integrated action plan 'owned' and controlled by the partnership, which would be a formal structure of partnership independent of the partner organisations.

Robinson (1999a, p 1) also suggests that the term partnership, as used in the papers in the IPS publication, refer to a new organisation created from the bodies that have come together to form the partnership. He recognises that the partnership may be substantially different to the contributing organisations. However, Torjmann's article in the IPS publication suggests that a partnership refers to a voluntary collaboration between parties who agree to work co-operatively towards the same objectives (1999, p 12). A key aspect of Torjmann's definition is that there is no partnership without a sharing of risk, responsibility, accountability and benefits (Torjmann, 1999, p 12). The creation of a separate body is not a necessity for Torjmann in developing a successful partnership. An independent structure may be a beneficial model for some partnerships, however I agree with Torjmann that this is not definitive. Various structures of partnerships are discussed in this research.

Local authorities in New Zealand have a wide range of understanding of the concept of partnership, ranging from, "both the council and community organisation present a joint image to the community", "a working relationship and team approach to local problems" to "a relationship where 'ownership' and responsibility belong equally to the parties, even if provision of resources does not, and there is a common purpose" (LGNZ, 2000a, p 64). This diversity of understanding of the concept of partnerships suggests that there might be value in having a transparent and commonly held definition among parties considering a partnership approach.

For the purposes of this research I use a broad definition (drawn from Geddes, Torjmann and the OECD definitions) of a relationship that:
- has the commitment of all the partners
- shares responsibilities
- has a common strategy
- is based over a period of time, and
- has a common goal of either policy or programme development, or service delivery.

I am not interested in fee-for-service type relationships between the sectors, meaning relationships which emphasise a funder /provider split. The objective of this type of relationship is often to increase flexibility of the arrangement so that customer/citizen feedback can be incorporated into the improvement of service delivery from the organisation (Geddes, 1998, p 21). This type of arrangement can be highly beneficial for the authority due to both the unavoidable possibility of changing political direction every three years, accountability requirements and ensuring services are aligned to the strategic direction of the organisation (MDL, 1998, p 1). The tension between funder / provider type agreements, even if based around a partnership approach, is that there is likely to be a set time-frame for funding, usually based around the fiscal year and contractual conditions defined by the local authority to be fulfilled in return for funding. The community organisation in this situation can be highly dependent on the authority's funding for its existence and therefore is not an equal partner in the relationship; this dependency influencing its decisions and actions in dealings with the authority. It adds a complexity to the relationship for the community organisation as in a sense the funder (the local authority), who is buying services from a provider (community organisation) also becomes a client from the providers perspective (Rose, 1993, p 20). This is not suggesting that a partnership approach to a funder / provider relationship is not recommended. However, it is outside of the scope of this research.

The community sector

Another key term in this study is that of the community sector, which is analogous with the voluntary, not for profit, third or civic sector. Robinson has defined a number of sectors in the attempt to place the voluntary sector in context (Robinson, 1993, p 102). The sectors are:

- The public sector or the state (including local government)
- The private sector or the market
- The voluntary, non-profit or third sector
- The household or personal sector
- The community sector (which includes associations between the household and voluntary sectors)

Robinson recognised that these categories are not definitive and that the community sector could be placed within the category of voluntary sector, as community activity or community action is often the first developmental stage in the formation of voluntary welfare sector agencies and services. However, he recognised that if the community sector was reintegrated into the voluntary sector then the best term for the sector is up for debate.

Marshall (1996) categorises the sectors differently to Robinson. Public and private remain (which he defines as statutory and private) and then he makes divisions between religious, philanthropic, community and informal sectors. He defines the informal sector similarly to Robinson's household sector, that is, to refer to informal action between kin, neighbours and friends. For Marshall the main division between religious, philanthropic and community sectors is where the control lies, that is, whether it is with those who provide the service or with those who benefit from the action. Marshall argues that the community sector defines those groups where the control lies with those who benefit from the actions. The category includes both those groups that exist purely for association, or for the development of greater economic or social power. Philanthropic and religious organisations, Marshall argues, are characterised by "action by a relatively favoured group of people on behalf of others" (1996, p 54). These boundaries are highly flexible however, as philanthropic organisations may operate in the private sector providing services for fees, or within the community sector involved in self-help community action (1996, p 58). For Marshall the voluntary sector encompasses all these sectors, but is not definable by the characteristics of any particular one of them.

In agreement with Marshall, with regard to the location of power being with those who benefit from the organisation's actions, I have used the term community sector for this research. The other reasons associated with the use of this term instead of 'voluntary sector' or 'not for profit sector' include:

- It is inclusive of the more informal 'community', which may be involved with local government due to its interests as a geographical community or community of interest rather than as a formal organisation.

- the community sector organisations considered as part of this research are not necessarily voluntary in nature, although many voluntary hours may go into achieving the objectives of the projects, such as schools. The school is government owned but managed by a voluntary board of trustees.
- the commitment and focus on community.

Within the local government sector, 'the community' encompasses the broad constituency, the voluntary sector, groupings of individuals or families by locality or by 'interest' or identity, and for-profit businesses. For this research I do not use the term community sector to include for-profit businesses, however small the business or however important the voice of business is in 'community' decisions.

Much of the discussion in regard to the community sector in this thesis, including that around the two case studies, is limited to the formalised organisations in this sector. However, the partnerships developed for urban regeneration projects in the UK have included 'ordinary citizens' as representatives of the local communities. The potential and the implications for partnerships between local authorities and informal groupings of citizens in New Zealand will require further research.

The ambiguous status of the community sector

Marshall (1996, p 45) suggests that the 'barriers' between the various sectors are becoming less clear and, hence, leading to confusion as to the role and nature of voluntary organisations. It is relevant to considering these ambiguous zones, because as Leach argues, being located in these zones between sectors can be a source of conflict and anxiety (Leach, 1976, p 34). Specific management considerations are required from within any sector, including the community sector. An understanding of the conflicts and driving factors within an organisation can assist in developing appropriate relationships with a group.

Billis defines two specific ambiguous zones (see Figure 1): (1) the zone between the bureaucratic 'world' and the associational 'world' and (2) between the associational and personal worlds. As Figure One depicts, however, the bureaucratic world can be divided into government and business, and, hence, a number of ambiguous zones can be identified. Two of these zones are particularly relevant to New

Zealand local government in considering relationships with the community sector, these are unorganised groups and government-oriented associations.

Unorganised Groups

Unorganised groups are not considered in detail in this thesis. The focus has instead been on partnerships between local authorities and community organisations. However, forms of relationships with the unorganised community sector are important for local government to consider. Individuals may come together to form a group based on geographic locality to work with the council on specific issues. Partnerships may be an effective method for an authority to relate to the local community as has been experienced with the urban regeneration programme in the UK.

Fig 1 The worlds of the voluntary sector
source: Billis, 1993, p166
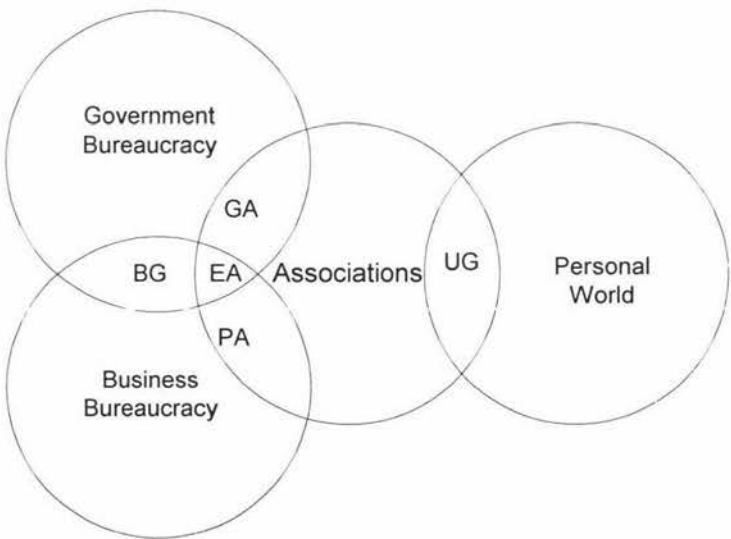
GA Government-oriented associations

PA Profit-oriented associations

EA Entreprenurial associations

UG unorganised groups

BG Business / government bureaucracies

Billis (1993, p 163), however, argues that the lack of stable structures makes unorganised groups "unlikely candidates for the substantial resolutions of severe social problems" (p 163) and that if any "significant activity is to be undertaken, they will find it necessary to move across the boundary into the world of formal associations" (Billis, 1993, p 163). This will need to be taken into consideration if local government pursues partnerships with unorganised groups.

Government-oriented associations

The second ambiguous sector particularly relevant to New Zealand is government-oriented associations. Billis suggests that government-oriented associations are the fastest growing ambiguous zone in the UK (1993, p 165) and the New Zealand experience would suggest similarly. This zone suggests that government is the main source of revenue for the group and that this is seen as appropriate "because the social problems that the voluntary agency was tackling were those that the agency believed should be the responsibility of government" (Billis, 1993, p 165). Salamon (1995, p 34) writing in the US, states that government funding is now the largest source of funding for the voluntary sector, above that of private giving and service charges. Considering the emphasis on contracting culture in New Zealand by government with community organisations for social services, it would seem that government values and objectives would be influencing a number of community sector organisations.

Billis' concern about this ambiguous sector is that:

> the absence of a philosophy stemming from deep associational roots means that their strength and survival is highly dependant on the degree to which their bureaucratic and, usually, staff-driven philosophy matches that of the government of the day (Billis, 1993, p 166).

Taylor (1996, p 15), however, argues that within any public policy field, government defines the environment for all organisations. This includes the institutional environment, the resources, the conditions under which this work is carried out such as standards and qualifications, and the 'climate of opinion' surrounding the work of organisations such as what are valid causes. However, even accepting Taylor's argument, government influence is perhaps not as influential as a funder / provider relationship between government and community organisation.

The purpose of presenting these ambiguities within the community sector is to highlight that the sector encompasses a range of values and driving factors. An understanding by a local authority of the nature of the organisation, the conflicts which exist for the organisation and the values and factors driving the organisation, will assist in developing effective relationships.

Governance

Governance is a term that is gaining popularity. It is used throughout this thesis, and, therefore, requires defining. It is a term that is gaining popularity. Governance, however, has been given a range of definitions. Rose (1997, p 6) suggests that governance can be loosely defined as any "strategy, tactic, process, procedure or programme for controlling, regulating, shaping, mastering or exercising authority over others in a nation, organisation or locality". McKinlay (1999c, n.p.) suggests a tighter definition of governance, as the *processes* through which a community decides upon and pursues preferred futures, in comparison to 'government', which is the *institutions* through which political activity is undertaken.

Pierre (2000, p 3) suggests that governance has a dual meaning. The first meaning concerns itself with how the state has adapted to the changing external environment. The second definition of governance, closer to that of McKinlay and Rose, is concerned with the conceptual representation of the coordination of social systems and specifically the role of the state in these actions. The second meaning can be split into two categories. The first category is a state-centred approach to governance - how and with what outcomes the state steers society and the economy through political brokerage and by defining goals and making priorities. The second category is society-centred. Its interest is in the coordination and forms of formal and informal public – private interaction, particularly policy networks.

Effective governance, in which this thesis is interested, concerns itself across these definitions. This research is interested in how the state and in particular local government, has adapted to a changing environment, the processes with which local government currently attempts to steer society and the forms of networks that exist.

The globalisation of the economy and the growing importance of global bodies such as the European Union and the World Trade Organisation, along with multi-lateral agreements, has contributed to the emerging interest in governance at a theoretical level. Pierre argues that globalisation of economies "causes policy makers to rethink their political strategies" (2000, p 5). The impact of the globalisation of economies has also impacted on the governance of local authorities, as is discussed in Chapter Four.

McKinlay (1999c, n.p.) argues that governance, as he defines it, should now be at the heart of the debate on the role and function of local government in New Zealand due to the decreasing capability of central government to intervene in local outcomes (discussed further in Chapter Four). A number of other reasons exist for the shift of focus to governance. The functions of local government can be divided into two broad categories, service delivery and governance. Reid (1994, p 2) argues that the provision of local governance is unique to local authorities, unlike service delivery, which can be undertaken by other organisations including the private sector, and therefore governance should be considered its core activity.

The shift to the provision of services by external organisations, rather then internally has meant that much of Council's role is now managing contracts, including setting standards. defining service quality and monitoring performance (McKinlay, 1999b, p 6). Managing these contracts to ensure they provide for ratepayer requirements efficiently and effectively is paramount. Other options for service delivery, rather than direct provision or contracting out, also exist and the shift to the notion of community governance (discussed in Chapter Three) promotes partnerships as an option for this.

Advocacy to central government and its agencies is another significant change in governance for local authorities. This has developed due to both citizen demand for a voice with a democratic mandate capable of speaking on their behalf to central government (Reid, 1999, p 166) and due to central government's rationalisation and withdrawal from services, such as public housing, which have landed in local government's lap due to constituents' demand for those services. The way local government has reacted to these defined needs varies between authorities and has depended on how authorities have interpreted their governance role.

Hirst (2000, p 14) suggests that there is five versions of governance. These can be categorised as 'good governance', 'international institutions and regimes', 'corporate governance', 'new public management' and 'the practices of coordinating activities through networks, partnerships, and deliberative forums'. 'Good governance' for Hirst reflects the notion of effective economic modernisation, where good governance is judged on dynamic economies "underpinned by appropriate laws, social institutions, and values"(p 14). Hirst is critical with this notion of governance as he aligns this to current World Bank practice, which is based on creating "in non-western developing countries a version of the societal architecture of classical liberalism, that is a clear separation between a limited state and a largely self-regulating civil society and market economy" (p 15).

However, Reid (1999) suggests good local governance consists of four functions; the guardianship of difference, the protection of future selves, the advancement of positive rights, and the provision of civic leadership. The guardianship of difference, which is provided for in the Act in section 37k (listed in Appendix E), requires the identification of the diversity of interests in the community and "managing" those interests (Boston et al., 1996, p 202). The protection of future selves reflects that local government has the mandate to speak for current and future generations with regard to community infrastructure, services and facilities (Reid, 1999, p 166). It also reflects the sustainable development challenge to ensure that current resource use does not deny future generations access to the same resources. The advancement of positive rights requires local government to provide opportunities for participation and "to assist citizens to participate meaningfully in the life of their communities" (Boston et al., 1996, p 202). Leadership is the provision of technical expertise by the local authority in deciding the best provision of services (Reid, 1994, p 4).

The World Bank (1994) defines 'good governance' as:

> open and enlightened policy making (that is transparent processes); a bureaucracy imbued with a professional ethos; an executive arm of government accountable for its actions; and a strong civil society participating in public affairs; and all behaving under the rule of law.

McKinlay (1999a, p 1) suggests that based on the World Bank definition there is at least an implication that good governance is a partnership between government and governed. There is certainly an implication of an empowered society that is capable, and has the resources, to participate in public affairs. However, Reid's definition provides for the assistance of individuals and communities to participate in local decision-making, unlike the World Bank's definition where an active civil society is an expectation.

In a discussion paper written by Auckland City Council, good governance, in context of the Local Government Act requirements and consequent discussions in the sector, can be measured against the following seven attributes (Auckland City, 1997, p 9): transparency, cost-effectiveness, representation, leadership, advocacy, devolution and accountability. These are more closely aligned to the definition of good governance by the World Bank rather than Reid's definition. The components of cost-effectiveness, accountability and professionalism can be defined as elements of a responsible government. Few would argue for anything else by the government sector, and should be considered as good practice. However, how cost-effectiveness is measured is open for interpretation.

As discussed in Chapter Three, efficiencies can be measured by a number of factors. These also need to be balanced against the wider benefits of participation, which are not as easily measured as cost effectiveness. The benefits of an empowered active community and an increase in trust in local government processes are difficult to measure but high in value for future local processes. Hirst also raises particular concerns for the expression of democracy within the various systems of governance.

In the paper by ACC, it is suggested that:

> Answers to the question "what constitutes good governance?" should ideally provide measures or criteria against which options about the political structure and organisation of local authorities can be assessed (Auckland City, 1997, p 9).

Concepts such as cost-effectiveness, participation and democracy are open to interpretation. Therefore, the definition of 'good' or 'effective' or 'desired' governance will vary between communities. Hence, defining effective governance

at a local level requires the active involvement of local citizens in deciding the components and measures of governance in the local area. Reid's definition is therefore taken as the guiding principles for effective governance. Hence, in defining measures of effective governance a local process that encourages involvement should be guided by the technical expertise of local government and local leaders to ensure that the diversity of interests are heard, and the protection of future selves are considered. This then alludes itself to notions of community governance. Community governance is discussed in further detail in Chapter Three with regard to the theoretical framework of partnerships.

Good Practice

Good Practice is defined by Local Government New Zealand (2000, p 13) as:

- consisting of known effective ways of carrying out activities i.e. learning from others and from own practices and avoiding reinventing the wheel.

- having a view to excellence and measuring by benchmarks.

- a synthesis of practices that have worked well for the organisation and elsewhere.

LGNZ argues that good practice is not something that can be borrowed from one context and put in practice as is, in another. The practices need to be adapted to suit the current context.

The characteristics of good practice as suggested by LGNZ (2000a, p 27) include that mutual interests are recognised i.e. benefits to the Council and the community will be enhanced if functions are done consultatively, an integrated approach is encouraged across council, processes are simplified and streamlined, and processes and decision making are transparent. Good practice is applicable to all levels of local government functions from strategic planning to internal processes through to policy and service delivery functions.

Taking into account the definition given above for good practice and governance, the research question could be re-written as 'are partnerships with the community

sector sensible business practice for local government and are they an effective way to deal with issues of public interest?'

Aims and objectives of the research

In the United Kingdom it has been found that limited monitoring, evaluation and research in many partnerships is hindering their effectiveness by failing to provide adequate feedback on their progress and this is also making it difficult for policy makers and others to assess the advantages and disadvantages of the different structures of partnerships (Geddes, 1998, p 147). New Zealand local authorities are increasingly utilising cross-sectoral partnerships to achieve their goals. The aim of this research is to evaluate existing practice in the area of partnership arrangements between local authorities and the community sector and to make policy recommendations for the utilisation of partnerships by local authorities.

This research is directed at local government policy and practice, rather than that of the community sector. As an employee of a local authority for the past five years, I have been involved in a range of activities within the local authority. This has influenced my interest in partnerships as a way of working for local government and, hence, has influenced the focus of this research being from a local government standpoint. This has also influenced the tenor of this research towards the operational and policy aspects of partnerships.

Specifically there are four aspects to this research:

1. To contribute to the developing literature base on partnerships in the New Zealand context, responding to the need for adequate evaluation of current practice so that this feeds into current programmes and future policy development.

2. To consider how the significant changes to the policy environment in New Zealand have motivated the shift to a partnership approach for both local government and the community sector.

3. To evaluate the strengths and constraints of partnerships between the community sector and local government. Partnerships are one type of relationship that can be used as a tool for joint projects with the community sector. This research aims to contribute to good decision-making by local authorities considering partnership as a tool for a particular programme.

4. To develop an understanding of the interests of the community sector in developing partnerships with local government and to consider the implications for the sector and the individual organisations involved in partnership.

To evaluate current practice in the area of cross-sectoral partnerships two existing partnerships between a territorial local authority (TLA) and community sector organisation/s are evaluated. The two partnerships are situated in the greater Auckland area and are taken from two different local authorities. These 'case studies' are introduced and evaluated in Chapter Five.

Thesis structure

This study includes a review of the literature on partnerships and experience and an evaluation of current New Zealand practice. These are considered in relation to the contemporary and changing policy environment in which New Zealand local government and community sector functions.

Following this first introductory chapter, the research methods utilised in this research are discussed. This thesis evaluates current practice of partnerships by local government. Case study evaluation is used as the research method. Chapter Two considers why this research method was chosen, the theoretical framework in which this study is situated and details the data collection undertaken.

Chapter Three reviews the field of literature on cross-sectoral partnerships, considering the background to the development of partnerships and the motivations behind the growing interest in partnerships. This includes a documentary analysis of the use of partnerships by New Zealand local authorities in their strategic planning documents. A discussion on the operational aspects of partnerships including key success factors, allows further refinement of a working definition of

partnerships.   These key success factors are drawn particularly from existing partnerships from the UK where comprehensive documentation has occurred.

Chapter Four places the development of partnerships in context of the changing policy environment. This chapter is divided into four sections. Increasingly, global trends are impacting on local governance, including changing demographic and economic trends. The first section of the chapter considers these trends along with multi-lateral agreements such as Agenda 21. Of central importance to this thesis is the goals of public participation and, hence, Agenda 21 is considered in regard to its public participation goals and the role of local government in achieving desired outcomes.   New Zealand's public policy framework since 1984 has had a considerable impact on the social fabric of the country and the environment within which the community sector and local government functions.   Some of the key events, which are particularly relevant to this research, include a shift to government policy guided by public choice theory and agency theory (and thus the development of a contracting culture), the Building Strong Communities Discussion Paper in 1997 and local government reform. The second section of this chapter provides a map of these interlocking events and trends to place the following two sections alongside. Section Three of this chapter considers the key drivers of change for local government and the ensuing principles and values guiding local government.   The contribution of partnerships to good practice and effective governance for local government is then considered.   The interests of the community sector are discussed in Section Four, identifying the opportunities and constraints for local government when developing partnerships with the community sector.

The two case studies are presented in Chapter Five and are evaluated by a criteria that is based on good practice in partnerships as discussed in Chapter Three.

The final chapter synthesises the research findings to determine the value for local authorities in pursuing cross-sectoral partnerships in fulfilling their governance and service delivery role and identifies policy implications and policy recommendations for the successful implementation of partnerships.

Chapter 2
Research Methodology

The research question

The aim of this research is to carry out an evaluation of the policy shift in local government towards partnerships as a way of working with the community sector. The specific question to be answered is 'how do partnerships with the community sector contribute towards good practice and effective governance for local government?' These three terms - partnerships, good practice and governance - are defined in the introductory chapter. Partnerships are increasingly being used as a tool by local government, in New Zealand and elsewhere, to achieve its goals. Evaluation of existing partnerships in New Zealand and the role of partnerships in the New Zealand local government context is underdeveloped and, hence, the role of this research is to add to this literature, and specifically, to address the above research question within a New Zealand context. The approach involves both an analysis of strategic plan documents of some TLAs, and case studies of two partnerships between a local authority and community organisation.

Case study methodology was utilised for this research due to its suitability for gaining "an in-depth understanding of the situation and meaning for those involved" (Merriam, 1998, p 19). Although the key audience for this research is local government (elected representatives and officers), this information may also be of value for community sector organisations involved in partnerships, or other relationships, with a local authority. To gain an in-depth understanding of cross-sectoral partnerships and to evaluate their effectiveness, there are a number of underlying questions to be answered. These questions range from strategic and legislative goals and requirements to operational realities. The experience of partnerships in operation is an important factor in considering partnerships as a policy direction, as the operational requirements of a partnership working, such as the required level of financial and staff resources, are intrinsic to the success of a partnership, and, hence, the success of the policy.

The underlying questions of the research include:

- Why are local government and the community sector considering partnerships as a way of carrying out its functions?

- How does working in partnership achieve the goals of local government?

- What resources are required both by the local authority and the community organisations and are these available?

- What is good practice in partnerships between local government and the community sector and do existing partnerships comply?

- How is public accountability maintained when working in partnership?

The purpose of the study

There are a number of underlying motivations for this study. The first is the growth of the rhetoric of partnerships along with associated terminology such as public participation, community empowerment, social cohesion and social capital. Anecdotally, it seemed evident to me that these terms were being used by some local authorities without an agreement on the definition of the terms, how they would practically be achieved, and the implications for community organisations, individuals and local government in pursuing these outcomes. The rhetoric of partnerships within local government as found in strategic plans, reports and in discussion documents, deems partnerships as good practice for a local authority, both in traditional contracting areas with the private sector and in relationships with community organisations. However, this perception has not developed via empirical research. Partnerships are a relatively recent way of working for local government in New Zealand. Evaluating current practice in partnerships will contribute to good decision-making based on experience within a New Zealand context.

The research design

This research is a combination of a documentary analysis, case study evaluation, and literature review. The contemporary policy environment in which local government functions is also outlined, as this provides the impetus for entering into partnerships.

A case study

A case study evaluation is an empirical inquiry that (Yin, 1993, p 59):

- investigates a contemporary phenomenon in its real-life context
- addresses a situation where the boundaries between phenomenon and context are not clearly evident, and
- uses multiple sources of evidence

The research question therefore was conducive to a case study method. Case studies have a number of specific features. Merriam (1998, p 29) divides the features of case studies into particularistic, descriptive and heuristic qualities. The particularistic feature of case studies means that case studies focus on a particular programme or situation and therefore can guide the reader as to what to do or what not to do in a similar situation (Olson cited in Hoaglin et al., 1982, p 138). The descriptive quality is that the output of the study is a "rich "thick" description of the phenomenon under study" (Merriam, 1998, p 29), it therefore presents the complexities of the situation. The heuristic feature of case studies is exemplified in that case studies guide the reader's understanding of the phenomenon under study and, hence, explains the reasons for a situation and evaluates, summarises and makes conclusions of a situation or programme (Olson, in Hoaglin et al., 1982, p 138).

Two case studies were chosen as part of this research. The first is the Waitakere Education Project, which is a partnership between Waitakere City Council, Waitakere Principals' Association, Waitakere Board of Trustees and the Ministry of Education. The second is a partnership between Glen Innes Youthtown Establishment Board, Youthtown Auckland and Auckland City Council. The

partnership functions as Glen Innes Youthtown Establishment Board and is also host of a Community Project Worker position in the Glen Innes area. The decision to use two case studies was taken because this was regarded as suitable for presenting 'everyday' partnerships, rather than exemplary or revelatory cases, which would have suited a single case study design (Yin, 1993, p 45). By choosing two case studies it was anticipated that if the two partnerships produced similar results, the validity of the findings of the research would be strengthened.

The unit of analysis is the 'partnership'. I define partnerships as a relationship between a local authority and a community sector group or organisation (other sectors or agencies may also be involved, for example central government or a private company), which:

- has the commitment of all the partners
- shares responsibilities
- has a common strategy
- is based over a period of time
- has a common goal of either policy or programme development, or service delivery.

I excluded fee-for-service type relationships between the sectors, for example, a local authority purchasing pre-defined services from a community sector organisation, even if the relationship was defined by both parties as a partnership. My decision to do so was to narrow this study to a very specific relationship. Different power relationships may exist in a fee-for-service relationship, as was discussed in Chapter One.

My criteria for the partnerships were that they were to involve one of the four Auckland urban TLAs. I contacted Auckland City, Waitakere City Council and Manukau City Council. My first contact at each of these authorities was with Council Officers that had been suggested to me by my work colleagues. The case studies were selected by a snowball method. In both cases my initial contact with the partnership was through the local authority. In the process of discussing my research, council officers raised possible projects that would fit my criteria and that would suit them for me to research. It was felt that some of the projects had been over-researched. In these cases I was asked not to do further research on these.

Once I had the verbal approval of the local authority I then contacted the community sector organisations involved. My reason for starting by gaining the approval of the local authority first was two-fold. First, each local authority is likely to be involved in a number of suitable projects and therefore will offer a range of projects to choose from. Second, while I appreciate that council officers have heavy workloads it was arguably more appropriate to approach a paid public sector official about my research and possible projects I could research, than it was to occupy the time of a community sector worker who may be unpaid and/or very busy, particularly as the key audience for this research is local government.

Not all groups involved in each of the two partnerships were interviewed. This is discussed in detail in Chapter Five. Neither of the central government departments involved in the partnerships were interviewed. Although some useful insights would have been obtained, the information was not essential to the specific research focus. One community sector group was not interviewed as part of one of the case studies as it had only recently become involved in the partnership compared to the other parties.

The representatives of each of the organisations involved in the partnerships were also selected by a snowball method. In regard to the Glen Innes Establishment Board, there are only three members on the Board and all three were interviewed. In the interview with the ACC representative on the Glen Innes Youthtown Establishment Board, it was suggested that I should speak with their manager to respond to questions that required the authority to speak on behalf of the organisation in regard to council-wide policy. In the Waitakere Education Project case study, the Partnerships and Advocacy Manager at Waitakere City, with whom I had been in contact over potential case studies, nominated himself to be interviewed and recommended other specific staff if I required other areas of specific information. The Partnerships and Advocacy Manager also recommended that I contact the Waitakere Principals' Association via the secretary and named possible members for me to interview. The secretary tabled my request to the Board and recommended I contact the Past President of the Board for an interview. There were two Councillors involved in this project and the council officers involved in the project suggested that it would be worthwhile for me to speak with both Councillors.

Collection of the data

Yin (1993, p 79) suggests that there are six important sources of evidence in case studies; documentation, archival records, interviews, direct observation, participant observation and physical artefacts. My research involved documentation and interviews.

Documentation

Yin argues that the importance in using documents is to "corroborate and augment evidence from other sources" (p 81). The documents used in the case studies include meeting minutes, Council reports, Council Strategic Plans, promotional leaflets and documents produced by the partnership (listed in Chapter Five). These documents were given to me either as suggested reading or on request by those interviewed as part of the research, except for the Strategic Plans, which were accessed directly from the Councils.

The Strategic Plans of a selection of urban TLAs in New Zealand were analysed as part of the literature review. These primary sources have been used in this research to consider how partnerships are described by various authorities and, hence, the broad framework in which partnerships have been developed within e.g. for budget enlargement. In the process of developing a Strategic Plan a number of people are involved in a number of stages of decision making. To analyse how the terminology of partnership was developed in a strategic plan the process in which these documents were developed should be assessed. The specific scope of this study did not accommodate comprehensive analysis of these strategic plans (or other documents such as annual plans). This is, however, something that could be the focus of future research.

Interviews

Key informants from the organisations involved in the partnerships were interviewed as part of the case studies. The interviews I undertook were semi-structured. The open-ended questions were divided into four main sections.

1. General questions about the organisation, the purpose of the partnership and the roles of each of the groups involved.

2. Questions about the partnership in practice, including communication channels, conflict resolution, and resourcing.

3. Benefits of the partnership for participation for both of the groups involved and for the wider community

4. The benefits of working in partnership compared with traditional ways of working.

These questions varied somewhat depending on the nature of the group (local authority, community organisation, elected representative) and the answers given to some of the questions which directed the discussion in a particular area.

The interviews lasted between half an hour and one hour. In an initial meeting with one of the organisations I had suggested 1-2 hour interviews. This amount of time was seen as a concern of the organisation. When it came to booking in the interviews for the two partnerships I suggested a maximum of one hour. Three of the interviewees requested no more than half an hour. This amount of time was adequate though it did not allow me to explore some of the issues raised as fully as I would have liked. I have contacted one of the interviewees by mail since the interview for more information. This was because an issue specific to that interviewee was not explored in the initial interview due to limited time, and its importance became clear when I was writing up the case studies.

The case study database

Yin (1994) argues for a case study database to increase the validity of the case study research (p 79). A case study database is a way of organising and presenting the data collected. Two parts of the database exist. The first is the raw data. This includes the transcriptions and case study documents. It is not suitable to present these in this thesis. However, quotations and selections from the transcriptions of the interviews and documents are presented in the thesis (in Chapter Five) and are documented at the end of the general bibliography. The second part of the

database is the case study report. This is presented in Chapter Five. The report should contain enough data for any reader to draw their own conclusions about the case study. Hence, the report presents the descriptive information received from each of the case studies.

In case study research involving more than a single case, questions are asked at various levels (Yin, 1994, p 71); of each interviewee, of the case study, across the cases, of the entire study including the literature and finally normative questions regarding policy recommendations and conclusions. This is reflected in the presentation of the data.

The studies are firstly presented as independent studies. The descriptive information is presented under the following topics:

- A background as to how the partnership came about
- The organisations involved and their roles as each of the players sees it.
- The objectives of being involved in the partnership for each of the players
- Conflicts and risks of working together that any of the group has identified and how these were overcome.
- Accountability to their own organisations
- If there are any benefits of participation both for the immediate groups involved and for the wider community.

One of the partnerships required an extra category, as there were issues raised in this partnership that were not raised in the other. This category is presented as 'other issues'. In maintaining a chain of evidence for the reader (Yin, 1994, p 98), a comparison and discussion of the two case studies then follows this descriptive presentation.

Data Analysis

Data analysis is the search for patterns in data and the interpretation of their meaning (Sarantakos, 1998, p 314). Yin defines data analysis as consisting of "examining, categorizing, tabulating, or otherwise recombing the evidence to address the initial propositions of the study" (1994, p 102). Miles and Huberman

(1984) suggest the data should be analysed using various approaches including putting information in different arrays, such as the case study report, using a matrix of categories and presenting information chronologically. Ritchie and Spencer (1994) provide a process for providing coherence and structure to a qualitative data set but still retaining the original accounts. This they term 'Framework'. The main stages in managing data using this process are 1/. identification of a thematic framework in the data, which will require identifying key issues and concepts in the data; 2/. giving each issue a code; 3/. indexing the data using the codes; 4/. 'charting it' or ordering it by patterns which become evident, and then followed by interpretation (p 178). In providing coherence to my case study interviews, each transcription was coded by key concepts. Similar patterns emerged across the two case studies and, hence, these concepts provide the framework for presenting the case studies and the analysis across the two case studies.

Cross-national comparison of experience

In the chapter on partnerships I present an international perspective on experiences in partnerships from Canada and the United Kingdom. There are a number of reasons for presenting international experience. First and foremost, local authorities in New Zealand are relatively new to using partnerships as an approach to policy development or service delivery. The EU has a longer history in this area and therefore more 'learnings', which can contribute towards best practice for partnerships. More generically, increasing globalisation of economies means that similarities do exist politically and economically and therefore it is worthwhile to examine how other countries are responding to challenges to democratic institutions and how they are managing the fallout of economic restructuring (Hambelton, 1996, p 42). Demonstratable overseas performance is also powerful for policy advocacy (ibid., p 42). For New Zealand this will be vital to promote the benefits of developing partnerships to decision-makers. A useful pointer by Hambleton in the use of cross-national comparisons is that the process should be one of "learning and adaptation" rather than "import/export" (ibid., p 42). The presentation of international experience is to consider potentially innovative ideas to local problems, which can add to a toolbox of possible responses for New Zealand local government. Although there is great purpose in presenting a cross-national comparison, the presentation of

findings in this research is purely from secondary sources and therefore is at a fairly general level.

Ethics

Sarantakos (1998, p 22) identifies a number of issues in maintaining ethical standards in research between the researcher and the respondent. These are:

- the proper identification of the researcher
- the purpose of the interview and the type of questions they will be asked
- the welfare of the respondent
- free and informed consent
- the right to privacy
- the right to anonymity
- the right to confidentiality

Each of these issues were covered during the initial telephone conversation with the potential interviewees, in the information sheet and again immediately prior to the interview via the consent form, which was signed by each of the interviewees. A copy of the information sheet and consent form is located in Appendix A, B and C.

There were three main issues in regard to ethics in my research. It was important in the first instance to identify my status as an employee of Auckland City and to ensure that no information regarding these partnerships would be given to Auckland City and that the dictaphone tapes and transcription of the interviews would be kept in a secure location outside of my workplace. As is discussed in more detail in the following chapter, it was decided not to attempt to maintain anonymity of the interviewees or their organisation. The third issue was in regard to the welfare of the respondent. As the information collected would be attributed to the respondent, each interviewee was recommended not to say anything that may impact negatively on the functioning of the partnership.

The proposal for this research was approved by the Massey University Human Ethics Committee.

Conclusion

This chapter has outlined the research design for this study of local government partnerships, the reason for undertaking the research and how it has been undertaken. Due to the depth of information that a case study can present, case study methodology is particularly conducive to this research. This depth of information includes both operational experience, the organisational policy enabling the pursuit of partnerships for organisations and the experience of organisations within the current environment influencing the decision to pursue partnerships as a way of working. A literature review adds depth to this research by corroborating the findings of the case studies. The following chapter presents the literature review and the documentary analysis of urban TLA strategic plans.

Chapter 3

Partnerships: The rhetoric and the reality

Introduction

The purpose of this chapter is to respond to a question raised by Billis (1993, p 186): can partnerships be a tool for practical policy implementation "or is ...[their] rise to prominence just political hocus-pocus?" By considering this question, it assists in identifying the strengths and constraints of partnerships. This chapter reviews the experience and concepts surrounding partnerships in operation and the factors required for the development of effective partnerships. The chapter is divided into three sections. The purpose of the first section is to consider the discourse and rhetoric attached to partnerships. This includes an analysis of the use of the term 'partnership' in the strategic plans of various local authorities in New Zealand. The theoretical framework that partnerships have developed from and the motivations for the use of partnerships is presented in the following section with a consideration of some of the models of partnership that can influence the structure of partnerships. The aim of Section Three is to define partnerships from an operational perspective highlighting the key factors contributing to a successful partnership. This section draws on the well-documented partnerships in the European Union and in Canada and outlines two case studies, the North Down District Partnership in Northern Ireland and Opportunities 2000, a programme to reduce numbers of families in poverty in Waterloo, Canada. The purpose of considering key success factors in partnerships is firstly, in response to Billis, to consider the requirements for successful policy implementation and secondly, to ensure that when a local authority considers the merits of different models (e.g. costs, benefits and implications of partnerships), the model chosen is one based on proven good practice.

Section One: The Language of Partnerships

The rhetoric

Billis (Emeritus Reader in Social Service at the London School of Economics), in the introduction to this chapter, makes clear his scepticism of partnerships. The popularity of the term 'partnerships' for politicians, Billis suggests, is due to the elasticity of definition and, hence, as a policy slogan, difficult to dispute but seen as a "self-evident 'good thing'" (1993, p 198). Based on the document analysis of local authorities' strategic plans below, one could easily come to a similar conclusion. As presented in Chapter One, local authorities have a range of understandings of what 'partnership' means. Different understandings can reflect a council officer's degree of experience at a practical level with partnerships. This understanding can also be influenced by whether a council officer identifies partnership with an 'approach' to relations with external organisations, or with a formal relationship with a specific organisation/s. The document analysis carried out as part of this study shows considerable emphasis being placed on the concept of partnership but there is generally a failure to define the term partnership clearly.

Partnerships, Billis argues, can be "a matter of style rather than substance" (p 192). This, Billis suggests, occurs when relationships are being touted as a partnership by one of the parties, but in practice is not a partnership for the other party. Jefferson (2000, p 44) argues that the concept of partnership to describe the contract regime between the voluntary sector and the government in the 1990s was a rhetoric of the use of the term. Jenny Shipley, the then Minister of Social Welfare, described the allocation of funds by contract to voluntary providers as: "building an excellent bridge in the partnership between the Government and the community to provide social services" (cited in Jefferson, 2000, p 45). However:

> The extent to which voluntary organisations had any control over the amount, accountability measures, or even terms of the contract was extremely limited (Jefferson, 2000, 45).

This highlights LGNZ's argument that "a relationship is not a partnership simply by calling it so" (2000a, p 65). As discussed in Chapter One no one specific definition

of partnership prevails. However, a partnership must involve notions of working co-operatively, equal control in decision-making, sharing of risks and responsibilities, and a structure for this to occur within. The discussion in Section Three of this chapter, on key success factors, considers good practice partnerships in more detail. Current rhetorical use of partnerships by the government sector in relation to the community sector contributes to concerns such as Billis raises. As is shown in the document analysis below, the rhetorical use of partnerships has weakened the term, and requires organisations to market partnerships with prefixes of *strong* or *effective*. If the government sector used terms that appropriately reflected relationships with community sector organisations as they occur in practice, these prefixes would become redundant, and cynicism that partnerships are no more than 'political hocus-pocus' could be confidently rebutted.

Strategic plan document analysis

This section presents a content analysis of strategic plans from a selection of larger urban TLAs in New Zealand. This analysis reveals the way in which partnerships are described in the language of local authorities, the motivations of local authorities in using partnerships as a tool, and the role of partnerships within the strategic planning process of local authorities.

Table 1 outlines the number of times the word partnership is used in the strategic plan documents of a selection of larger urban TLAs. The purpose in including the count of the use of the term 'partnership' within each strategic plan, is not to cast judgement on a city council's involvement or effectiveness in partnerships. This count is presented for the reader to gain a grasp of the emphasis of the concept within local government currently. The analysis however, does not accurately reflect an authority's involvement in partnerships. The purpose and content of strategic plans between authorities differ considerably (Annabell, 1995, p 32) and therefore the detail of specific projects and how they are to be undertaken e.g. as a partnership, by contract, or internally, will vary between plans. The italics in the discussion are my own to highlight how 'partnerships' are being differentiated between, which is discussed further below.

Table 1: Number of times 'partnership' is referred to in local authority strategic plans

Strategic Plan	Number of times partnership is mentioned in the plan
Auckland City Council - First City of the Pacific, Strategic Plan April 2000	9
Christchurch City Council - CCC Plan 1999 edition	4
Hamilton City Council - People Partnership Progress: Hamilton's Strategic Plan 1999-2019, Agenda 21 in Action	8
Manukau City Council - Strategic Plan 1998-2008: It's Your City	9
Palmerston North City Council - Strategic Plan 1996	6
Waitakere City Council - draft Greenprint	31
Wellington City Council - Strategic Plan 1997-99	2

Auckland City Council

Auckland City Council's Strategic Plan 'workbook', 'First City of the Pacific' (2000b) "contains everything you, as an Aucklander need to help you participate in shaping your city's future in partnership with Auckland City Council" (pi). The Strategic Plan makes nine references to partnership, which includes partnership as a general approach such as this first comment above, and partnership as a tool in specific

projects. In describing the Strategic Plan Review process, the Council writes "How we got here: a partnership for Auckland" (p 3). This plan:

> differs from its predecessors by being the first strategic plan process developed in partnership with community representatives who have worked with Council to formulate a Community Vision for the city(p 3).

The Plan describes the process as a series of workshops with over 350 community representatives from "a great diversity of backgrounds and interests" (p 3). The first round of workshops established priorities for Auckland, then a Reference Group was formed to develop these results into a vision statement, with outcomes and priorities to achieve the vision. Although the quote above suggests a partnership, the involvement of the reference group is expressed as "[working] with Councillors and Council staff" (p 3). The level of control this reference group had over the final plan is not made clear.

The plan is divided into two sections, the first is the strategic plan for the City as a whole, which includes a vision, guiding principles, values and outcomes, and is then followed by Auckland City Council's contribution to the plan in achieving the outcomes. In relation to the strategic priority of a 'unique and valued natural environment' the first section of the plan states that by 2020 "TangataWhenua, in partnership with Council ensure the taonga...of Tamaki Makaurau are preserved and enhanced" (p 19). In considering this priority in the Council's contribution this is not mentioned as one of the council's outcomes, measures, strategies or milestones. Iwi are named nevertheless, as a group who can help in achieving this priority.

Partnerships are mentioned within this priority however, with specific reference to:

> work with the DOC [Department of Conservation] on a *cooperative partnership agreement* which includes: public access facilities...[and] operation of the Hauraki Gulf Marine Park... (p 33).

All other references to partnerships in this Plan are within the section on the Council's contribution to the plan.

In a vision for the priority, of Strong and Healthy Communities the following goal is articulated:

> Sports facilities are developed in partnership with sports groups and ...
> are clean, safe ...which makes them a popular low-cost leisure choice
> for the whole community...(p 34)

and

> Neighbourhood centres devoted to different cultures and recreation...
> [are] developed in partnership with many different groups (p 34).

The specifics of the partnerships are not mentioned within this outcome.
'Participation' and 'active involvement', however, are mentioned as an Auckland City
Council strategy to achieve this outcome.

The Council's vision for achieving the outcome of economic prosperity includes the
following goal:

> Businesses are welcomed as fellow residents fully participating in city
> life. This enables partnerships with other community groups ...Council
> fosters these relationships (p 36).

Again, details of these partnerships, or how Council intends to foster these
relationships are not provided.

The role of partnerships in achieving an efficient and accountable government
sector, is considered in respect to financial responsibility in funding the
implementation of the strategic plan:

> Council is under increasing pressure to achieve more with less money.
> Council will continue to:...pursue *beneficial partnerships* and alliances (p
> 41).

Christchurch City Council

Christchurch City Council's Strategic plan (1999) states that the Council will provide:

> leadership and advocacy in partnership with public, private and voluntary
> agencies which ensure the city's interests are reflected in regional and
> national decisions (p 34).

A partnership approach to working is also reflected in regard to the overall service
objective of providing library and information services:

> working in partnership with Tangata Whenua and local communities, we provide quality resources and services that meet residents' needs for knowledge, recreation and information (p 49).

Details of these partnerships are not provided in the plan.

In providing parks in the city, the council aims to:

> Build *community partnerships* by encouraging volunteer services, sponsorship of projects and initiatives and provide education services, interpretation programmes and recreation services along with park marketing and promotion (p 51).

The City Council aims to measure via a performance indicator, the success of the objectives of the Canterbury Development Corporation (CDC), which coordinates employment services on behalf of the Council. The CDC is expected to:

> maintain existing and develop new partnerships between industry and education (p 64).

The performance indicator is given as 12 partnerships and 4 teacher forums.

Hamilton City Council

Hamilton's strategic plan is titled "People Partnerships Progress" (1999b). The City's mission statement adopted in 1996 is "to work in partnership with the people of Hamilton to meet the needs of the community..." (p 40). In achieving this and the goals set by the council, Hamilton City sees one of its roles as:

> Encouraging individuals/organisations to enter into both formal and informal working relationships to complete various services and projects (p 41).

As with the Auckland City Strategic Plan, the plan is divided into two sections with the first section being the strategic plan for the city as a whole and the second section, the Council's response to the plan.

In so far as implementing the strategic plan the plan states that:

> Council cannot achieve the vision on its own and has begun forming partnerships with other contributors. We have *understandings* with Tainui and Te Runanga o Kirikiriroa, and 40 other organisations, groups

and individuals are now signatories to our Partnerships for Agenda 21...(p 9).

and:

Hamilton City Council has undertaken to coordinate the next phase of implementing the Strategic Plan, by helping to develop *active partnerships* around the plan's goals (p 15).

The strategic plan lists 16 goals for Hamilton as a whole. The first section of the plan presents challenges, opportunities and outcomes of each of these goals. Partnerships are not discussed under the goals in this section. The second section of the plan presents a selection of projects which fit under these goals, hence, it is not a comprehensive record of the city's involvement in partnerships. In achieving the plan's goal of 'All cultures, ages and genders within the city are valued and participate in the development of the city' the plan states that:

"The Council funds Te Runanga O Kirikiriroa to provide services and policy advice to the Council on urban Maori issues. The *partnership contract* also provides for the operation of a Joint Committee...to allocate funding to, and monitor, Maori projects funded by the Council" (p 53).

In relation to achieving environmental improvements and in particular the HEIRS (Hamilton Environmental Improvements in the Riverlea Suburb) project "is being undertaken in partnership with Environment Waikato and the Riverlea community" (p 54).

Hamilton City also places value on 'partnerships' with central government. In relation to achieving the goal of 'local neighbourhoods address the needs of their residents - socially, physically, emotionally', the Community Development Programme:

promotes the well-being and safety of people through research, policy setting, funded service contracts, facilitates provision and government partnerships (p 52)

and:

In partnership with central government, it funds and supports the Safer Communities Council (p 52).

Manukau City Council

Manukau City Council's Strategic Plan (1998) refers to partnerships on nine occasions in its plan. Seven strategic result areas (SRA) are identified in the plan, two of these are partnership-based, which reflect both a partnership approach to working with other organisations and specific partnerships. The first partnership-based SRA is 'Leadership, Advocacy and Partnerships':

> providing leadership and advocacy in partnership with national, regional and local agencies toward achieving strategic outcomes.

The second SRA is 'Community Health, Safety and Well-being' to be achieved "...through the "development of new initiatives and partnerships" (1998, p 7). Key result areas (KRA), which are 'shorter term goals', map to the longer term focussed strategic result areas. These key result areas are then broken down into objectives. An objective for 'Community Health, Safety and Well-being' is to:

> improve access to health services through developing programmes to targeted diverse communities in partnership with but not limited to the following organisations to 30 June 1999: Tangata Whenua/ Iwi providers...Central Government Agencies (e.g. New Zealand Police...) (p 79).

This is the only objective in relation to the SRAs that presents details of the partnerships. There are, however, other references to partnerships both as an approach and in specific partnerships with groups, in the general discussion of Council activities. In regard to the provision of outdoor sports facilities, recreation facilities and community halls, which relate to the community development function of council, there are currently:

> *partnership arrangements* for the maintenance of some of the croquet and bowling greens...clubrooms and school sports fields (p 66)

and:

> There is potential for Council to work in partnership with schools and community trusts, in the provision of gyms and halls (p 73).

In considering options for the effective provision of community halls, the Council will look at:

> establishing partnerships with local schools or churches for the provision and maintenance of the halls (p 77).

And in relation to health and safety services in Manukau:

> Council also works in partnership with them [Safer Manukau, Healthy Cities, Counties Manukau Health Council] by assisting with advocacy forums and developing information and research programmes (p 80).

Manukau, like Auckland, sees a role for partnerships as a way of funding programmes. In considering the funding of business initiatives, 60% of the funding comes from rates, while 40% comes from 'external funding' including "partnerships with external agencies" (p 194).

Palmerston North City Council

Palmerston North City Council's Strategic Plan makes six references to partnerships in its strategic plan (1996). The first is in regard to the "role and style" of the council. The council aims to take an active role in the approach to its responsibilities, identifying five 'approaches' to its responsibilities, including 'leadership', 'quality of service 'and 'partnership with Tangata Whenua':

> We recognise the primacy of our relationship with Tangata Whenua, and will continue to work at building a relationship based on the utmost good faith, equity and partnership (p 4).

The plan considers the implications for the Council of focussing on its outcomes. The plan identifies that in the future, for local government, that it will be in the business of "securing commonly agreed upon outcomes" this will be done in a number of ways including by "*strategic partnerships*" (p 11).

In reference to the council function of democratic process, the Palmerston North City Council's plan states "It has a role in partnerships between the Council and the community" (p 17). No details of partnerships are given, though there is reference to the provision of information and participation.

The 'City Development' function of the city council, which covers the marketing and economic development functions, also "facilitates, provides services, advocates, forms partnerships and provides policy leadership" (p 18).

In regard to the 'life-long learning, education and knowledge' function, Council:

> will increasingly facilitate partnerships between the community,
> business, education and research institutions (p 19).

In identifying strategic issues and emerging trends affecting Recreation and Community Development in the city, the Council acknowledges an "increasing demand for and emphasis on *effective partnerships*" (p 21). There is not a lot of detail or discussion in the Palmerston North City Council plan compared with the other strategic plans analysed in this section. These references to partnerships are not discussed in any further detail.

Waitakere City Council

Waitakere City's draft 'Greenprint' (Waitakere's draft strategic plan) makes numerous references to partnerships and provides the most detail as to what a partnership may involve out of all of the strategic plans documented here. The principles of the document include 'partnership', 'accountability' and 'open honest communication'. Two significant milestones identified in the 'Greenprint' are *'Strong partnerships* developed with the community and with government to improve all aspects of community safety..." and "s*trong partnerships* developed with Te Kawerau a Maki and Ngati Whatua as Tangata Whenua of Waitakere City" (p 22).

In considering Council's relationship with key groups, the strategic plan emphasises four groups, National and Regional Government, Tangata Whenua, Community Groups and Residents of Waitakere. In respect to Council's relationship with Tangata Whenua "Council must explicitly have regard to Maori as partners" (p 28). Shared decision making and authority over resources is also mentioned.

The strategic plan distinguishes between different types or scope of partnership. In respect to community groups:

> Council is strengthening its relationship with each of these groups by a
> process of forming partnerships - formal ones such as the Pacific Island
> Advisory Board...issue based ones like the Health Project; and
> temporary ones formed out of a process of dialogue and consultation (p
> 29).

The operational principles for Council include being outward looking: "Council will work in partnership with other organisations regionally, nationally and globally" (p 31). Details are not given of what a global partnership would entail or who the partners may be.

The Greenprint identifies seven key focus areas. Partnerships are seen as a way of working in each of these key focus areas. The first area is communities. Many statements are made regarding partnerships in this focus area. For example, a 'strategic action area' for the Council is to:

> Foster partnerships with communities which strengthen the ability of communities to: be heard, undertake initiatives to improve their well-being...make decisions about how they want their City to be (p 50).

In considering how Council already contributes to this action, the Council:

> has developed partnerships with Ngati Whatua and Te Kawerau a Maki as Tangata Whenua of Waitakere City and provides resources to these iwi to enable input into decision making.

The Plan states that Council will in 1-3 years "Formalise partnerships with other groups in the community...". In relation to the key focus area of City Form and Design, Council currently:

> Has developed a *Strong Partnership* with St Lukes group who has committed to a major redevelopment of Henderson Square as a result of increased confidence about the future of Henderson (p 73).

Wellington City Council

Wellington City Council makes two references to partnerships in its Strategic Plan. The first is to:

> facilitate and encourage *active and on-going partnerships* in the greater Wellington region between art organisations, arts training institutions, Council, local authorities, Te Papa, Festival of the Arts, tourist promoters, sponsors, the commercial sectors and other key players (p 30).

The second is:

> To encourage *active and on-going partnerships* between organisations
> involved in the provision of recreation and between these organisations
> and the Council" (p 38).

The Wellington Strategic Plan is similar in format to that of Palmerston North and, hence, performance indicators and individual projects are not mentioned, nor how objectives may be achieved.

This analysis of strategic plans raises a number of questions. What is the difference between an *active and on-going partnership* and 'a partnership' or a *strong partnership*? And what is a *strategic partnership*, or a *partnership arrangement* and a *partnership contract*? Has experience led Councils to believe that this differentiation is required? These questions on the whole remain unanswered in this research, as a review of the process of the development of each of the strategic plans would be required to understand how this wording was developed, and that is outside the scope of this research, though it would be an interesting analysis to undertake.

As noted earlier Billis argues that the elasticity of the definition of partnerships enhances its suitability as a policy slogan, particularly in long-term planning type documents such as strategic plans where a Council is unlikely to want to be tied down to specific projects. The addition of prefixes such as *effective* or *active and on-going* do not provide any greater clarity without further defining these terms. Within a strategic plan these prefixes could be avoided by defining in the document what is meant by the term partnership.

Section Two: Theories and Drivers

The theoretical framework of partnerships

In the European context, policy debates about social cohesion and economic development show that considerable importance is being attached to partnerships at a local level (Geddes, 1998, p 21). Billis suggests that it is difficult to pick up a UK document on government / voluntary relations without "being impressed by the way in which 'partnership' has become a dominant social policy concept" (Billis, 1993, p

184). This section considers the rather conflicting theoretical frameworks in which the development of partnerships are located: public sector efficiency, participatory democracy and community governance. By considering these frameworks it highlights that the proponents of partnerships are influenced by different policy directions and, hence, the push for partnerships may be influenced by a number of motivations.

An efficient government sector

Partnerships have a strong basis in the theory of participatory democracy, although there are motivations for government to utilise partnerships as a tool for economic efficiency and to minimise the size and role of government (Hughes and Carmichael, 1998, p 208). Minimal government, as argued for by Osborne and Gaebler (1993), is achieved via a devolution of government functions to community organisations. Other factors in achieving Osborne and Gaebler's vision include citizen driven government rather than one that suits the bureaucracy, and competitive government through competition in service delivery. The role of government, hence, is the development of policies not the delivery of services.

Efficiencies in the government can be measured by a number of components. Scott (1995) considers three areas of efficiency in regard to local government; allocative efficiency, technical efficiency and administrative efficiency. Osborne and Gaebler (1993) argues for a government sector that minimises waste and therefore a sector that is "willing to do more with less" (1993, p 23). This is also consistent with the arguments for technical efficiency, or managerial efficiency (Stephens, 1988), which is the delivery of services at the least cost (Scott, 1995, p 147). This has led to strategies for competitiveness and contestibility in the provision of services such as the privatisation and contracting out of public services. It is the arguments of technical efficiency that has led to a growing demand for less government (Scott, 1995, p 147).

Allocative efficiency can be defined as the "right output of the goods and services in relation to the demand for them" (Stephens, 1988, p 2). This fits within the notion of consumers (or citizens) willingness to pay for particular goods and services. In relation specifically to local government, allocative efficiency arguments are used by

the liberal tradition to argue for the devolution of service provision to local government (King, 1995, p 230). This can be extended to the argument for the devolution of services to the lowest denominator, or the level closest to whom the service is to be provided to, for example a local authority. This argument is made on the premise that a service provided by the lowest denominator has better awareness of demand than, for example, central government.

This argument is in accord with Osborne and Gaebler's (1993) argument for an "entrepreneurial government". The principles of an entrepreneurial government that Osborne and Gaebler envisage, include a catalytic, community-owned, competitive, mission-driven, results-oriented, customer-driven, enterprising, anticipatory, market-oriented and decentralised government. Most of these terms are well ingrained in the language of for-profit business, and are reflected in the widespread adoption of the doctrine of New Public Management in the government sector in New Zealand (Boston et al., 1996). Decentralised is perhaps the least utilised concept by the government sector, and this may be because of its lack of uptake by the business sector. A decentralised government for Osborne and Gaebler (1993, p 250) has a number of advantages over a centralised government; the key advantages being a flexible, effective, innovative and more productive government.

Effectiveness, innovation and enhanced productivity within a decentralised organisation can be attributed to the belief that workers closest to problems and opportunities are likely to produce the best solutions (Osborne and Gaebler, 1993, p 250). The benefit of a flexible organisation, Osborne and Gaebler argue, is the ability to respond quickly to changing circumstances. The benefits of partnerships in comparison to specified contracts highlight a flexible approach in service delivery, where the results of ongoing monitoring and evaluation can be incorporated into decision making.

Arguments for a minimal government and allocative efficiency are consistent with a partnership approach, although partnerships do not achieve a devolution of functions. Partnerships are consistent with notions of citizen-driven government, doing more with less, involving those who are affected by issues or who will be affected by policy decisions and a decentralised government that is flexible and

innovative. Hence, a shift to partnerships as a way of working can be seen as evolving from an era of government practice influenced by New Public Management.

Participatory Democracy

On the other hand, a partnership approach to working with community organisations is also consistent with arguments for public participation in local decision making. Participatory democracy, or public participation in decision-making, does not necessarily always go hand in hand with arguments for efficiency. Public participation can encompass a broad range of activities. Models of democracy, Held (1987) suggests, range from "technocratic visions of government to conceptions of social life marked by extensive political participation" (Held, 1987, p 267). The New Zealand Royal Commission on Social Policy in the mid-1980s, identified three principles that give rise to an 'effective democracy'. These were participation, transparency and representativeness (cited in Cheyne et al., 1997, p 139). Participation involves the notion of an active citizen (Held, 1991, p 20). Where citizenship is defined as "the involvement of people in the community in which they live" (Held, 1991, p 20), active citizenship involves individuals having the means, capacity and positive entitlement to pursue activities. Hence, an effective democracy requires more than the provision of participatory opportunities but must also include the removal of barriers from an individual's ability to participate and also the distribution of resources to allow participation to occur.

Arnstein's Ladder of Participation

Sherry Arnstein (1969, p 216), similarly to Held, argues that participation of citizens in their governing bodies is the cornerstone of democracy. In 1969 Arnstein proposed a 'ladder of participation' (Fig 2) to describe the extent of citizen power in various forms of participatory mechanisms used in government programmes. Each rung on the ladder corresponds to the extent of citizen power in determining the end result of a plan or programme in which the citizen is involved.

Citizen Control	
Delegated Power	Degrees of citizen power
Partnership	
Placation	
Consultation	Degrees of tokenism
Informing	
Therapy	
Manipulation	Non participation
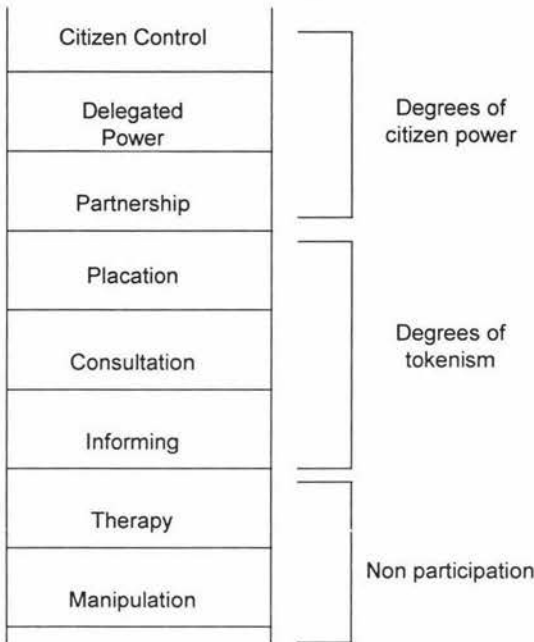
Arnstein identified that citizen participation is a 'categorical term' for citizen power. Arnstein argues that the redistribution of power is an essential component of a participatory process:

> It is the redistribution of power that enables the have-not citizens, presently excluded from the political and economic processes, to be deliberately included in the future. It is the strategy by which the have-nots join in determining how information is shared, goals and policies are set, tax resources are allocated, [and] programs are operated... (1969, p 216).

Hence, Arnstein, in agreement with Held, argues that participation without redistribution of power "is an empty and frustrating process for the powerless" (Arnstein, 1969, p 216). In New Zealand, the submission process, which fulfils much of local government's statutory consultation requirements, is one such process. It allows local government to say that all parties were consulted and their views considered, but the decision remains firmly that of the local authority.

The three broad categories of Arnstein's ladder are non-participation, degrees of tokenism and degrees of citizen power. It is within this latter category that

partnerships, delegated power and citizen control are located. Hence, partnerships involve a degree of citizen power in determining outcomes of a policy or programme development.

Fig 3: A ladder of citizen empowerment

Citizen Control	Interdependant control
	Entrusted control
Citizen Participation	Delegated control
	Partnership
	Limited decentralised decision-making
	Effective advisory bodies
	Genuine consultation
	High quality information
Citizen non-participation	Customer Care
	Poor Information
	Cynical Consultation
	Civic hype

source: Burns et al, 1994, p162

Burns et al. (1994) criticise Arnstein's ladder for focussing solely on the relationship between citizens and specific governmental programmes. In response to this they have modified the ladder taking into account a number of factors that they believe

make Arnstein's ladder a better model for the UK context in the 1990s (Fig 3), specifically by measuring the effectiveness of participation by the goal of citizen empowerment rather than participation as a goal in itself. The changes Burns et al. have made to the ladder reflect the need to distinguish more precisely between participation and control. The modified ladder shows the additional forms of empowerment that can be envisaged in the upper half of the ladder. The rungs in Burns et al. modified ladder are also not equidistant, it is argued that it is far easier to climb the lower rungs than to scale the higher ones.

Community Governance

Citizen empowerment, the goal of Burns et al. modified ladder, is only one factor that comprises the notion of community governance. Community governance is a concept that derives from the notion that decisions should be made as close to those that are affected by the decision (McKinlay, 1999b, p 1):

> Community governance is seen as the process of communities themselves deliberating on, determining and pursuing their preferred future(s) in the specific recognition that government (central or local) is only one of the available means through which the community may work... (McKinlay, 1999b, p 2).

Marshall (1996), as discussed in Chapter One, argues that the community sector can be identified by whether the control lies with those who benefit from the action or not. This same criterion can be used to measure the extent of community governance in a local policy or project i.e. does the control in a project that impacts on the local community lie with the group that is going to benefit from the outcomes of the decision or action, i.e. the community?

Clarke and Stewart (1998) suggest that there are six principles that underlie the notion of community governance:

1. The concern of the authority extends beyond the services provided to the overall welfare of an area

2. The authority's role in community governance is only justified if it is close to the community and empowers the communities it serves and the citizens which constitute them.

3. The authority recognises the contribution of other organisations and sees its role as enabling, not controlling.

4. The authority ensures that the range of resources in the community are used to the full for the good of the area

5. To make best use of these resources, the authority will need to review how needs are best met and be prepared to act in different ways to meet those needs.

6. The authority, in showing leadership, must seek to reconcile, balance and, in the last resort, judge the diversity of views and interests.

In agreement with Marshall (1996) and Burns et al. (1994), Clarke and Stewart (1998) argue that the underlying theme to these is "the need for power to be exercised as close as possible to citizens and local communities" (p vi).

McKinlay (1999b, p 3) identifies two main views of community governance; one is what *local government does* on behalf of its communities, the other is what a *community does* for itself. LGNZ (2000b) identifies two different roles reflecting these two views. Where community is viewed as the Council acting on behalf of its community, the role of local government is as a lead agency. Where community governance is seen as a community acting on its own behalf, the role of local government is as a participant. Most of the New Zealand based literature considers community governance as the former. This view recognises that local government has the mandate to speak for current and future generations with regard to community infrastructure, services and facilities (Reid, 1999, p 166). However, with the increasingly pluralistic nature of society, the effectiveness of traditional decision-making has been undermined, and instead necessitates the contribution of local knowledge and input from affected communities into local decisions (Reid, 1999, p 166).

Many of the same issues for the community exist whether the community is being brought into a local government facilitated project or where local government is just one of the players within a community initiated project. In the latter situation local government can still play a highly effective role as an enabler in issues of

resourcing, developing community leadership and skill development (McKinlay, 1999b, p 4). The potential difference between the two situations is in the measurement of community governance. In the former situation, that of local government involving the community in projects defined by the authority, there is a risk of the authority maintaining final control and say in the project and, hence, affecting the levels of community ownership and empowerment through the process.

Motivations

Mike Geddes, from the Warwick Business School in the UK, has conducted a considerable amount of research on partnerships in the EU. His publication 'Local Partnership: A Successful Strategy for Social Cohesion?' (1998) reports on the results of a research programme on the role of partnerships in promoting social cohesion in the EU from 1994-1997. The key 'challenges' Geddes suggests, which acted as precursors to the development of partnerships as a way of working in the EU are: economic and industrial restructuring, a crisis of welfare and public services, a disillusionment with established political parties and demand for citizen involvement in the political and policy process, rising unemployment, poverty and social exclusion. The rise of partnerships, Geddes suggests, is due to the impact these factors have had on social cohesion and social inclusion (Geddes, 1998, p 16). Although the social and economic changes Geddes suggests have led to the growth in the use of partnerships in the EU are also relevant to New Zealand, as is discussed in Chapter Three, the goal of social cohesion and social inclusion to date have been only a small factor in the policy shift to partnerships in New Zealand. With the election in New Zealand of a Labour-Alliance Coalition government in November 1999, the goals of social cohesion and social inclusion have become more prominent.

In the New Zealand context the interest in partnerships with the community sector is part of a shift to community-based solutions for a wide range of 'problems' and situations including 'wicked' or complex conditions such as unemployment, social exclusion and poverty (LGNZ, 2000b; Geddes, 1998, p 22). An integrated approach of working across the sectors including representatives of communities who are affected by social and economic conditions and changes, is a recognition that

complex causes exist for 'wicked' conditions (Geddes, 1998, p 22) and that pluralistic decision-making has a greater chance of success than decisions made in a 'silo' model with little horizontal interaction between 'stakeholders'. This policy shift to community-based solutions is motivated by, among other factors, the demand for citizen involvement in public decision making and experience by local authorities of the negative consequences of implementing local solutions without community 'buy-in'. Other motivations include an acceptance that pluralistic solutions are required to complex problems and, hence, other 'players' or agencies have a role to play in the solutions, a changing demographic structure and the requirement for adequate representation of these demographic groups, along with a political necessity to avoid increases of service charges and rates. Within any partnership or organisation involved in a partnership there may be a mix of these reasons and others for participating in a partnership.

Supporters of partnerships include those that advocate for enhanced public participation and those who argue for a reduction in the size of government and economic efficiency within the government sector environment (Mayo, 1997, p 6; Geddes, 1998). Although these camps are not necessarily exclusive, it is useful for this discussion to separate out the arguments into two camps, participationist and economic efficiency, to highlight the underlying motivation for advocating partnerships, as this can influence the structure of a partnership. There are significant similarities and differences between these motivations. Arguments for an economically efficient or minimal government sector emphasise the contribution of partnerships as:

- Identifying new resources and therefore reducing public costs
- Tackling the problem of state paternalism by reducing public bureaucracies
- Promoting a culture of self-help and self-sustaining development, rather than a culture of dependency

Participationist and community governance advocates suggest partnerships:

- Mobilise resources and develop more credible and effective policies and programmes to meet user needs

- Tackle paternalism within public bureaucracies by developing more democratic approaches to planning
- Develop new forms of decentralised services to ensure top quality service provision, delivered in ways which are empowering to the users
- Reinforce and develop collective ways of working
- Facilitate new ways of understanding problems
- Share risks in an unpredictable policy environment

Both parties, participationists and economic efficiency advocates, realise the usefulness in mobilising resources from outside the government sector. From an economic perspective, this should be addressed to reduce taxation. From a participatory perspective, mobilising cross-sectoral resources allows more funds to be made available so that programmes are more successful and with more agencies involved the more credible will be the policy or programme.

Models of partnerships

Mackintosh (1992, p 213) suggests that the structure of a partnership is influenced by the motivations underlying the participants' involvement in the partnership or by the way participants describe joint ventures, rather than by the structure or the institutions involved in the partnership. Mackintosh presents three models of partnerships. They are:

- The **synergy model**, which suggests that by combining knowledge, skills and resources of organisations from across sectors, the partner organisations achieve more than working on their own (Mayo, 1997).
- The **budget enlargement model**, which is based on the ability to access more funds by working in a joint venture than they could on their own. This may come from the other party or by extracting from a third source, i.e. a partnership between a local authority and a community sector organisation may be in a better position to access central government funds. This has been particularly relevant to the EU, for example, in accessing funds from the single regeneration budget.

- The **transformation model**, where each partner is attempting to influence the other partners to take on their own objectives and culture. This can be a site of both conflict and creativity within a partnership.

All three models can be correlated to the current practice of partnerships in New Zealand, as described in the local authority strategic plans presented above. Auckland City Council aims to work with the Department of Conservation "on a cooperative partnership agreement which includes: public access, facilities...operation of the Hauraki Gulf Marine Park... (2000b, p 33)', which would suggest a partnership based on synergy. Hamilton City Council has a similar response in regard to service provision and policy advice on urban Maori issues: "The Council funds Te Runanga O Kirikiriroa to provide services and policy advice...[and] for the operation of a Joint Committee...to allocate funding to, and monitor, Maori projects funded by the Council" (1999, p 53). Manukau City also sees the role of partnerships for resource synergy in regard to health objectives, for example to "improve access to health services through developing programmes to targeted diverse communities in partnership ..." (1998, p 79). The Healthy Cities programme also reflects this driving motivation with an intersectoral approach to service delivery and health promotion.

Two of the councils identify budget enlargement as a motivation for developing partnerships. Auckland City Council states that it is "under increasing pressure to achieve more with less money" and therefore "Council will continue to:...pursue beneficial partnerships and alliances" (2000b, p 41). Manukau anticipates that 40% of funding for business initiatives will come from 'external funding' including "partnerships with external agencies" with the other 60% from rates (1998, p 194).

There are some indications of a movement towards the third model, the transformational model. The Hamilton City Council draft strategic plan stresses that "it will be up to individuals and organisations throughout Hamilton to identify the goals to which they can contribute and, together with Hamilton City Council, seek out other appropriate partners to form Plan Action Teams" (1999a, p 15). In the final plan Hamilton City states that "Council cannot achieve the vision on its own and has begun forming partnerships with other contributors..." (1999c, p 9). Palmerston North City Council makes a statement which could be interpreted as fitting within a

transformational model, being that the role of local government in the future will be about "securing commonly agreed upon outcomes" (1996, p 11). Although this transformational aspect is not necessarily made explicit, and the intention of the councils may in fact be of synergy with other organisations, the above statements do refer to community organisations making their goals the same as local authorities. Therefore, there could be implications for organisations seeking funding or support from local authorities to sign up to the city's strategic plan. Concerns have been raised in the international literature of partnerships which fit within the transformational model, specifically for community organisations that may be entering into the partnership with unequal power in comparison to the local authority and other government organisations (McArthur, 1993, p 308). There are opportunities for the values of the community sector to be 'transformed' to that of the authorities (or other partner) to maintain funding.

Partnerships need to be based around common outcomes. This is explored in the field-work carried out for this study. Each of the partners may have other agendas, but only those that are common can be successfully engaged with in a partnership. Hence, signing off on common agendas in partnership at the time of the development of a City's strategic plan can prove beneficial. A transformational model for the development of strategic plan goals and outcomes can be a constructive process as long as equal power and control is given to all parties involved in the final decision of defining those goals, which is not current practice. Even if the process is not transformational for the parties, the development of a strategic plan in deliberation with the community is likely to arise in common goals which can be pursued in partnership.

Section Three: Partnerships in Practice

A cross-national comparison

Due to the practice of partnerships in New Zealand being in its infancy, there remain few examples of partnerships that can demonstrate lasting impacts or successes. Geddes (1998, p 15) suggests that this is also the case internationally, and therefore

the advantages and disadvantages of different models and structures of partnerships are not readily known. Whether this is the case, partnerships overseas, specifically in the UK and North America, have been established for some time in comparison to New Zealand, and have been relatively well documented. This following section draws on the documentation of the international and the local experience of partnerships. The aim is to further develop a working definition of partnerships based on good practice. In doing so, I present two examples of partnerships in practice, one from Ireland and one from Canada, which have been well documented. It is experiences such as these along with the two partnerships presented as case studies for this research in Chapter Five, which produce a chain of evidence for the reader from the examples to the conclusions. This allows the reader to make their own conclusions as to what were successful factors in these partnerships. It is also useful to compare current practice of partnerships in New Zealand with those internationally.

North Down District Partnership (NDPP)

North Down is a district in Northern Ireland with a population of 74,000. The area is ranked as one of the least deprived area of Northern Ireland, however there are still considerable pockets of unemployment and deprivation in the area (The Local Government Centre, 1998). The NDPP partnership is one of a series of local initiatives under the European Union's Peace and Reconciliation Programme, which is intended to encourage the impetus towards resolving conflict in Northern Ireland. The Reconciliation programme is managed by the Northern Ireland Partnership Board, which includes representatives from political parties, the voluntary and community sectors, trade unions and the business community (The Local Government Centre, 1998).

The remit of the district partnership is to develop, implement and review a strategy to promote peace and reconciliation in North Down by funding and supporting local projects. The priorities of the Peace and Reconciliation programme are employment, urban and rural regeneration, social inclusion, productive investment and industrial development. The programme is seen as an experiment in participatory democracy, enhancing the role of civil society and strengthening

community leadership. As with the Northern Ireland Partnership Board, membership on the NDPP includes representatives from across the sectors. Community and voluntary sector representatives including members from local community groups and projects and from voluntary agencies in the area. The district partnerships are also required to be fully representative in terms of community, gender and geographical areas. Most partnerships under the programme have service level agreements with the local authority, but some have limited company status (The Local Government Centre, 1998, p 4).

The evaluation of the NDDP project suggested that when the partnership was first formed "there were a lot of misgivings and to a certain extent suspicions about the role of partnerships" (p 8). There was a concern that it was merely another arm of local government controlled by Councillors. The evaluation identified there had been a considerable change in these attitudes, which the evaluation suggests can be attributed to several factors that have assisted in the building of trust and collaboration among the members of the partnership board. These include (p 8):

- The willingness of the local authority to regard the partnership as an independent body. This has been exemplified by Councillors participating in the partnership as individuals not as representatives of the local body. This has created relationships of trust and equality among the partners.
- Stability in the membership of the partnership as well as effective leadership given by successive chairpersons and their deputies.
- Training of the partnership members has been a very significant factor in the working of the partnership- "people invested a lot of time in their working processes, rather than relying on 'officer support' as often happens when partners are supported by large bureaucracies" (p 8).

Those involved in projects supported by the NDDP were generally enthusiastic about the programme. There was appreciation of the way the programme allowed local communities and marginalised groups opportunities to determine their own futures and to gain better access to the Council, statutory agencies and other decision makers.

Concerns raised in regard to the partnership (p 10) have been:

- Whether the partnership's programme reaches the most excluded, or whether the partnership just reached the more organised sections of the community.
- The resources available to the partnership are limited which has caused some worry that the partnership has created a number of 'dissatisfied customers'. This has raised the recognition for the need for the partnership to emphasis the 'complimentarity' of its role to that of other agencies and mainstream programmes.

In response to the concerns and achievements of the Partnership Board, the partnership developed an action plan with a more strategic and focussed approach to investment around three key areas; employment, urban regeneration and social inclusion. This will include promoting an inter-agency approach to local development, and to promoting collaboration with other District Partnerships.

The evaluation concluded that the partnership had helped people take charge, to do things for themselves and had given some of them a voice in how their area moves forward. These findings from an evaluation of a partnership are important as we consider the role of partnerships in empowering communities and enhancing public participation in policy and planning.

Opportunities 2000 – the Waterloo Region

The Waterloo region is located in Southern Ontario in Canada. It is an area with a background of a strong economy (Opportunities 2000a, p 1). However, in the early 1990s the manufacturing-based economy was hard hit due to technological changes. It made a solid recovery by shifting to a high-tech, export-oriented economy. Manufacturing still comprises a quarter of its employment. Waterloo region is considered one of the top growth markets in Canada. Despite the region's prosperity, unemployment was high, at 7.9% in 1997. There were also considerable numbers of 'working poor' who were employed but their earnings did not keep them above the poverty line.

Opportunities 2000 (OP 2000) is a programme sponsored by the Lutherwood Community Opportunities Development Association (CODA), an economic development agency, with a goal of shifting 2000 households in the Waterloo region

out of poverty by the end of the year 2000. The funding for the project has come solely from the private and philanthropic sectors. However, the 'Leadership Roundtable' whose role is to develop the long-term strategic plan for poverty reduction in the region and to provide technical assistance to the programme is comprised of government, business, labour and community sectors.

To achieve the goal of moving households out of poverty, mobilising the entire community around a vision in which all members are active players and take responsibility for reducing poverty is seen as integral to the process. Poverty alleviation for the Opportunities 2000 project is only part of a broader economic development programme.

CODA as part of this project set out to identify approximately 30 partners with which to work on various projects. The project was based on the notion that existing resources can be used more effectively to make substantial changes in people's lives. (Torjmann, 1998a, p 25). Not only have a number of partnerships been formed but it has mobilised a broad participation in poverty reduction work.

An interim evaluation has identified strong support for the overall aims of the project (Opportunities 2000b, p 3). However, to date the goal of moving 2000 households out of poverty has not been achieved. Many respondents of the interim evaluation who have become involved in the project after the goal was set, have not bought into this goal. It is believed the goal is unattainable, it does not represent an adequate definition of poverty, the goal is short-term in its approach to poverty, and it focuses too much attention on families and households in comparison to community level change (Opportunities 2000b, p 4). This evaluation has suggested to the partnership the need for the project to become more cohesive and coherent (Opportunities 2000b, p 3). This project also exemplifies Yin's suggestion that partnerships can achieve in two areas. The first are the direct outcomes, or those that are measurable by performance indicators, for example in the Opportunities 2000 project, the indicator may be 2000 households out of poverty. The second set of outcomes are those that arise from working in partnership. These may include improving working relationships, accessing resources, developing management reporting standards and promoting an active citizenry in local affairs. Both of the

local authorities interviewed as part of the fieldwork for this research identified the benefits of working in partnership outside of the direct objectives of the project.

The success factors

These two examples of partnerships in operation exemplify a number of factors in partnerships, which require attention to ensure the success of the partnership. The Local Government New Zealand good practice guide for community funding (2000a, p 65) identifies five areas of good practice in partnerships. These are:

- clarity of the objectives and roles and responsibilities

- commitment to the partnership, including during the tough times

- a clear allocation of responsibilities and risk and who has the responsibility to make decisions

- performance indicators by which to measure performance by

- the recognition of differences.

In a study on good practice for partnerships between local authorities and the voluntary sector in the context of UK health care provision (Bemrose and Mackeith, 1996, p 2), similar success factors are identified, including recognising and supporting the different contributions of the voluntary sector, deploying a range of funding mechanisms and a mixed approach to monitoring and evaluation and developing communication systems. The key difference of these to those identified by LGNZ is the addition of the requirement for a range of funding mechanisms to exist including grants and contracts or service level agreements, with this being identified case by case. The two examples above, the NDPP and Opportunities 2000, contribute a range of success factors in addition to those identified by LGNZ and Bemrose and MacKeith. These include adequate representation, an independent structure, and resourcing the community sector adequately. The case studies as part of this research presented in Chapter Five, provide similar findings.

The success factors highlighted in the literature discussed in the preceding section can be divided into the following broad categories:

- communication

- representation

- recognition and resourcing

- structure

- evaluation.

The international and local literature and experience suggests that without good practice in these five areas partnerships will not be successful or sustainable. This discussion does not attain to define good practice in the area of partnerships, it does, however, pull together briefly good practice as defined by the above sources so as to provide an indication of the resources, time and skills required within an authority and the potential conflicts that would need to be resolved to implement partnerships.

Communication

Communication is a broad category that encompasses a considerable breadth of activity within any project. 'Clarity' and a 'clear allocation of responsibilities and risk' as identified by LGNZ (2000a), can both be addressed by effective communication. Clarity, for LGNZ, is in regard to each party being clear about what is covered in the partnership, that each party agrees to share responsibility, what this will mean for their organisation and "why it is appropriate to enter into the partnership in the first place" (p 65). A clear allocation of risks and responsibilities involves each of the partners understanding these risks and responsibilities, designating a contact within each of the partner organisations who has authority to make decisions, and a defined process for dealing with risk (LGNZ, 2000a, p 66). Bemrose and MacKeith (1996) argue for the development of a communication plan, which would include regular meetings within the local authority, involving elected representatives and council officers, and between the partners. Clear communication can also address

the issues raised in the NDPP of the feelings of "misgivings and to a certain extent suspicions about the role of partnerships" (The Local Government Centre, 1998, p 8) and ensuring objectives are feasible as in the Opportunities 2000 project.

Representation

A recurrent theme in the partnership literature is the issue of representation within partnerships (Hughes and Carmichael, 1998, p 211). This can be divided into two main concerns. The first is to what extent do the members of the network represent the locality or community of interest from which they are there to represent? Secondly, what is the role of the elected representative?

Geddes (1998, p 98) argues that negotiation, by various organisations who have a range of interests but who seek to define and implement a common strategy, is the essential basis for a partnership. The case studies carried out as part of the fieldwork (presented in Chapter Five) for this research also highlight this. The first step to defining a common strategy among the partners, Geddes argues, is to gain the representation of key interests onto the partnership. As the Opportunities 2000 project also showed, having adequate representation can emphasise any weakness in the strategy, which the people involved can not recognise from their own experience.

Several of the case studies in Geddes' research highlight the role of local politicians in the partnership. They have been seen as both a hindrance and as key leadership figures. In some of the partnerships, elected representatives had been unable to reach a consensus among themselves "or to find an accommodation between their political objectives and the agenda of partnership"(Geddes, 1998, p 108). Change relating to elections can also hinder the implementation of an agreed programme. On the other hand, however, Geddes' research showed that local politicians can play key leadership roles in local partnerships "reflecting their democratic responsibility for the local community, and bringing greater legitimacy to partnerships" (ibid, p 108).

Recognition and Resourcing

LGNZ observes that recognition of differences between the parties involved in a partnership is a two-way process. The first is that community organisations need to recognise that the role of local authority is to act on behalf of the whole community and the statutory requirements it functions within. The second is that the local authority needs to "recognise the different values, cultures and resource capacities of community organisations" (LGNZ, 2000a, p 66). A lack of appropriate recognition can deflate the enthusiasm of the community sector. This highlights the need to recognise the value of volunteerism. It may also be necessary for the authority to invest in training for the community participants.

Structure

One of the key elements of partnership for Geddes is the existence of a formal structure of partnership independent of the partner organisations. This would involve the pooling of resources in a common, integrated action plan 'owned' and controlled by the partnership, which would be a formal structure of partnership independent of the partner organisations (Geddes, 1998, p 126), such as the OP 2000 Leadership Roundtable or the North Down District Partnership Board.

The advantage of a separate structure, Geddes suggests, is that it facilitates the creation of a multidimensional response to problems that can not be solved on a single issue/policy basis. In particular, the integration of economic and social dimensions of action against social exclusion allows partnerships to draw upon the knowledge, skills and resources of different partners. Robinson (1999a, p 1), as discussed in Chapter One, also suggests that the term partnership, as used in the papers as part of the New Zealand IPS publication, refers to a separate organisation from the parent bodies.

However, Geddes' and Robinson's definition is outside of the current practice in partnerships of most authorities in New Zealand and unlikely to occur broadly in the near future. In New Zealand the use of partnerships is relatively new and developed on an ad-hoc basis. As a result of accountability issues raised by partnerships, many authorities are likely to be cautious in entering into partnership agreements

and may choose, at least until experience suggests otherwise, to be in a position to exit a partnership with relative ease if it is not working in their best interest.

The financial resources contributed by the authority is one factor that can influence the structure of the partnership. Accountability of local authorities for ratepayer revenue can reinforce the requirement for contracts and reporting requirements to ensure ratepayer funds are spent responsibly.

Depending on the size and purpose of the partnership the model of interaction will also vary and should determine the type of structure required. In small geographically defined partnerships, a high degree of interaction between all those involved can be successful. However, for larger multidimensional partnerships there is a "need to combine high levels of organisation and management with flexibility and innovation...[and]...to develop sophisticated organisational structures to facilitate their work" (Geddes, 1998, p 111). Geddes warns, however, not to over elaborate structures to the detriment of strategic direction or operational effectiveness. To respond to complex programmes, Geddes recommends the establishment of subcommittees, working groups or similar mechanisms, which can take responsibility for a particular aspect of the partnerships work (p 111).

Whatever the structure decided upon, communicating the structure and processes of the partnership to all parties before they enter into the partnership is vital, so there are no grey areas before signing into an agreement. This is as important to the local authority as it is to the community organisation.

Evaluation

Identifying and agreeing to performance indicators at an early stage of a partnership is identified by LGNZ as:

> imperative...so that when the partners come to review their experience within the partnership, they at least know what they intended to achieve (p 66).

Bemrose and MacKeith argue for monitoring that is:

quality and value for money and needs to combine the use of performance indicators with regular meetings to discuss overall objectives and progress toward them (1996, p 21).

Geddes (1998, p 22) suggests that evaluation in a partnership must reflect the 'core business' of the partnership but also the differing perspectives and objectives of the partners. Evaluation of local partnerships need to reflect that pluralistic nature of partnerships. They need to be conducted collaboratively, reflecting differences in objectives and expectations as well as commonly defined goals (Geddes,1998, p 121). Evaluation requires measuring both quantitative outcomes, such as those reflected by performance indicators but also the impact on community leadership and political and democratic accountability (Geddes, 1998, p 22). This is closely aligned to the argument by Yin (1993), discussed above, that partnerships have two outcome areas.

Conclusion

The purpose of this chapter was to respond to the question raised by Billis about whether partnerships can be a practical policy tool or just political rhetoric. The chapter notes that there is considerable rhetoric in regard to partnerships. However, the international and local experience shows that although partnerships based on good practice require considerable time, resources and implementation skills, and will require a number of sites of conflict to be addressed, there is considerable scope for partnerships to contribute to the goal of effective governance. The following chapter discusses the policy environment in which local government and the community sector currently function within. It discusses how cross-sectoral partnerships fit within the current legislative framework for local government and how they can enhance current relationships between the sectors.

Chapter 4

The Policy Environment

Introduction

This chapter maps the changing policy context that has led to the use of partnerships between local government and the community sector. There are four sections in this chapter. Section One considers how changing global trends are implicating on local governance. Also examined are changing demographic and economic trends and global agreements, specifically Agenda 21, which is considered in regard to the objectives of public participation and local government in achieving Agenda 21 outcomes. The second section considers the key developments in New Zealand's political arena since 1984, which have had a considerable impact on the social fabric of the country and the environment within which the community sector and local government functions. One such development has been a shift to government policy guided by public choice theory and agency theory. The development of a culture of contract-based relationships is one such outcome of this shift. In addition, an increasing importance has been placed on the role of the individual, the family and the community for meeting their own needs rather than relying on government-provided services and welfare. The impetus for the 1989-1996 local government reform is also considered. Section Three considers the principles and values guiding local government and the major influences on the direction of local government that has led to the choice of partnerships as a strategy for effective governance and good practice. The range of interests and the values underpinning the community sector are identified in Section Four with the purpose of identifying possibilities for partnerships and good practice for local government in developing partnerships with the sector.

Section One: Global Trends and Agenda 21

Globalisation

As suggested in the introductory chapter, the interest in governance has been stimulated by the globalisation of economies. The discussion of globalisation in this research reflects the local and national effects of the globalisation of economies. These effects are far reaching and have impacted on the governance of nation states through to local communities and on the voluntary sector (Jefferson, 2000, p 64).

Kelsey (1999, p 2) categorises globalisation in two camps. The first is globalisation as ideology. The second is globalisation in practice. By doing so, Kelsey suggests that although there may be occurrences of globalisation in practice, globalisation is not inevitable and national economies still have control as to the level of involvement in globalisation (1999, p 2). Much of the key literature on the changing policy environment pursued by the central government in New Zealand has little regard to the impact of globalisation and focuses primarily on the choice by New Zealand policy makers to follow a path of market-driven policy (Boston, 1995; Boston and Dalziel, 1992; Boston, 1999; Boston et al., 1991; Holland and Boston, 1992; Boston et al., 1996). There are, however, exceptions. Kelsey argues that the justification for free market policies in New Zealand, which began with a perceived need to address domestic inefficiencies, shifted in the early 1990s to meeting the challenges of globalisation (1999, p 10). Richardson, also writing in 1999, suggests that in regard to economic policy, national government "sees itself as very much at the mercy of international trends" (1999, p 23).

Roger Kerr, executive director of the New Zealand Business Roundtable, argued in 1993, that, "in today's global economy, countries with large public sectors and associated tax burdens are finding it increasingly difficult to grow rapidly" (1993, p 8). He suggests that to decrease our unemployment figures we must "match pay and productivity relationships in countries where internationally, mobile industries can now invest" (1993, p 8). The shift to minimum youth wage and the reintroduction of voluntary unionism in New Zealand has contributed to Kerr's vision.

Vivian Hutchinson, trustee of The Jobs Research Trust in New Zealand, argued in the mid-1970s that "there was increasing alarm as to the long-term effects that technological change and global commerce would be having on jobs ... " (1999, n.p). Geddes, writing in the European context in the 1990s, shows that the European economy has suffered new challenges including changes in the employment market, in regard to its international competitiveness as its economy has become more global. The key components of a global economy, Geddes suggests, are a shift from manufacturing to service based industries, the introduction of labour-saving production processes and an increase in low wages and casual and part-time employment. These have all impacted on the social fabric of communities (Geddes, 1998, p 16; Kelsey, 1999). Free-market economies around the globe have experienced an increasing inequality between groups:

> [it] was no coincidence that the biggest increases in income inequalities have occurred in economies such as those of America, Britain and New Zealand, where free-market economic policies have been pursued most zealously (cited in Kelsey, 1999, p 371).

Recent literature on the changing policy environment for local government acknowledges the impact of globalisation on local communities and their economies. The perceived restriction on central government, due to international free trade agreements, to intervene in local economies through protection of local producers via restrictions on imports or subsidies for local producers, has created a pressure on local government (McDermott, 1997). This is compounded by the emphasis in central government policy in the 1990s on self-responsibility. This has led to the withdrawal of government from the provision of social services such as low-income housing. The impact of globalisation on local communities varies between regions. With the withdrawal of central government subsidies, the impact on the rural sector was severe. This has led to pressure on local government in those areas to reduce costs such as rates and compliance costs (Department of Internal Affairs, 1999a). The loss of employment in these areas has also led to a shift of people to the urban areas, particularly Auckland (Department of Internal Affairs, 1999a). This has a two-dimensional effect. The first is that population in rural areas have a high concentration of 'socially disadvantaged' (Department of Internal Affairs, 1999a). The second, is the pressure this migration has had on Auckland, in particular on infrastructure. This population increase in the Auckland Region has also impacted

on relationships between the TLA's. The physical boundaries of each territorial local authority's jurisdiction in the Auckland Region do not reflect a distinct population living, working and recreating in the one local authority area. Regular population movement between the local authority areas in the Auckland Region for different activities combined with the extent of population growth have had a secondary impact on the area, being the need for greater co-ordination between the local authorities. Transport is perhaps the single most important example of infrastructure requiring regional co-ordination in the Auckland region, due to the population movement across the boundaries of the authorities. For example, people living in one area may work, go to school, or participate in recreation in another area. If one city's strategy for managing traffic demand is to be successful, then the other city's strategies need to be aligned, to provide a consistent message to the road user.

A further impact of increasing globalisation has been the decision by local authorities to pursue local economic development through encouraging international companies to locate in their areas. This requires cities to compete against each other in a traditionally central government role. This reinforces the weakening position of central government in achieving outcomes for local communities and reinforces local government's role as considerably broader than 'rats, roads and rubbish' in regard to serving the local community.

Geddes and Kelsey argue that a number of social, environmental and economic concerns are impacting on nations. Multi-lateral environmental agreements are one strategy in addressing these concerns. Agenda 21 is one such agreement with an aim to address environmental degradation and promote sustainable development. A component of addressing these issues in Agenda 21 is the encouragement of partnerships between government and non-government organisations at the local, national and international levels.

Agenda 21

New Zealand committed itself to Agenda 21 at the UN conference on Environment and Development in 1992. Agenda 21 is a global plan to address issues of economic and ecological problems (Sitarz, 1994, p 1). It is guided by the principles

of sustainable development, and, hence, it views economic and environmental problems as interlinked and complex, and requiring pluralistic decision-making.

Agenda 21 involves:

> developing partnerships among local authorities, the business sector, NGOs and citizens to improve quality of life through the management and enhancement of the local environment and social and economic conditions (Hughes, 2000, p ix).

Sustainable development for Hughes, is about meeting people's basic needs as well as "giving people the opportunity to achieve their potential through education, information, participation and good health" (2000, p 1). It is in the area of sustainable development that partnerships are particularly salutary due to the complexity of the issues and the number of players required in attaining the goals of sustainable development.

The benefit of consultation processes for local government is defined in Agenda 21 as:

> Through consultation and consensus-building, local authorities would learn from citizens and from local, civic, community, business and industrial organizations and acquire the information needed for formulating the best [agenda 21] strategies (p 233).

Littlewood suggests that Agenda 21, although specific to sustainable development, has the potential to invigorate local decision making (Littlewood et al., 1997, p 116) as it is a plan that integrates various components of local decision making; economic development, social and community issues, land use, urban policy and environmental decision making. Agenda 21 also aims to be inclusive in its relationships, involving community organisations, trade unions, business local citizens, and local government:

> With its emphasis on partnership and participation, LA21 potentially offers 'a new mandate for local democracy' and appears to meet the criteria for an effective local policy 'binding agent' (Littlewood et al., 1997, p 116).

Agenda 21 set an objective for local authorities in each country to have achieved consensus with their communities on a local Agenda 21 by 1996. Only four local

authorities in New Zealand had formally adopted Agenda 21 by 1998[1] (Ombler, 1998a, p 30). The Ministry for the Environment (MFE) suggested in 1993 that the current strategic planning processes that are based on public participation are in themselves local Agenda 21s. This reaffirms the importance of active participation and collaboration between the various sectors in the development of local strategic plans.

Section Two: The National Context

The Broad Themes since 1984

The extensive re-organisation and re-structuring of the public sector and welfare state in New Zealand and the experimental nature of this transformation, has been heavily-documented (including Castles et al., 1996; Boston et al.,1991; Boston et al.,1997; Boston, 1995; Boston, 1999; Boston and Dalziel 1992; Holland and Boston, 1990; Kelsey and O'Brien 1995; Kelsey 1997). The purpose of this section is to draw out the key aspects of this 'model' of public management that has influenced the interest of partnerships and other community-based solutions to local problems.

Part of the restructuring of the state "involved the application of a number of theories about the role of the state and ways of managing state functions efficiently" (Malcolm et al., 1993, p 125). The objectives of the restructuring were broadly those of attaining a public sector that is efficient, effective, accountable, transparent, accessible and responsive to consumers (citizens), whose goods and services are of quality and to "reduce government expenditure and the size of the core public sector" (Boston et al., 1997, p 4). All but the latter could have been achieved by a number of methods. However, the last objective makes clear that the principles and range of policy instruments to put the restructuring in place were already defined, influenced by agency theory, transaction cost analysis and public choice theory.

Public choice theory has influenced the shift from direct provision of services from the government sector to external providers. The theory is premised on the

---

[1] Christchurch, Wellington, Hamilton and Waitakere City Councils

assumption that human behaviour, including the actions of politicians, bureaucrats and voters, is both rational and dominated by self-interest (Boston et al., 1997, p 17). Hence, bureaucrats aim to expand their departments or organisations to gain further budget (Cheyne et al., 1997, p 86). Public choice theorists question whether the state can act in response to public good or social or community need. The effect of public choice arguments is to impose cutbacks in the size of the public sector and public expenditure (Cheyne et al., 1997, p 86). This is accompanied by the privatisation of state assets and marketisation in which any services provided by the state should be contestable (Boston et al., 1996, p 18).

Aligned to public choice theory is agency theory. Agency theory is interested in identifying a "way of negotiating, specifying, and monitoring contracts so as to minimise the likelihood of violations resulting from opportunism" (Boston et al., 1996, p 20) specifically by those identified as 'agents', those undertaking specialised services, on behalf of a 'principal' i.e. the funder (Boston et al., 1996, p 20). These violations include those of "deception, cheating and collusion" (Boston et al., 1996, p 20). Supporting agency theory is the efficiency argument that it is more efficient for those with the specialised skills and expertise to undertake tasks. This argument has led to the development of a contract approach to service delivery, which has widespread impacts on both the local government and community sectors.

Local government reform

Public choice and agency theory influenced the reform of local government that began in 1989 with a major amendment of the Local Government Act. The extent to which the changes in policy during the late 1980s and 1990s have impacted on the way in which local government now does its business, can not be underestimated, as is noted by Boston et al.:

> these reforms have radically altered the institutions, operations, management, and accountability of the public sector at both the central and local government levels (Boston et al., 1996, p vii).

Although local government was relatively untouched by direct policy changes until 1989, changes in central government policy meant that local communities put

increasing pressure on local government to provide services, that central government has withdrawn from, such as affordable housing.

There have been three main pieces of legislation impacting on local government in recent years (Business and Economic Research Ltd, 1996, p 71):

- The 1989 amendments to the Local Government Act 1974
- The Resource Management Act 1991
- The 1996 amendments to the Local Government Act

This section focuses primarily on the 1989 reforms, which defined the purposes of local government. The 1989 local government reform programme had two main objectives (Auckland City Council, 1997):

- To achieve responsible management of publicly owned resources, and
- To achieve a high standard of accountability and transparency in governing the locality

These were to be promoted by putting in place procedures for participation in local government decision-making (Auckland City Council, 1997, p 3; see also purposes of the Act below in p84). The 1989 reform, therefore, was justified in terms of improving efficiency and local democracy (Auckland City Council, 1997, p 3). Brown suggests that the opportunities for participation by citizens in local authority processes have increased since the reforms (cited in Boston et al., 1996, p 189).

However, although opportunities for participation may have increased, at the same time the requirements of efficiency, the requirements for the separation of service delivery and regulatory functions, and the need to place trading activities on a competitively neutral basis, meant that there has been a shift to commercial management of many areas of service delivery with reduced transparency and public participation. Bostwick (1999, p 103) suggests that the major threat facing local democracy in the New Zealand context is the shift of decision making from democratic forums to that of non-democratic agencies such as in the case of Infrastructure Auckland, which now manages assets and investments that were previously managed by local authorities. Boston et al. (1996) also raises two other concerns of the lack of openness of local government. The first is the inability to hear items on Council Committee agendas discussed under the rules of confidential

agendas, barring the public from attending those sections of the meeting, which Boston suggests might not always justified under the statute. The second is when decisions are made outside of forums where public are involved.

The role of the community

In the same intensity that the Labour Government had restructured the function and processes of the government sector, the National Government, elected in 1990, set out to redesign the welfare state (Boston, 1999). It is outside of the scope of this research to analyse the extent of the National Government's welfare reforms. However, specifically relevant to this research is the influence of the notions of civil society, social cohesion, social capital and strong communities, which became prominent during the National party's term in office. These concepts, which are now aligned to arguments for community governance, premised on the theory of participatory democracy, were also found in the rhetoric of a government influenced by the principles of self-reliance, efficiency, 'fairness' and greater personal choice (Boston, 1992, p 7). Policies designed around the principle of self-reliance, were defined by the then Prime Minister Bolger as increasing the "ability and incentives to [sic] individuals to take care of themselves" (cited in Boston, 1992, p 6). However, Boston argues, that in reality this has meant policies that encourage individuals to become reliant on their immediate families and voluntary agencies rather than on the state (Boston, 1992, p 6).

Building Strong Communities

The goal of 'building strong communities and a cohesive society' was identified by the National government, following the 1993 election, as one of its two strategic goals in its Path to 2010 document (the Government's medium term strategic vision) (Davey, 2000, p 14). In a government strategy statement in response to the 'Path to 2010', the then Prime Minister, Jim Bolger, stated that "New Zealanders' quality of life rests on the strength of families and communities. Only in supportive, healthy communities can we and our children realise the potential that a strong economy brings" (Bolger, 1996, n.p.). However, the statement predominantly considers the

role of families, the government and the economy, not the community. Indeed, the individual and the family remained the central focus of National's policies.

The Department of Internal Affairs (DIA), whose goals include 'building strong communities', released a discussion document *Building Strong Communities: a thinkpiece* in April 1997. The purpose of the document was to consider how communities develop strength in New Zealand and the contribution strong communities make to economic growth and social cohesion. The document identifies benefits of strong communities that closely align to the policy direction of the National government. The benefits of strong communities, as identified by the discussion document, include: the ability to mobilise commitment and resources, strong communities have 'low transaction costs' due to trust and social capital, they are able to respond positively to external shocks, they contribute to a sense of belonging, identity and pride, they have high levels of cooperative activity and high levels of input into decision-making bodies.

The *Building Strong Communities* document further influenced the interest in the concepts of 'civil society', 'social capital' and 'social cohesion' in discussions on governance and community in New Zealand, including in the local government sector.

Social Cohesion

Prime Minister Bolger in 1995, defined social cohesion as "the maintenance of a society where everyone has the opportunity to achieve through individual effort, or where unavoidable circumstances prevent this, the individual still feels a positive sense of belonging and is able to contribute to the best of his or her ability" (Bolger, cited in Robinson, 1995, p 20). The Building Strong Communities document suggests that social cohesion has no agreed definition, but:

> suggests voluntary commitment and agreements...It also conjures up a picture of a secure society with low levels of alienation, crime and anti-social behaviour, high levels of trust, and a population that feels it has a stake in society (Department of Internal Affairs, 1997, p 25).

The DIA suggests that:

social cohesion requires a high degree of willingness on the part of individuals and groups to accept others, support institutional structures, and work together to achieve common goals and negotiate agreements (Department of Internal Affairs, 1997, p 25).

Business and Economic Research Ltd (BERL) has a rather different connotation of the term:

Assimilation is a concept which lurks very close to the concept of social cohesion... The behaviour of Maori, Pacific Island, Asian, Croatian and Polish individuals or groups is expected to resemble this middle class norm, except for "cultural" expression (1996, p 50).

BERL does contradict themselves stating that

Social cohesion is a difficult concept to define and analyse, but recognising and coping with diversity and all the attendant intangible and practical differences is clearly at its heart.

The Building Strong Communities document responds to this suggesting that in the past New Zealand's approach to social cohesion emphasised homogeneity. However, with the increasing diversity of the population, although this could make social cohesion more difficult to achieve, "a society that recognise diversity and builds on its strengths is more likely to create a "durable" basis for cohesion" (Department of Internal Affairs, 1997, p 21).

Hence, in attaining social cohesion, partnerships have a positive role to play in its development, due to partnership's strength in developing trust, achieving common goals and recognising and maintaining diversity in the relationship.

Social Capital

Social capital contributes to social cohesion (Robinson, 1997b, p 21). Putnam, who popularised this term, defines it as "features of social organization, such as trust, norms, and networks, that can improve the efficiency of society by facilitating coordinated actions" (Putnam, 1993, p 167). Robinson suggests that social capital can be defined as both the product created by high levels of trust and participation, and a key factor in the "process that creates social cohesion and reinforces high levels of trust and participation" (Robinson, 1997a, p 21).

Putnam argues that networks of civic engagement, such as voluntary or neighbourhood organisations, and sports clubs etc, are an essential form of social capital: "the denser such networks in a community, the more likely that its citizens will be able to cooperate for mutual benefit" (1993, p 173). Putnam suggests that horizontally structured organizations such as small community sector organisations or groups should be positively associated with good government (1993, p 175). He suggests that:

> citizens in civic communities expect better government and...they get it. They demand more effective public service, and they are prepared to act collectively to achieve their shared goals...On the supply side, the performance of representative government is facilitated by the social infrastructure of civic communities and by the democratic values of both officials and citizens

In considering the role of government in developing social capital, Robinson (1997a, p 22) identifies two main roles. The first is in resourcing communities to "enable the effective functioning of communities" and secondly "to ensure that opportunities exist for the expression of community views and for the development of community-based policies." Partnerships between Government and the community sector, which acknowledge the need for resourcing the community in their involvement and in turn implement mechanisms to do so, can contribute to the development of social capital.

The Labour-Alliance Coalition government

The current Coalition government, has also referred to the importance of fostering social cohesion. Although not defining this term, Steve Maharey writes that shifting away from a 'narrow' output and contracting focus are two steps in improving social cohesion (2000b). Closing the Gaps is one strategy by the Coalition that aims to close the economic and social gaps between Maori and Pacific Island people and other New Zealanders.

This strategy involves community-based solutions and appropriate resourcing to build capacity:

> This approach recognises that Wellington does not have all the answers. Strong whanau, hapu, iwi and Maori and Pacific peoples community

> organisations are often more effective because they understand local needs (Maharey, 2000a).

The establishment of a voluntary sector working group to develop an agreement between the Government and the community sector is another step towards this goal:

> If successful partnerships are to be created we must move away from a narrow focus on contractualism and instead promote an honest flow of communication between both parties (Maharey, 2000a).

It is too early to evaluate the commitment of the government to community-based solutions or to partnerships, but it does seem to pave the way for local government to legitimately pursue partnerships with the community sector and other community-based solutions.

Section Three: Local Government In New Zealand: the context for local authority partnerships

Introduction

This section places the development of partnerships in the context of the current framework in which local government operates. In doing so the section considers the principles and values guiding local government and the components of effective governance.

The principles and purpose of local government in New Zealand

The provision and development of infrastructure has been a core role for local government in NZ since its inception (McKinlay 1999b, p 4). Although infrastructure is still the core 'business' for local government in terms of revenue and expenditure (McKinlay, 1999b, p 5), the range of services and functions, which comprise local government's 'business' has broadened considerably.

Section 37k of the 1989 amendment of the Local Government Act (referred to from here on as 'the Act'), states that:

The purposes of local government in New Zealand are to provide at the appropriate levels of local government, -

(a)   Recognition of the existence of different communities in New Zealand

(b)   Recognition of the identities and values of those communities

(c)   Definition and enforcement of appropriate rights within those communities

(d)   Scope for communities to make choices between different kinds of local public facilities and services

(e)   For the operation of trading undertakings of local authorities on a competitively neutral basis

(f)   For the delivery of appropriate facilities and services on behalf of central government

(g)   Recognition of communities of interest

(h)   For the efficient and effective exercise of the functions, duties and powers of the components of local government

(i)   for the effective participation of local persons in local government

However, while the purposes given to local government are broad enough to allow for 'local choice' in determining services to be provided and how these will be provided, it is also the case that local government is a creature of statute and central government determines the purposes of local government and indeed its very existence.

Local choice

The DIA identifies City and District Council responsibilities as:

- Community well-being and community development
- Emergency management
- Environmental management
- Infrastructure
- Public health and safety
- Recreation
- Resource management (Department of Internal Affairs, 2000).

The functions of local authorities range from providing and managing parks and community facilities, providing low-cost housing, promoting tourism and economic development, as well as the more traditional provision of infrastructure such as drainage and roads.

As discussed above, local government has also been under pressure by some citizens to fill in the gaps left by the policy implementation of the past central government, such as the reduction in state-provided low-cost housing. Resolving this conflict between citizens' demands and central government's legislative authority over local government is paramount to the future direction of local government. If the purpose of local government is to "enable communities with different perceptions and needs to make choices which suit their particular circumstances" (Bush, 1995, p 303), which the purposes as stated in the Act implies, then a statement of mandatory functions at a national level is incompatible (Bush, 1995, p 303). Therefore, the Act is a permissive one. For example in regard to social and community activities of local government, the Act is permissive in the following areas: section 598 states that a Council may promote community welfare, s596 allows for the provision of public health and well-being, s601 allows Council to undertake, promote and encourage recreation and community development, and s605 allows for the provision of community centres (see Appendix E for these sections of the Acts). How these broad permissive statements are interpreted and implemented by a council will depend on an authority's own priorities, the needs and desires of the local community, and the council's governance mechanisms.

Creature of statute

Local choice, as suggested above, does exist within the Act. However, tensions are apparent for local government between this ability for local choice, and the lack of power because of the uncertainty of general competence. The argument for a power of general competence was not accepted in 1989 as part of the reforms but may be considered in the new local government reform bill due in 2001. Bush (1995, p 300) suggests that local government's legislative status, as a creature of statute, is its most dominant principle. The legislative status means that central government provides the legislative framework for local government. Central government, however, has not made exclusive use of its power to interfere in the functioning of a local authority. One notable recent example of such a rare intervention is the minister's review of Rodney District Council. Bush suggests that limited intervention by central government could be seen as due to an "underlying faith in the trustworthiness, competence, responsiveness and integrity of local bodies" (Bush, 1995, p 300). Conversely, it could be due to local government's

revenue being generated predominantly by rating and not by central government; therefore, central government should have little concern over accountability (Bush, 1995, p 300). This argument has strength by comparing the situation in England, where central government provides around 80% of the gross revenue of local authorities and, hence, "government claims the right to direct much of local government activity, including decisions on local public goods" (McKinlay, 1998, p 5).

Bush also speculates that one reason central government in New Zealand has not interfered with the functioning of local government could be due to local government's co-operation by fulfilling some of central government's functions, such as in the implementation of Agenda 21 principles. Bush argues though that a significant reason why central government maintains an arms-length relationship with local government is due to the argument "that the centre has no business substituting its judgement for that produced by a duly accredited local process" (1995, p 301).

The uneasy relationship between representation and participation

The essential philosophy shaping local government, has not changed greatly since the 1840s, where the reform of local government in the UK, which influenced the structure of the sector in New Zealand, created a system of "Councils elected by and responsible to the citizens, practising government of the locality for the good of those governed" (Bush,1995, p 1). One of the benefits of this model was to change local government from being characterised by exclusivity and unaccountablity and serving private ends (Bush, 1995, p 1). The notion of representation based on elections still symbolises democracy within the structure of local government today, and has far reaching implications for local government and for the possibilities of effective participation, including participatory mechanisms such as partnerships. Some of these implications include the speed at which council can respond to community demands given the multi-tiered decision-making process, the legitimacy in consulting with community boards and Councillors as community representatives in fulfilling some consultation requirements, and the view that decision-making rests with the Council. Hucker (1998) suggests that strains between representative

democracy and participatory processes is exacerbated by "a failure to clarify the nature, role and functions of consultation or public participation in political...processes" (p16). Hucker argues for addressing this by opening up the debate between the two "analysing their relationship to each other, along with their strengths and weaknesses" (1998, p17). Hucker (p 17-18) suggests four steps in addressing this:

1. Determine which model of democracy is being used to generate the norms and expectations about governance and consultation
2. Analyse the strengths and weaknesses of both models in order to determine which is preferable
3. Find ways of narrowing the gap between the two models
4. Examine the links between responsible governance, legitimate participation and good consultation practices.

How do partnerships with the community sector serve the purposes of local government

This section considers the role of partnerships within the current statutory framework of local government as defined by the purposes of local government in the Amendment Act. Three of the purposes are most specific to partnerships; the recognition of the identities and values of different communities, the effective participation of local persons in local government and the efficient and effective provision of functions of local government.

The recognition of the identities and values of different communities

This encompasses the governance attribute Reid defines as the guardianship of difference. The contribution of partnerships to this goal is determined by the structure and the motivations driving the partnership. Two overarching structures of partnerships can be suggested: tight partnerships, which suggests tightly defined organisations represented on the partnership, and wide partnerships, which involve a large sector of the community. The partnerships used as case studies for this research are tight partnerships involving specific organisations on a steering group. The partnerships discussed in the previous chapter in the UK and Canada are wide

partnerships. Both forms of partnership can contribute to recognising the needs and values of those communities involved in the partnership. However, the former structure means that the relevant communities or organisations have the opportunity for their values to be recognised in projects affecting them. It allows for them to be represented in local decisions from which they will be affected. However, one project on the whole only contributes those privileges or rights onto those involved in the project not necessarily on to the wider community.

The effective participation of local persons in local government

The effective participation of local persons in local government is one of the statutory requirements of local government listed in section 37k of the Act. The contribution of partnerships to the enhancement of effective participation of people in local decision-making is discussed in detail in the previous chapter. Partnerships can ensure that those involved in the partnership are involved in local authority decision-making in a more effective and substantive way than merely voting or being consulted. Partnerships constitute a devolution of local authority decision-making and can achieve shared goals more effectively through working collaboratively. Partnerships based around 'tight' structures, however, are representative structures. They involve representatives of specific groups, which can ensure the effective participation of local groups or communities in decision-making, not necessarily individuals. This limitation of partnerships needs to be recognised, as they are not the answer to fulfilling all of a local authority's obligations to foster citizen participation.

The efficient and effective provision of functions, duties and powers of the components of local government

As discussed above, efficiency can be interpreted in a range of ways, and 'efficiency' and 'effectiveness' do not always go hand in hand. Defining efficiency as responsible use of ratepayer funding, the Advocacy and Partnership Manager at Waitakere City Council highlighted the role partnerships can have towards the efficient use of local government funding when asked about the reason for working in a partnership approach:

> One of the basic realities of this city is that we don't have...a good strong commercial and industrial rating base, so therefore we don't have a lot of ready cash to throw at issues.

Although the local authority is often the partner with funds to contribute, other partners have resources such as time, networks and expertise. This can mean the success of the project without requiring the same quantity of staff resources from the local authority, and, hence, providing an efficient and effective provision of services. Partnerships also contribute to a transparent process of decision-making as partnerships are typically firmly based on trust, honesty and openness.

The concept of devolution is that decisions are best made closest to those affected by a decision. Partnerships involving community organisations allow groups that are directly affected, to be involved in setting the direction of Council policy. This is beneficial in terms of efficiency for the local authority as it will increase 'buy-in' to decisions at an early stage. As a result of this buy-in and the improved design of policy, fewer resources will be required to manage conflicts and rectify mistakes, which might otherwise occur.

Conclusion

The current local government environment is conducive to the development of partnerships with the community sector as a way of working. Partnerships involving the two sectors can promote a strong vibrant community sector as well as promoting efficiencies within the local government sector. Whether local government sees its future as performing a community governance role or as one of managing contracts for services that can not be provided on a commercial basis by others, a strong community sector will assist in local government achieving its goals.

Section Four: The community sector: possibilities for collaboration

Introduction

In order to develop guidelines to ensure sustainable and successful partnerships between local government and the community sector, an understanding of the values and purposes of the community sector and the current relationship between the local government and community sectors is required. The purpose of this section is to put this understanding into the equation of good practice of local government pursuing cross-sectoral partnerships.

Characteristics of the Community Sector

Chapter One considered the definition of the community sector and the choice of using this terminology instead of other relatively interchangeable terms such as voluntary sector, not for profit or third sector. The key definition of the sector as discussed in Chapter One is that the location of power or control of decision-making resides with those who benefit from the organisation's actions. Values, for Robinson, are also defining factors of the sector and shape the roles and functions that can be carried out effectively within that organisation (Robinson, 1993, p 104).

For Robinson, values in the voluntary sector, encompass the inter-related concepts of ethics, interests and attributes (1993, p 104). These combined defines what is valuable to an organisation, the moral principles and rules of conduct, what one is concerned with and the characteristic quality of an organisation. This definition therefore affects the "appropriate roles and functions that can be carried out effectively" (Robinson, 1993, p 104).

The key values of the sector Robinson identifies are (1993, p 106): independence, altruism, or concern for others, and collective or community action. Hence, the sector promotes the democratic right of association, which for Robinson, is more important to the definition than the provision of social services (Robinson, 1993, p 107).

Independence reflects Billis' argument that the control and power resides with the group that will benefit from the action. Hence, if the government has the right to close an agency down, then Robinson argues, it belongs in the public sector. If an agency contracts to the government sector, and the funding is removed, but the organisation can still continue, though likely in an altered fashion, then the agency fits within the community sector. The shift to the provision of government services through community organisations is leading to a degree of ambiguity about the status of some community organisations as is discussed in Chapter One.

The community sector in contemporary New Zealand

There are approximately 36,000 incorporated societies in New Zealand and an unknown number of charitable trusts and unincorporated societies (Robinson, 1999d, n.p). The Minister responsible for the voluntary sector, Steve Maharey, suggests that there are 60,000 voluntary organisations in New Zealand with over $1.3 billion invested in services provided by the sector, through government and non-government sources (Maharey, 2000c, n.p.). Maharey also suggests that "government relationships with community and voluntary sector have been characterised by mistrust and insecurity" (Maharey, 2000c, n.p.).

Economic restructuring has had considerable implications for the community sector. In regard to the organised section of this sector, this has included:

- An increased demand for services
- development of different skills and an increased level of skill required for among other things management of contracts, dealing with bureaucracies and other government requirements for the employment of staff such as Accident Compensation.
- more competition for funding (Malcolm et. al, 1993, p 126):

Contracting with the private and the community sector has become the major way for government in New Zealand to procure services (von Tunzelmann et al., 1998, p 1). Von Tunzelmann et al. suggests that the use of contracts by local authorities is associated both with accountability and with achieving alignment with strategic goals

(1998, p 1). As discussed in Chapter Three, strategic goal alignment can be a feature of partnerships. Contracting, however, has been criticised for its limitations. Von Tunzelmann et al. (1998, p 2) argue that contracting as practised by central government to fund voluntary sector activities is not the only way to create relationships capable of delivering fully on specified outputs and particularly not in achieving outcomes: "There is too much missing from the purchase contract relationship to make it a sufficient means to meet either government or voluntary sector objectives" (1998, p 2). The Community Development Manager at Auckland City Council also identified the weaknesses of a contract as being inflexible to changing needs, or to respond to mistakes in judgement as to required services (16/08/00).

Contracts between government and community organisations also impact on clients of services, as outputs are defined by government and passed to the provider, hence, there is no opportunity for clients to influence the outcomes they require. Barrett, in discussing the effects of changing public policy on the Maori Women's Welfare League, argues that:

> It is the government's agenda not a Maori agenda that binds us... If there were common purposes that would allow us to negotiate a generic agenda, then the levels of trust and social capital issues would be more than acceptable (Barrett, 1999, p 101).

Policy and programme development at a national level does not provide for the diversity of New Zealand's population, particularly considering the inadequate representation of certain communities in central government and on councils.

This approach of centralised decision-making, is also a contradiction to the arguments of minimal government by Osborne and Gaebler (1993) as discussed in Chapter Three. They argue that innovative responses along with effectiveness are achieved when decision-making authority is located closest to those using the services. Von Tunzelmann et al. argue that failure to foster the capacity of the voluntary sector to generate innovative responses to social needs will reduce the ability of government to see its social policies fulfilled. This will create fiscal risk through more services needing to be paid for and more public pressure on central and potentially local government to solve social problems with more funding (von Tunzelmann et al., 1998, p 4).

Maintaining accountability for use of ratepayer funds is a concern for local government. Contracts may be successful in achieving this. However, the weaknesses of the contract relationship such as inflexibility, top-down defined objectives and lack of innovation, suggest that partnerships may be a fruitful alternative.

Possibilities for partnership?

Although partnerships with the community sector have much to offer local government, they are not necessarily embraced by the community sector. Mitchell (1993, p 39) observed that:

> ... partnerships have very little attractiveness to the voluntary sector. That is not to say that the concept of partnership in its general sense fits uncomfortably with the voluntary sector, just that it is not an obviously appropriate organisational form.

Mitchell defined the attractiveness of partnerships, as the easy entry/exit of the relationship and the high flexibility. Unlike legally binding contracts, it is possible to walk away from a partnership. However, the emerging view of partnerships is that they are long-term because benefits accrue from increased levels of trust and understanding. Two of the community organisations involved in the partnerships as part of this field-work were seeking to establish the partnerships as trusts. The aim of this is to ensure that the relationships are difficult to exit from. The longevity of a partnership, at least in the current policy context, is desired.

Malcolm argues that relationships and 'key partnerships' "are essential if the voluntary sector is to position itself to face the challenges of the 1990s rather than just react to the storm of change" (Malcolm et al., 1993, p 135). However, these relationships must reflect the values of the community organisations. The NCVO's (1999, p 4) research on factors impacting on the voluntary sector in the UK identifies that the maintenance of independence for the voluntary sector while working in partnership is a key concern for voluntary organisations in the UK. The research recommends that one answer to this is the involvement of the sector throughout the process from strategy drafting, devising measures and an exit strategy through to implementation, rather than just at the service delivery phase. It is in the interest of

local government to ensure these values are maintained. The challenge is to negotiate a partnership with clear objectives and activities without compromising either of the parties or the interests of the 'clients' of the services (Kerr et al., 1998, p 6).

Conclusion

This chapter has mapped the wide policy context in which local partnerships are located. Economic responses to global demands have impacted on local communities and changed citizen demand on local government. A changing interface has also been observed between the global context and local government and between the citizen and the different levels of government. The responses to a changing global environment have impacted on regions differently but have had considerable effects whether rural or urban.

Due to the global nature of economic concerns, multi-lateral environmental agreements have developed as a strategy to address these concerns. Agenda 21 has made a particular impact at a local level by promoting a partnership approach across sectors and involving local communities in the development of policies and solutions for sustainable development.

The response to global trends at a national level have also influenced a trend towards community-based solutions at a local level. The reforms of local government between 1989 and 1996 put in place an enabling environment for local government to pursue community involvement in local decision making, and to involve communities in ways that reflect difference in values. The government of this period, by restructuring the welfare state, also put pressure on local communities, families and individuals to become self-reliant by reducing opportunities to be reliant on the state. This withdrawal of state welfare and the enabling provision for local government to seek involvement from its community has been conducive for the development of partnerships between these two sectors.

The discussion above highlighted the significance contracting has played on the community sector over the past decade, and also the weaknesses inherent in a contracting culture. Partnerships offer a number of benefits for the community

sector.   However, as the international literature observes, the ability for the community sector to maintain independence and its values within a partnership is vital.

The following chapter presents two partnerships that contribute to the field-work for this research. The range of drivers as presented in this chapter, are realised in the partnerships presented below. One of the partnerships researched, the Waitakere Education Project, highlights that education, which is not a traditional area of involvement for local government, is an important area for a local community, and cross-sectoral strategies for educational outcomes is beneficial. Both partnerships recognise the importance for the community organisations to maintain independence while working closely with the government sector, though neither have felt their values threatened through the partnership process.

With the seeming support of a partnership approach from the Labour-Alliance Coalition government, most significantly coming from the government's 'Closing the Gaps' strategy, New Zealand may further develop as a supportive environment for a partnership approach to working across the sectors.

Chapter 5

Case studies: From competition to cooperation

Introduction

This chapter discusses the two partnerships that were studied in this research. The information gathered in these case studies are drawn from a number of sources; face to face interviews, meeting minutes, Council reports, Council Strategic Plans, promotional leaflets, documents produced by the partnerships, and direct observation. The first section of this chapter presents each case study individually. Firstly, each case study is presented descriptively as to the organisations involved and the objectives of the partnership. Secondly the findings of the individual case studies are presented by key issues. The second section compares the key issues raised across the two partnerships.

It was clear that in research of this nature, which involved public sector organisations, it was not feasible or appropriate to maintain anonymity or confidentiality of the positions and organisations of the interviewees. This was for two reasons. The case studies were to be chosen from the four Auckland urban territorial local authorities (TLAs). Those involved in partnerships and other activities involving community organisations are small in number and each TLA is distinctive in character, demographics and management style. It would not be difficult to identify the Council officers who had been interviewed and from the organisation they had come from. Secondly, as discussed in Chapter One, few partnerships in New Zealand have been documented. This research seeks to contribute to this literature. Hence, the nature of the organisations involved may have an impact on the outcomes of the partnerships and is useful documentation for other local authorities looking at developing partnerships. The position of the officers and community organisation staff is also likely to influence their viewpoint of the partnership. The interviewees were made aware in the initial information sheet that anonymity and confidentiality were not feasible and that they would be identified in this research by their position title and organisation. The interviewees were also encouraged not to say anything that would in any way harm the partnership.

Both of the partnerships, which form the case studies for this research, involve a government department. In the Waitakere Education Project, the Ministry of Education (MOE) is a member of the partnership steering committee. In the Glen Innes Community Project Worker/Youthtown Establishment Board partnership, the Department of Internal Affairs (DIA) funds the wages and training of the employee who is placed under the partnership. I decided for the purpose of this research that interviewing the representatives of each of these departments would not contribute to the answering of the specific research question. Hence, it would not be a valuable use of their or my time to interview them.

Only one person was interviewed from each of the organisations involved in the partnership, except for two instances. In the Waitakere Education Project two City Councillors and a Council Officer were interviewed. In the Glen Innes Community Project Worker/Youthtown Establishment Board partnership, both the Council Officer directly involved in the partnership and the manager of the relevant department were interviewed.

Table 2: Interviewees

Waitakare Education Project	Glen Innes Community Project Worker / Youthtown Establishment Board
City Councillor Waitakere City Council, 9/08/00	Chairperson Youthtown Glen Innes Establishment Board, 1/05/00
City Councillor Waitakere City Council, 3/05/00	Community / Youth Advisor, Auckland City, 28/04/00
Partnerships and Advocacy Manager, Waitakere City Council, 3/05/00	Community Development Manager Auckland City, 16/08/00
Past President Waitakere President's Association, 31/05/00	Member Glen Innes Youthtown Establishment Board, 5/05/00

Table 3: Case Study Documents

Waitakere Education Project	Community Project Worker / Youthtown Establishment Board
Waitakere City Council, *Draft Greenprint*, not dated	Auckland City Council, *Glen Innes Community Development Project*, report, 30/01/98
Waitakere City Council, *1998 Long Term Financial Strategy*, not dated	Auckland City Council, *Glen Innes Charrette,* report, 20/08/99
Waitakere City Council, *1999/2000 Annual Plan*, not dated	*Community Project Worker for youth in the Glen Innes Area,* a leaflet for youth on the role of the CPW in the Glen Innes area
Waitakere City Council and Waitakere City Schools, Waitakere Education Project, 05/99	author unknown, *The Glen Innes Charrette: celebrating your community,* a report of the outcomes from the Glen Innes Charrette, no date
Waitakere City Council, *Enhancing Council's Relationship with Schools*, report, 02/99	author unknown, *Charrette,* a description of a charrette process, no date
Waitakere City Council, *Waitakere Education Project- Progress Report*, report, 07/99	Auckland City, *Auckland Foresight: Social,* 1998, http://www.akcity.govt.nz/council/plans/first_city_of_the_pacific/page5.htm
Waitakere City Council, *Some of Council's Current Involvement With Waitakere Schools*, no date	Auckland City Council, *Community Governance Model,* http://www.akcity.govt.nz/council/plans/cgmodel/index.htm, 10/99
Waitakere City Council, *Social Wellbeing Work Programme Priorities 1998*, report, 05/ 98	Auckland City Council, *Growing Our City: Through Liveable Communities 2050,* 06/00
Waitakere City Council, *What Does First Call for Children Mean For Waitakere City?* leaflet, date unknown	Auckland City Council, *First City of the Pacific,* 02/00
Waitakere City Council, *Community Assistance Policy: An Overview*, 1998	
Waitakere Education Project Working Group, 2000, *Summary of the Waitakere Education Project*, January	
Waitakere Area Principals' Association, *Waitakere Education Project*, letter to Waitakere Principals, 15/05/99	

| WAPA and Waitakere City Council *Meeting*, meeting minutes, 27/07, year unknown

Author unknown, *Preparation of an Education Plan for Waitakere City*, Discussion Document, date unknown | |

The Waitakere Education Project

Background

The Waitakere Education Project is a partnership between the Waitakere City Council, the Waitakere Principals' Association (WAPA), the Boards of Trustees of the Waitakere schools and the Ministry of Education. The partnership initially developed when WAPA and the Ministry of Education approached the Waitakere City Council independently in 1998 with a desire to strengthen their relationship with the City Council (Waitakere City Council, 02/99). It was important for WAPA to be involved in Council decision-making in areas that would impact on them as conflicts had arisen between schools and Councils in other TLA areas and WAPA wanted to be proactive in ensuring this did not happen to them:

> the wish was we didn't want to see what was happening in the North Shore where there was a situation with the schools and the Council were clashing over things like pan tax. We wanted to have a very close input into any of the plans that were done by the Council (Past President WAPA, 31/05/00).

The City Council also identified a number of benefits from working closer with schools in the area (see below), which were consistent with the strategic goals of the Council.

WAPA and the City Council have met regularly since September 1998, and a number of joint projects were identified that could benefit both parties. The Ministry of Education has also been involved in these meetings and more recently the

Boards of Trustees from Waitakere Schools have become involved. This 'working group' named itself the 'Waitakere Education Project'. The stated purpose of the project is "To undertake projects where collaboration between Waitakere City Council and Waitakere City schools will improve educational and community outcomes in Waitakere City" (Waitakere Education Project Working Group, 01/00). In March 2000 an official steering group was formed. The composition of the steering group is:

WAPA	3 representatives
Boards of Trustees	4 representatives
Waitakere City Council	2 representatives
Ministry of Education	1 representative

The two City Council representatives are both City Councillors. The Steering Group plans to become a Trust in the near future (see Appendix F for characteristics of community trusts).

The organisations involved

Waitakere City Council

The Waitakere City Council serves a constituency of 167,400. Its population has grown by approximately 2% each year since the mid 1980s (Waitakere City, 99/00 Annual Plan, p 18) with one quarter of its population below the age of 15 (p 18). The City Council has adopted the principle of First Call for Children and Agenda 21 as guiding principles for the local authority. The principle of First Call For Children arose from the World Summit For Children in 1990. Waitakere City identifies three areas of involvement for them as a local government in fulfilling the First Call for Children principle: advocacy for children and young people, considering the needs of children and young people in the provision of services, and involving children and young people in decision-making (Waitakere City, First Call For Children).

The Council is also committed to "implementing the goals and programmes proposed in...Agenda 21". Agenda 21, which is discussed in Chapter Three, identifies the key role of local government and citizen participation in local decision

making. By adopting Agenda 21, Waitakere City "has taken the responsibility of ensuring that Agenda 21 becomes a pivotal point in all decision-making" (Waitakere City Council, Draft Greenprint, p 10). The Mayor, Bob Harvey, wrote in 1993 that a key target in implementing Agenda 21 is "to draw together the strands of social and economic development, to reverse the damage to the social fabric of my city, particularly to young people, to Maori and to women" (cited in Ombler, 1998a, p 2). Ann Magee, the Manager of Strategy and Development at Waitakere City in 1998 suggests that Agenda 21 encourages taking a long-term view of where communities are going and is based around community development (in Ombler, 1998a). In a review of Local Agenda 21s in New Zealand, Waitakere City is described as "the shining light" (Ombler, 1998a, p 32). Partnerships are seen as intrinsic in achieving the goals of Agenda 21:

> partnerships with a wide range of groups have been integral to achieving economic development, urban villages, and environmental protection within the overall framework of sustainable development (Magee, cited in Ombler, 1998a, p 33).

Partnerships are one of the guiding principles of Waitakere City Council, along with, among others, open honest communication, responsiveness and accountability. The City is conscious of minimising rates as well as maintaining a required standard of service. The Annual Plan of 1999/2000 identifies that efficiencies will "continue to be sought within the organisation's processes and structure" (Waitakere City, 99/00 Annual Plan, p 11).

The Council's role within the Education Project is seen as one of facilitating the partnership along with developing agendas and writing background papers on the project (Manager Partnerships and Advocacy, 3/05/00). The facilitation role is both within the partnership itself and within the City Council. Approximately 50 staff at Waitakere City Council have some role with schools, ranging from road safety to worm bins. The communication occurring among the Council assists in identifying projects that the City Council may be interested in initiating with schools.

One staff member at the City Council, the Partnerships and Advocacy Leader: Youth, has a defined role, among others, of facilitating this project. The Partnerships and Advocacy Manager also has a support role in this project (City

Councillor, Waitakere City, 9/08/00). The Council currently has a budget of $20,000 tagged for the project in the 2000/2001 financial year (the same as the past financial year).

Waitakere Principals' Association

The Waitakere Principals' Association was formerly the West Auckland Principals' Association and was formed approximately 30 years ago. The Association is divided into five 'super-clusters' serving geographic areas and a secondary school cluster. Four of these clusters fall into the Waitakere City area, and one within the Rodney District Council area. Four years ago the Association made the strategic decision to rename itself Waitakere Principals' Association *"with the deliberate intent of encouraging partnership with the Waitakere City Council"* (Past President Waitakere President's Association, 31/05/00).

WAPA has *"been key, they have been the drivers from the educational sector side. They've been the people that have been championing it within the schools"* (Partnerships and Advocacy Manager, Waitakere City Council, 3/05/00). WAPA also brings financial resources to the partnership. Schools represented by WAPA have contributed financially for the purposes of the Education Project with the objective of matching the City Council's contribution. This is seen as the 'goodwill' of WAPA towards the project. WAPA has also contributed secretarial assistance for the project.

Waitakere Schools Boards of Trustees

The Boards of Trustees have become formally involved in the project more recently than the other parties. School principals are also members of the Boards of Trustees and have been maintaining a flow of information between the project and the Boards of Trustees. However, one interviewee believes that principals represent the management side of schools, not the governance. The latter realm is that of the Boards of Trustees, hence, the requirement for the Board of Trustees to be formally involved.

Ministry of Education

The Ministry of Education's involvement has been through the Auckland office. Initially their involvement was through discussion rather than involvement on the informal steering group. For the Ministry, there was some concern due to the advocacy role of the group, which was seen as incompatible with their independent policy-giving role. This issue has been resolved and the Ministry now has a representative on the steering group, but they have the option of withdrawing whenever the issue of advocacy arises.

Objectives of the partnership for each of the players

The combined outcomes sought from the Education Project have been divided into the following categories; best use of resources, consultative and forward planning, improving educational opportunities, a strong advocacy voice for education, improved community wellbeing, partnership development (Waitakere Education Project Working Group, 01/00).

Schools during the 1990s have had to function within a competitive market model. WAPA does not believe that this is an appropriate model for education (Past President, WAPA, 31/05/00). The need to work collaboratively, not competitively, is viewed as a more suitable model. As discussed above, the choice to change the name of the organisation from 'West Auckland Principals' Association' to 'Waitakere Principals' Association' was a strategic choice to align the organisation with the Waitakere City Council, even though some schools are situated outside of the City Council's boundaries. With the Council having the ability to make decisions which could have major impacts on schools, such as through wastewater charges, WAPA felt it important to discuss with the City Council their desires and concerns and to have an input into Council decisions that could impact on them (Past President, WAPA, 31/05/00).

Advocating to the MOE is also a key concern for the Principals' Association. The school role in West Auckland is larger than Wellington City and Hutt City combined and is growing rapidly (Past President, WAPA, 31/05/00):

People from Canterbury and Otago don't realise that roll growth decides everything and we don't have the opportunity to sit there and smell the flowers because we've got kids coming out of the windows (Past President, WAPA, 31/05/00).

Advocating to the MOE for a regional approach to education is also a key objective for WAPA. The schools in the West Auckland area are already taking this approach through making use of bulk-buying arrangements, and this includes across primary and secondary schools (Past President, WAPA, 31/05/00). The Education Amendment bill currently being considered by government is also being pushed by WAPA, as currently 28% of the secondary children living in West Auckland go to schools outside of the area. This is not seen as good practice by WAPA.

The past president did not identify resources as an initial reason for the partnership developing. However, with the identification of a number of shared projects within the banner of the Education Project, there is a requirement for Council to assist funding of these projects.

For the City Council there are philosophical and practical reasons for working in a partnership approach. The Council endeavours to work within a framework of the principles of Agenda 21 and First Call for Children, which means that this project was compatible with the direction of the City. The individual projects that would fall under the Education Project's banner, such as involving schools in environmental activities, would fulfil other strategic goals.

Resource synergy for the partner organisations, that is the ability to combine skills and resources, so as to achieve more by working together than working on their own, is given as a key reason for the City Council to be looking at partnerships as a way of working. The City Council does not have a strong commercial and industrial rating base and therefore does not have "*a lot of ready cash to throw at issues*" (Partnerships and Advocacy Manager 3/05/00):

We've got this wonderful formula which is a one in eight investment. [Every] $1 that we invest brings in $8 to the wider community. For instance our partnerships with some of the health sector groups has ended up with $250,000 being allocated to Waitakere City for the set-up of the Health Action Zones. We don't do it alone, we do it in conjunction with a whole lot of other

agencies, with good practical outcomes (City Councillor, Waitakere City, 9/08/00).

A City Councillor at Waitakere suggests that the importance of partnerships as a way of working is:

Because we can't do what we do alone. We don't have the money to do what we do alone. If we are going to look at achieving those wider goals that are in that slightly grey area of 'should local government be involved or not' then if we bring the community in and work with them then we can achieve those. Then ideally some of those projects will go out and live on their own. But sometimes they just need the weight of council behind them to get them going (9/08/00).

The Partnerships and Advocacy Manager recognises the contribution of working in partnership to add value, *"the more people you have doing parts of something the more you will achieve...then you can double your achievements for half of your individual effort"* (3/05/00).

Education has traditionally not been a function of local government in New Zealand and is currently not a high priority. For Waitakere, however:

... I guess there is an acknowledgement that the well-being and health of our wider community is council's business and a positive relationship with education actually achieves those goals (City Councillor, Waitakere City, 9/08/00).

Specifically, in regard to the education project:

I guess we see our outcomes that we want for Council to be strengthened by the involvement with education. We see it as increasing the information out here on environmental issues, the involvement of young people in Council projects, the ability to increase peoples' knowledge about democratic systems (City Councillor, Waitakere City, 9/08/00).

The provision of educational services is consistent with section 598 of the Act, which states that council may:

undertake, promote, and encourage the development of ...[community welfare] services and facilities as it considers necessary in order to maintain and promote co-operation and co-ordination of welfare activities...

Evaluation

Communication

As discussed in Chapter Three, communication covers a broad range of the activities in a partnership. The management of conflict is one area where the development of good communication channels is imperative. As discussed below, conflicts can also arise because clarity of roles has not been developed. Each interviewee mentioned different conflicts that the partnership had dealt with. For the City Council, two main conflicts were evident. The first was the conflict between the Ministry of Education and the schools, and the second was between the City Council and the schools. Both examples of conflict have similar features. Both occurred when the Ministry of Education and the Council have been involved in actions with the schools independent of the Education Project, and which have impacted on the schools negatively. For example, the Ministry appeared to be working in a way that was seen to be discriminatory against the West Auckland schools. The schools then used the project meetings to raise those concerns (Partnerships and Advocacy Manager, 03/05/00). To deal with this latter conflict, the Council played a 'brokering role' to get the two parties past the confrontation and into discussing the actual issues that exist, and in turn both parties have responded. The importance of focussing on common issues to resolve conflict was raised in both of the partnerships as is discussed later in the chapter.

In the process of developing communication channels within the partnership, wider benefits for WAPA and the City Council have occurred. WAPA suggested that:

> *we are in the situation now where representatives of our organisation can approach the Council; and we could get a good hearing and they'd listen to us. I know someone's got to pay for the wastewater, but what's the best way to do it, what can we afford and let's not be the meat in the sandwich between central government and local government* (Past President, WAPA, 31/05/00)

The benefits for the city council and WAPA in developing these communication channels is also recognised by the Council:

> *We will consider their issues and be far more aware than we might have been previously in the same way that it opens up avenues for us to interact with*

them. There are issues that we will raise that may never have occurred to them as a Principals' Association around planning issues or advocating for curriculum changes around democracy issues. I think at the most simplest level it just opens ears up to another whole set of strategies that other groups are working on (City Councillor, Waitakere City, 09/08/00).

In response to a question to a City Councillor about the opportunities for groups involved in partnerships with the Council to influence the direction of Council in other areas, the importance of communicating the boundaries of the partnership was suggested:

that's a really good example of where we do need to set those ground rules and be really honest with each other about where and how much they can influence our processes and what we can offer them (City Councillor, Waitakere City Council, 09/08/00).

Clarity of arrangements in all partnerships, including roles and responsibilities and defining expectations of the relationship was also raised as explicitly recognised as important in a partnership:

it is absolutely crucial though that right at the beginning the partnerships are well set up and transparent. 'Partnership' is bandied around so easily, we're in partnership with Maori, we're in partnership with young people, we need to absolutely clearly set out what that partnership means. Is it money, is it advocacy, or is it support? Who is going to do what? Which bit of the partnership is going to do this, who's going to do that and if that's well set up then they do, they'll thrive (City Councillor, Waitakere City, 09/08/00).

Representation

As discussed in Chapter Three, there are two issues related to representation which are required to be resolved for a successful partnership. They are the role of the elected representative and the level of representation of the community of interest on the partnership. The latter has been a source of conflict for the Education Project. Early in the partnership between WAPA and the City Council a Memorandum of Understanding was pursued. The draft memorandum *"would provide the framework under which both the relationship and joint partnership*

projects could be progressed" (Partnerships and Advocacy Manager, 03/05/00).
However, the process was halted over the issue of who had a mandate to sign it:

> *when we actually started to formalise the relationship there was a real problem. One of the Councillors involved insisted that there be something formal with the Trustees Association...* (Past President, WAPA, 31/05/00).

The desire for the West Auckland Schools Boards of Trustees to be involved was a result of one party arguing that the Boards of Trustees were the group entrusted to make decisions in regard to the governance of the school rather than the Principals: *"This has been resolved through the process of negotiating the members of the Steering Group"* (Partnerships and Advocacy Manager, 03/05/00).

This highlights that defining the groups that should be involved in the partnership and gaining adequate representation from these groups at an early stage can prove beneficial, particularly with regard to having the people on board that are seen to be able to make decisions legitimately.

Recognition and Resourcing

As is discussed in Chapter Three, recognition in a partnership is a two way process between the local authority and the community organisation/s. The Education Project has highlighted the importance of getting to a point of valuing and recognising the constraints and values of each of the organisations:

> *The whole process of getting to the point where you can say 'ah so that's what you mean' 'ah so you're not my enemy. Maybe we are actually working for the same thing we just have different routes to reach there and maybe I just need to understand that you can't do what I want. It's not possible for you to do what I want because you are under this constraint now you understand that I'm under this constraint so let's leave that particular thing and go on to something that we can do'* (Partnerships and Advocacy Manager, Waitakere City Council, 03/05/00).

Structure

The Education Project has a formal structure as presented below in Figure Four. The partnership had been meeting informally for approximately two years before this

structure was put in place. As discussed above, to get to this point, approval of representation was required before a structure could have been implemented successfully. The model as expressed in the figure "has emerged as the preferred option for the Waitakere Education Project":

> All key stakeholders will be represented on the Project Steering Group and be involved in areas such as agenda setting, strategic planning, project oversight and decision-making. This reflects the partnership philosophy of the Waitakere Education project" (Waitakere Education Project, 01/00).

The representation of the Ministry of Education, half in and half out of the structure, depicts their ability to leave the partnership table at any point if discussion leads to advocacy, which could become uncomfortable in regard to their role of providing independent advice to the Education Minister.

Figure Four: Model of the Waitakere Education Project

Waitakere Education Project Steering Group

Working Action Groups
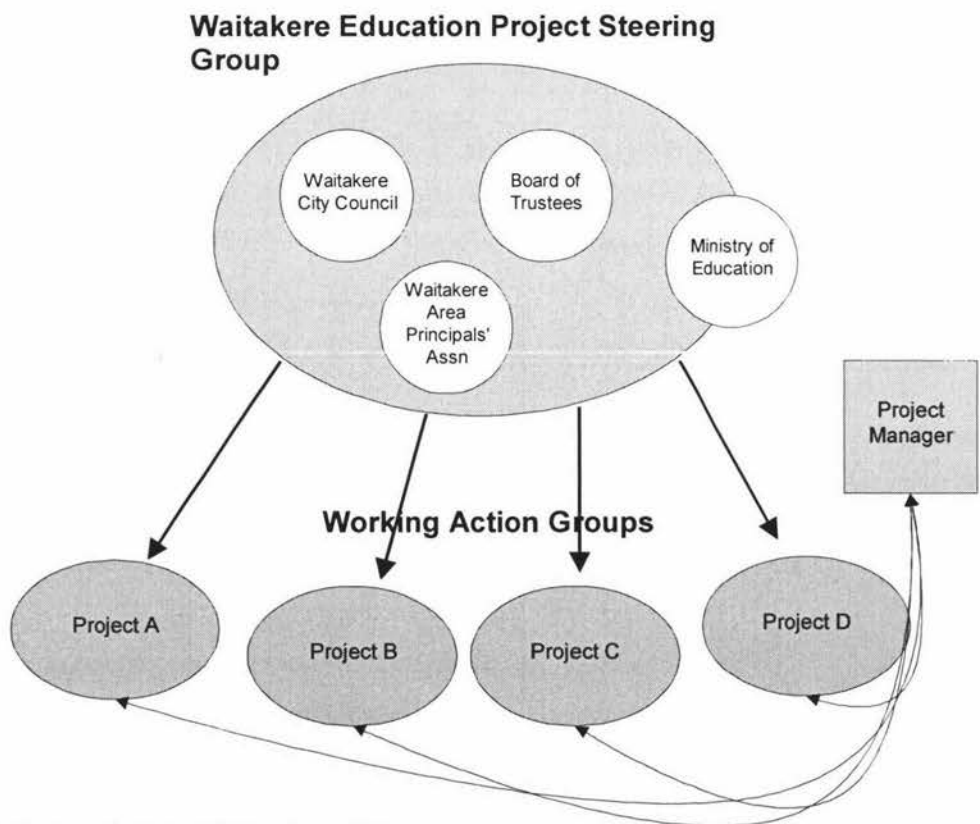
source: Waitakere Education Project Working Group, 01/00

Accountability of funds within different structures is also a factor in the development of a partnership. The Council is accountable for funds spent on the partnership through its annual planning process, as is WAPA to its member schools that have contributed funds to the project.

WAPA has raised the desire for the group to become a trust, which is being pursued. WAPA sees the benefits of becoming a trust as formalising the project:

> *Hopefully the Trust will be something which the Principals' Association will see as being a very important part of their Association, it's a big picture association, rather than dealing with little individual stuff. We are able to access funds because of our trust status from other trusts and government funding agencies* (Past President, WAPA, 31/05/00).

If the Group becomes a legal trust, the Council's budget for the project will then be transferred to that trust. A memorandum of understanding will be developed between the Council and the trust including what the role of each of the parties is within the trust and what is expected from the group, and will include reporting mechanisms to show the money is being used wisely. The trust document will also guide the objectives of the group and state responsibilities (City Councillor, Waitakere City, 9/08/00). It is considered that:

> *Some of the accountability issues may be dealt with with an overarching governance committee. Like the safer community council, they have the wider group and then they have a management group. The project managers are accountable to that smaller management group and they work out some of those governance issues. We still need to resolve that* (City Councillor, Waitakere City, 9/08/00).

With regard to accountability of Council funds within a trust:

> *We are still accountable for the money at this point anyway but what we'll probably be doing is transferring the budget to that trust and then within the memorandum there'll be things like what we expect to get back out of that, such as reporting mechanisms to show the money is being used wisely* (Partnerships and Advocacy Manager, 3/05/00).

Evaluation

In neither of the case studies was evaluation a current practice within the partnerships. The importance of evaluation and long-term planning, and the difficulties associated with achieving this was raised by WAPA:

> *We haven't done a SWOT [strengths, weaknesses, opportunities, threats] analysis yet but we're talking about doing that when we do our strategic plan. One of the things that is going to be a real problem is going to be finding the time, we are all busy people, getting down and actually doing strategic planning properly and this is why we feel it's really important to have a driver and a Project Manager because just sitting on our hands is going to kill this and it's going to be a trust in name only. As a big picture organisation we have got to be doing things all the time, and we've got to be telling people who belong to our organisation, that we're doing it. There has to be a lot of reality.*

Glen Innes Community Project Worker

Background

Community Project Worker (CPW) for Youth is a Department of Internal Affairs initiative that covers the wages and training of a CPW in a geographic area. The position is funded for three years with a possibility of rolling it into a fourth year. The CPW is placed with a community organisation that fulfils the role of immediate supervisor and assists with providing links for the CPW into the community. The CPW in the Glen Innes area has been placed under the Youthtown Glen Innes Establishment Board. Youthtown was established as Youthtown Police and Citizens Club Inc in 1932. It is an organisation that assists at-risk kids, through predominantly offering a venue, with an open door policy and informal activities and organised programmes. Youthtown receives no Government funding, dependant entirely on community donations. The Youthtown Glen Innes Establishment Board, is a partnership between Youthtown Glen Innes, Youthtown Auckland and the Auckland City Council. The development of Youthtown Glen Innes is one of a number of community development initiatives in the Glen Innes (GI) area, which is a low socio-economic area in the eastern suburbs of Auckland with a high youth population.

The focus on Glen Innes for community development initiatives began with the decision to hold a 'charrette' in the area. A charrette is a planning tool traditionally used for town planning and involves stakeholders in a workshop environment identifying solutions to local problems. It is a "short intense collaborative process for designing projects, planning communities and building consensus" (Charrette leaflet). By having all the stakeholders together making those decisions, buy-in at an early stage of the process is reached. The charrette developed from four community organisations in the GI area meeting to evaluate the effectiveness of community services in the area and the options for amalgamating these services (ACC, 30/01/98). A decision was made that further research was required, and a charrette process was decided upon "as a way of assessing community needs and helping residents to have a say in their future" (ACC, 30/01/98).

The Glen Innes charrette, held in September 1998, involved large numbers of community members as well as government agencies and the City Council. The charrette identified a number of projects for the area. Many of these were youth related. The success and the publicity of the charrette has led to a number of youth related projects in the area. Youthtown Glen Innes and CPW are two of these.

The case study is, in effect, about the Youthtown Glen Innes Establishment Board (abbreviated from here as Youthtown GI), which is the three-way partnership mentioned above. The CPW is just one project under this umbrella also involving the Department of Internal Affairs. This case study highlights the intricacies of community partnerships. The Chair of Youthtown GI was also intrinsic to the success of the Glen Innes charrette through her involvement in another local community organisation. This organisation currently houses the CPW. One community worker can wear many hats, and although the focus of my interviews was on the partnership as an umbrella to CPW, the information given to me was broader and so too is the discussion below.

The organisations involved

Glen Innes Community

The Glen Innes community in reality is one member on the Youthtown Establishment Board from a respected community organisation in Glen Innes, the Glen Innes Family Centre. The philosophy of the Glen Innes Family Centre is to build strong families, which in turn builds strong communities. The Centre was central to the organisation of the charrette and for 'championing' the charrette process to Council and government agencies. The community representative is the Chairperson of the Youthtown GI Establishment Board and is the immediate supervisor for the CPW.

Youthtown Auckland

The relationship between Youthtown Auckland and the Youthtown GI Establishment Board is described as a 'mothership' situation, with a supportive head office role. Youthtown Auckland has one Board member on the Youthtown GI Establishment Board. This member's role is predominantly to attend meetings and liasing between the Auckland and Glen Innes Boards. Youthtown Auckland also has a role in providing 'good employer' standards in regard to the CPW. Youthtown has a philosophy of helping kids in need and working with at-risk kids in at-risk communities (Member Glen Innes Youthtown, 05/05/00). To date the only venue Youthtown has provided is in the central area. The Glen Innes Youthtown is the first suburban branch. A successful development of Youthtown GI may lead to the development of other suburban branches (Member Glen Innes Youthtown, 05/05/00).

Auckland City Council

The Auckland City Council serves the largest urban TLA by population in New Zealand. It has a constituency of 372,600 and is expected to grow by 5-10,000 people per year (Auckland City Council, 1998). In response to the high projected population growth in the Auckland region, a Regional Growth Strategy has been developed identifying corridors to intensify population growth. In response to this

strategy, Auckland City Council has developed a Liveable Communities Strategy. The strategy argues that growth needs to be managed carefully to enjoy the benefits of a growing population (Auckland City Council, 2000d, p 9). The central principles of the strategy include promoting the natural and physical resources, integrating land use and transport and infrastructure, strong communities and the principle of economic development and employment.

The Council's recently adopted Strategic Plan has stated priorities for the city as including Strong and Healthy Communities, and Celebrating and Recognising Diversity (ACC, 02/00). To achieve the former, strategies include 'provide funding advice and support to enable communities of shared interest to do things for themselves', 'encouraging active involvement in Auckland's leadership, development and advocacy' and 'promote participation in a range of community activities'. The Council has developed a community governance model, to provide a framework to guide Council in its role of strengthening communities (ACC, 10/99):

> The model focuses on Council's role in strengthening communities. It is citizen based in approach: concerned with how people participate in, contribute to and feel about their city and communities. Such participation will span the continuum from policy making and planning through to implementation; it may also be associated with delivery of services, building facilities, changing behaviour, accessing resources, improving the environment, advocating for resources and many other activities. The rationale behind the model is that community well being is a product of collaboration and involvement.

Auckland *City* has one representative on the Glen Innes Youthtown Establishment Board who has ex-officio status (meaning no voting rights). The Council Officer is a Community/Youth Advisor from the Community Development Department of Auckland *City*. The Community Advisor has a role in supporting the CPW in projects she is undertaking. The Council also may fund individual projects the CPW is involved in if they fit within the city Council's Community Development strategies.

Objectives of the partnership for each of the players

Youthtown has a philosophy of helping kids in need and working with at-risk kids in at-risk communities. For the Youthtown Board Member the CPW's role is adjunct to

this philosophy. Youthtown tends to be an in-house operation with an open door policy operating as a drop-in type facility, while the CPW is *"out there amongst the kids"* (Member Glen Innes Youthtown, 05/05/00). For Youthtown it was seen as an opportunity

> *to take some of the things we can do out in to the community, where CPW could, when it was appropriate, direct youths to Youthtown or to whatever other organisation might be of some assistance to them.* (Member, Youthtown Glen Innes, 05/05/00)

For Youthtown, working in partnership could greatly enhance the success of projects. This charitable organisation gets no government funding or support and, therefore, does not have large sums of money to spend, but has over sixty years of experience working with youth. The organisation has no desires to move into other areas of revenue generating such as managing property where it is felt they will lose the focus of their goals. The ability to bring their skills to an arrangement involving other parties to achieve their goals is seen as positive.

The Chair of Youthtown GI sees a number of benefits both from CPW and in working in partnership. The Chair's objective for supporting the CPW is the contribution CPW will make towards fulfilling the needs of youth in the area as identified in the charrette. Partnerships as a way of working is seen as:

> *the only way we can because we don't have the funding to enable that to happen... [it's] the only way you can look at sustaining a project - that's the reality* (Chair, Youthtown GI, 1/05/00).

The benefits of having different people involved in a project were also recognised by this respondent:

> *it's ultimately what you aim for in partnership, apart from the financial and resources, it is the value of each partner and what each one has to contribute* (Chair, Youthtown GI, 1/05/00).

The Community Development department of Auckland City Council, which has been the department specifically involved in the CPW project and the charrette, has objectives of responding to community needs for youth facilities and services in the area and of partnerships themselves:

> *We have a vision of excellence in the community and empowering the community. Our goals are directly tied to the Strategic Plan outcomes. All of the goals under the Celebrating and Recognising Diversity priority and the Strong and Healthy Communities priority [of the Strategic Plan] we've tied all our projects and services to link into those various strategies. Our goal is to implement those particular priorities of the Strategic Plan (Community Development Manager, Auckland City, 16/08/00).*

The role of community development as a service within council is described by the Community Development Manager as catalyst, pathfinder and advocate. Hence, the department's involvement has been one of responding to community needs:

> *Council did not instigate it [the charrette], the community instigated it. They had been knocking on Council's doors for a couple of years before we became involved and I think the exciting thing about it, it was just a totally dynamic fluid process. They came, they said they wanted this, they wanted to find out that and we worked with them to do it. And out of it came little bits and pieces like this. The thing that was so exciting about it for me, it was community driven, community defined what it wanted and council really was almost like a sleeping partner putting some funding, putting some facilitation, showing the way, doing the things we say we do - the catalyst, the pathfinder, the advocate. From Council's perspective, it was a wonderful opportunity to work with the community to achieve the goals that they've defined for themselves. Which I think is what community development is all about* (Community Development Manager, ACC, 16/08/00)

The Auckland City strategic plan states that "Council is under increasing pressure to achieve more with less money. Council will continue to: pursue beneficial partnerships and alliances (Auckland City Council, 02/00, p 41)". The Community Development Manager suggests that although *"Council has to take an economic stance in terms of best bangs for your bucks"*, the economic benefit of partnerships is only one driver of the shift to partnerships as a way of working:

> *it would not be the driver...I don't think it is the single most important driver and certainly the community parts of the organisation have other outcomes or other bottom line measures (16/08/00).*

Evaluation

Communication

The role of communication in managing conflict within the partnership has been evidently important to all the parties. The Community Advisor sees herself in a facilitator role for managing those conflicts, and the monthly meetings allow time for conflicts to be raised and discussed. The Community Advisor believes that being involved in an ex-officio status allows her to be seen as independent and, therefore, the two sides will tend to direct conflicts through her. When individual agendas are raised she sees it as her role to bring the focus back to the bigger picture.

None of the parties view conflict as unexpected in a partnership arrangement. Due to a strong shared vision of assisting youth it is believed that these conflicts can be resolved. For the Youthtown Board Member, democratic situations will always have the potential for conflicts. Forum and discussion and revisiting the goal of the partnership has resolved these conflicts within the partnership:

> *We're there to do the best we can for the kids. Is what we're doing doing that or not, or are we getting involved in the peripheral political issues which have nothing to do with it. You have to have that very strong mission and focus and if you keep looking at that you don't have too many other problems.*(Member, Youthtown GI, 5/05/00).

The need for clarity in the roles of the parties was exemplified in a conflict that occurred in an early stage of the partnership.

> *initially when we were setting up the agreements and going through the [CPW] contracts there was confusion of roles and somebody assumed that they were going to take over the project worker in terms of being the boss and didn't actually have that agreement with us.... So that was a big sticky one. And we tried to resolve that before [the CPW] came on board and unfortunately she got caught up in a bit of it* (Community / Youth Advisor, ACC, 28/04/00).

The process required by the Department of Internal Affairs of the partnership for the implementation of a CPW included the definition of roles and responsibilities of each of the groups. This provided a document for the group to come back to, to resolve issues of this nature:

it was quite clear to the rest of us, hey it's black and white what your role is and you shouldn't assume that it's any more than that and it also looked at the skills too and that sort of said you don't have that skill base so why do you want to pick this up. So we sort of questioned their motivation for wanting to do it... (Community / Youth Advisor, ACC, 28/04/00).

The role of communication in the development of successful partnerships was also raised by the Community Development Manager at Auckland City:

I do think the benefits of any sort of relationship is that you have time, that's another issue of partnerships is they take time. You actually have to spend the time to do the talking. But it gives each party the chance to understand and know where the other parties are coming from or what the constraints are for that other party so that there's a tolerance, there's a willingness to be open, to listen, to argue without being the big boss. The groups then understand how the organisation works, they understand where the organisation is coming from so they can actually target their input more effectively. And I think the equality of some sort of relationship means that trust gets built up and therefore if they do have input to other parts of the organisation they can perhaps understand that they might not get what they want all the time, but they understand how it works and why perhaps they didn't.

The importance of communicating objectives was also raised by Youthtown GI:

In order for partnerships to be workable you've got to know what the ultimate aim of the partners are. So that means really being upfront and saying well ok that's what our agenda is, this is what we are looking to achieve (Chair, Youthtown GI, 01/05/00).

Representation

Elected representatives were not directly involved in the project, and there has not been any evident discussions over representation on the partnership. One important issue, however, which requires reflection, is the comment by the Chair of Youthtown GI:

I'm not saying one or two people represent a community but I am saying that to have a community representative is definitely better than none at all.

The community representative on the Youthtown GI Establishment Board finds herself accountable to the community:

> *... for organisations like our own we are accountable every day and community can be harsh if you do not fulfil what you say you're going to, they are the very first ones who will turn around and react* (Chairperson, Youthtown GI, 01/05/00).

A community representative is important in ensuring roots back into the community where projects are going to be implemented:

> *In a community like Glen Innes any group needs to have very strong links back into the community if they are going to be successful is the way I see it, it would be virtually impossible for an organisation to come from outside to implant their philosophies without those roots back into the community* (Board Member, Youthtown GI, 05/05/00).

The community representative in this example is therefore a contribution to the success of the project, that person's involvement is not an attempt to involve the community for wider benefits of participation. If decisions made by a partnership are going to impact on a local community, wider participation in forums outside of the partnership, such as consultation or participatory workshops may be beneficial.

Recognition and Resourcing

The resourcing of the CPW position was an important aspect of this partnership. The benefits of the position being located under a partnership was the ability to spread the load of managing the position:

> *Youthtown Auckland's role is to do the good employer stuff. Then the Glen Innes role is to look at her immediate supervision, I guess day to day support and also finding an office space for her. My role in that too is to support her directly I guess in terms of giving her support in the projects that she is doing in that area, and to possibly give her more information, funding, resources or whatever she needs to help her achieve those projects. I'm there to advise basically* (Community / Youth Advisor, 28/04/00)

For the Chair of Youthtown GI, conflicts in regard to recognition and resourcing have been more evident, which the Chair suggests have been based around equity issues, *"that your value within a partnership can be determined by your financial contribution"*. The conflicts within the partnership has emphasised for the Chair the need for legal documents to formalise arrangements between the groups and, hence, the desire for Youthtown GI to become a Trust.

Although the contribution of having a diverse range of involvement both for the success of the CPW and the Youthtown GI is recognised by the Council, issues of a lack of recognition of the input by the community were raised. One of the benefits of participation is enhancing the quality of decision-making by having a wide range of views and input by those closest to the decisions being made. The contribution of a diversity of skills involved in the Youthtown GI partnership is raised by the Community Advisor as enhancing the success of the CPW:

> *I guess it's the diversity of knowledge and skills and information that would benefit the CPW so much by having lots of different people, skills, resources ...the more she [the CPW] gets the more likely she is going to succeed in whatever she is going to do (Community / Youth Advisor, ACC, 28/04/00).*

The Community Advisor attributes the diversity of skills in the partnership along with resources to the way in which the partnership has enabled a:

> *move from what was once a tiny little idea to four years down the road a three million dollar complex [a recreation centre to be built in Glen Innes]. Nobody ever thought that that would happen (Community / Youth Advisor, ACC, 28/04/00).*

However, the Chair of the Youthtown GI made the point that while local government has benefited from the input of the Glen Innes Family Centre into a number of projects, including the charrette, Youthtown GI, and the CPW, she believes that the organisation has not received the recognition it deserves:

> *I think what's happened is there has been a lot of heartache and a lot of work. The charrette has been a three year process in itself, at the end of the day with charrette it has been our organisation that has been accountable for that constantly...But I don't believe the organisation has received the recognition it should have because here is a small community organisation that took on one of the most massive community development projects and never got recognised the way they should (Chair, Youthtown GI, 1/5/00).*

Structure

The CPW is accountable to Internal Affairs. In the process of formalising the CPW position with Internal Affairs, Internal Affairs' requirements have meant that the roles and responsibilities of each of the parties in the partnership have been spelt out and are "*quite clear*" (Community/Youth Advisor, ACC, 28/04/00) However, between the

partnership members "*We just have a handshake agreement that we will all support her [the CPW] because of the bigger need out there*" (Community/Youth Advisor, ACC, 28/04/00).

As with the Waitakere Education Project , Youthtown GI is expected to establish itself as a Trust. The Chair believes this step beneficial:

> *because there are certain areas that Youthtown Glen Innes concentrates on. Because like any subsidiary you're not like a McDonalds franchise every community is unique and every community needs to maintain its identity* (Chair, Youthtown GI, 1/5/00).

The benefits of becoming a trust are suggested as access of funding, organisation longevity and protection as individuals:

> *Because they can apply for funding. Not just from us but from anybody, and it also protects them a little bit in terms of giving them constitutions and things so that they're kind of protected as individuals in their involvement in whatever they're doing. If you've got a trust there is some clarity and because there is at the other end of the scale, there are difficulties of unravelling a trust. There's a couple of instances that we're working on at the moment where there are two people left. I think there are huge benefits, it's a kind of a stake that we are more than just a group of people fiddling around and certainly it allows them to apply for funding.   That would be the main benefit from my perspective (Community Development Manager, ACC, 16/08/00).*

Evaluation

No process of evaluation was discussed by the interviewees.

Key points from across the case studies

Yin's stages of partnership

Yin (1993, p 37) divides the development of partnerships into four stages: a start-up stage, growth stage, reaching maturity, and when the partnership is institutionalised. Yin makes these divisions for the purpose of evaluation. Each stage provides benchmarks for a successful partnership and allows us to compare partnerships at different stages of development. Both partnerships presented above fit within a

growth stage of partnership development. The Education Project, however, is a little more complex, as although the relationship between WAPA, the Council, and the MOE has been developing for some time, the involvement of the Boards of Trustees is new. It will be important to monitor the extent to which this group is integrated into the development of the partnership. Any impact on a possible change of Councillor involvement at the next election will also require monitoring. Yin's model anticipates a change in members throughout the life of a partnership and how the partnership survives this change of membership is one of the measures of a successful partnership as it reaches a mature stage. Within the growth stage, the challenges anticipated by Yin include whether partnership agreements were formalised and whether any initial successes were realised. Both are challenges with which the two partnerships presented above are currently dealing.

Partnership outcomes versus education/youth outcomes.

Yin (1993, p 37) raises two outcome areas in a partnership. In regard to the two partnerships above, there may be education outcomes or outcomes for youth and there will also be outcomes of working in partnership. These partnerships emphasise that. Although the partnerships came together to fulfil education and youth objectives, working in partnership has produced results ranging from improving working relationships, accessing resources, developing management reporting standards and promoting an active citizenry in local affairs.

The Steering Group of WAPA also expects that there will be benefits from the partnership to groups wider than those immediately involved in the partnership in terms of participation. The projects intended to come out of the Education Project such as environmental programmes and festivals will involve wide numbers of school children. The partnership may also raise the profile of the groups involved, specifically mentioned is the Boards of Trustees, and, hence, this may encourage more people to run for the Boards at election time.

The local authorities involved in the two partnerships also saw that there were benefits for the two parties outside of the activities directly related to the partnership. In the process of regular dialogue:

It has definitely influenced the tenor of the Council's approach to schools. I think we're probably in a situation now where there is a genuine approach to schools which is much more co-operative based than it may have been several years ago (Partnerships and Advocacy Manager, Waitakere City, 3/05/00).

And it's a familiarity thing people become comfortable with the organisation. We forget internally how scary it is to approach us and how confusing it is. I think any ongoing relationship allows people to feel more comfortable, feel more involved so that they can then feel more committed to having a part of the process (Community Development Manager, ACC, 16/08/00)

Commonality

Both projects emphasise the need to focus on the common objectives of the parties to achieve the objectives of the partnership. Hence, while the two parties may have a number of reasons to be involved in the partnership and to develop a relationship with the other players, it is the common objectives that have moved the partnerships through times of conflict, and ensured that outcomes are realised through the partnership.

Co-operation not competitiveness

All of the organisations interviewed highlighted the benefit of working together and believed that working together enhanced the likely success of the project. The benefits identified varied from organisation to organisation. However, a respondent from each of the partnerships highlighted that working competitively within the same field, such as youth services or education, would not achieve nearly as much for any organisation as working co-operatively could achieve.

The importance of working cooperatively to ongoing relationships between local government and the 'community' is exemplified in the community development work that has arisen in the Glen Innes area since the charrette. The Community / Youth Advisor at ACC suggested that:

the impact of the charrette has spun off to lots of other communities who are almost getting quite jealous about how come they've got all these resources. 'And well if you too identified your problems and are prepared to do something about it' because they have been sitting their dormant for such a long time and they were literally running over each other. When you've got more than 10

youth organisations who wouldn't meet, all doing the same thing and you're wondering why you're all getting peanuts and trying to find a smarter way of working. They're literally standing on each other and all being very "this is mine and I'm going to protect it, and I'm not going to tell you what my business is because you're a threat to my funding" (Community/Youth Advisor, ACC, 28/04/00)

Hence, it could be extrapolated that local government is going to take more notice of communities and groups that have already begun the path to cooperative processes.

This isn't about your money or my money it's about working and saving that community. And once that's done let move on to the next community and so the same thing. It's made it so much easier for us funding(Community/Youth Advisor, ACC, 28/04/00)

If I look at other communities...they're justgobsmacked, I've said 'that that can happen to you to'. But they were prepared to stand up and be counted and they did. They were persistent. They weren't going to let it die, they we're not going to let our politicians walk away, 'I voted for you all this time and what have you given back to me what have you given back to my children and the future of that community funding (Community/Youth Advisor, ACC, 28/04/00)

Key issues for the community organisations

Objectives for involvement

The community organisations involved had different reasons for choosing a partnership approach to these projects. For WAPA it was the desire to havea say in issues that would affect them. For Youthtown GI it was a way of accessing resources and sharing of skills. For both projects however the financial resources of the authority involved will allow the projects promoted through the partnership to be realised.

Forming of a Trust

Both partnerships have plans to become a Trust. The desire for this formalising of arrangements as a separate entity in both partnerships seemed to be the choice of the community organisation involved in the partnership, that is WAPA and Glen Innes Youthtown Establishment Board. The benefits of forming a Trust were seen differently. However, by the two organisations, as discussed above. The main

characteristics of trusts in comparison to incorporated societies are listed in Appendix F.

Key issues and roles for the local authorities

Both authorities are looking for ways to cope with a marked population increase within funding constraints. They are currently involved in a number of partnerships as well as in more traditional contracting agreements with community sector organisations. Both authorities are key partners in the two partnerships presented above.

Objectives for involvement

The objectives of the local authorities in being involved in partnerships are not as tangible as those of the community organisations. For Waitakere and Auckland City Councils there are philosophical and practical reasons for being involved. These objectives range from fulfilling strategic goals, such as achieving Strong and Healthy communities, making best use of financial resources, and contributing to good decision making through a diverse range of input.

The Facilitators

Both local authorities were seen by themselves and by the community organisations involved, as the facilitators of the project. This role includes ensuring the project continued and conflict is managed. This facilitation role also extended into their own organisation in co-ordinating efforts into the particular area e.g. a locality or into schools.

Contracts

Neither authority has required a formal agreement from the partnership. Although a Memorandum of Understanding was sought in the initial stages of the Education Project, this was abandoned and getting projects on the ground was given a higher priority. However, once the Education Project develops into a Trust, a formal agreement with the partnership and Council will be required. Auckland City Council

has developed a partnership policy for the development of leisure facilities (2000c). This suggests that the level of council involvement and formalities is dependent on the financial contribution of the council. Neither of the two case studies were financially resource intensive at this stage of development and, hence, perhaps the lack of concern for contract arrangements.

Financial Resources

Certainly, the two authorities have financial resources much greater than those of the community sector organisations involved in the partnership. However, neither are in a sole funding position for the partnership. One area that financial resources allow the authorities to contribute to the project, which may not be so easily provided by community organisations, is in staff resources. For all of the individuals involved from the community organisations, the partnership is external to their objectives of their 'employment'. For example, the Youthtown Auckland Board Member is employed full-time in the private sector. All of his time spent in Youthtown activities is voluntary. For WAPA, the Principals involved have full-time responsibility to the individual school. The Education Project is above that role. For the local authority each has at least one staff member whose objectives (among others) is to be involved in the partnership.

For individual projects that come out of the partnership, the Council's financial resources is expected to be a source to be tapped, if these projects fit into the strategic direction of the Council.

The two partnerships emphasise key reasons for local authorities and community organisations for choosing a partnership approach. These include issues of resourcing and financial accountability, managing change such as population growth and funding constraints and philosophical reasons such as a preference to work cooperatively rather than competitively and valuing the goal of participation. The partnerships, however, also raise implementation issues such as conflict, accountability, recognition of individual organisation's input, and ensuring appropriate representation on the partnership. These partnerships show that careful

facilitation on behalf of the City Council, can resolve these issues. The implication of these findings are developed in the policy recommendations in the final chapter.

Conclusion

This chapter has presented two partnerships between local authorities and community organisations in the greater Auckland area. These case studies have reinforced the key success factors, developed from international literature and experience, discussed in Chapter Three, as paramount to the success of partnerships locally. These two case studies have suggested a number of motivations behind the use of partnerships as a way of working, ranging from budget enlargement and synergy (concepts which are discussed in Chapter Three) through to developing important communication links. The experiences of these partnerships has highlighted that cross-sector partnerships can enhance the success of projects, and contribute to authorities fulfilling their strategic goals. These case studies have also exemplified the wider benefits of partnership as a way of working, including developing understandings of difference and needs across groups and enhancing communication opportunities. These local examples have shown that partnerships are a suitable tool for local government in New Zealand in working with the community sector.

Chapter Six

Conclusions and policy recommendations

> *We should just keep doing a little here and there and like pebbles in the pond, eventually it will achieve some sort of a tidal wave and achieve a paradigm shift (Community Development Manager, Auckland City, 16/08/00).*

This research set out to evaluate current practice in partnerships between local government and the community sector. The research has considered partnerships from two perspectives. The first is from a governance perspective. Key questions to be answered from this perspective include; what are the underlying motivations for the shift to partnerships, how do partnerships fulfil the goals of local government and how do partnerships contribute to good practice and effective governance for local government? The second is from an operational perspective. Here the key questions are; can partnerships be a tool for practical policy implementation, and what are key success factors for the implementation of partnerships? This chapter identifies a number of policy recommendations for the local government sector in regard to partnerships between local government and the community sector. Further research deemed necessary is also recommended.

A review of international and local experience, and an evaluation of two partnerships between a local authority and community organisations in the greater Auckland area was carried out. As the use of partnerships between the two sectors is a relatively new way of working in New Zealand, a combination of these methods has allowed this research to both contribute to a growing body of literature in the New Zealand context and to compare this with the international literature to corroborate the international experience in a local context.

This research has argued that partnerships are an effective tool for local government to work with organised communities. However, the contribution of partnerships to a way of working with unorganised groups requires further research.

Partnerships can contribute to some of the purposes of local government as outlined by the Local Government Act as well as contributing to effective governance.

The concept of partnership along with associated language depicting community-based solutions to local problems, such as community empowerment, alliances, etc., are widely utilised by local government in New Zealand at the present time as was evident from the analysis of strategic plans in Chapter Three. The concept is being attached to adjectives such as 'strong' or 'effective' partnerships. The discussion in Chapter Three suggests that if partnerships were defined and were good practice in nature, then these terms would become redundant. The inappropriate use of the terminology of partnerships has weakened the powerfulness of the concept. This will not assist local authorities in developing relationships with community groups, if they do not trust the authority in contributing its part in what they define as a partnership, as was found in the evaluation of the Opportunities 2000 partnership discussed in Chapter Three.

Policy Recommendation 1

Local Government New Zealand should adopt a definition of partnership in agreement with local authorities as a standard for New Zealand. Individual local authorities should adopt a partnership policy adhering to this definition and agreeing not to use the term where it does not meet this agreed standard.

Partnerships can be seen as developing through a theoretical framework of participatory democracy and through arguments for an efficient government sector and minimalist government. It could be suggested that community groups should reject partnerships as they may simply be an opportunity for the transfer of government responsibility to the community. There are a number of benefits of partnerships, however, which distant them from practices such as contracting and the withdrawal of the government from service provision. These factors include: the continued involvement of the government in the partnership; objectives, roles and responsibilities are set by the partnership, and a partnership is a structure which is

conducive to negotiating changes to agreed objectives. As discussed in the case studies and in Chapter Three, in respect to the international experience in partnerships, issues of inappropriate resourcing and recognition of community groups can be a dis-empowering experience within a partnership. A cautious approach to partnerships by community organisations in the current environment may still be sensible until issues of appropriate resourcing and recognition, where it is deemed necessary, are dealt with.

Policy Recommendation 2

Further research on the appropriate resourcing of community organisations in partnerships should be undertaken.

Aspiring to good practice in partnerships makes good business sense for local authorities. Chapter Three discusses a range of factors, which contribute to good practice in partnerships. These have been categorised as communication, representation, recognition and resourcing, structure and evaluation. The case studies presented in Chapter Five have highlighted the importance of each of these in the success of a partnership. However, the two case studies have not invested time into evaluating the partnership, or defining benchmarks for their evaluation. As discussed in Chapter One, limited monitoring, evaluation and research in partnerships in the UK has hindered their effectiveness by failing to provide adequate feedback on their progress and has made it difficult to assess the advantages and disadvantages of the many 'models' of partnerships for policy development (Geddes, 1998, p 147). If current practice in New Zealand can be extrapolated from the two case studies as part of this research, then evaluation of partnerships at specified stages throughout their life must be developed as part of good practice in partnerships.

Policy Recommendation 3

Local authorities should adopt good practice in partnerships. This could be supported by LGNZ funding a publication similar to their publication

'A Good Practice Guide for Local Authorities in the Resourcing and Funding of Community Organisations'.

Policy Recommendation 4

Local authorities should evaluate partnerships, with the aim to feed this back in to existing partnerships and into decision making about their involvement in partnerships. This should include analysis of the benefits of different structures and processes within partnerships.

The strengths and benefits of partnerships: good practice for local government

The contribution of partnerships to local government can be measured against a number of factors. For individual authorities, measuring against strategic goals and guiding policies would be most beneficial. This research had to take a broader approach to local government in New Zealand and, hence, evaluates partnerships as a tool to contribute to the purposes of local government as defined in the Act and in its contribution to effective governance by local authorities. The research identifies that partnerships predominantly serve three purposes of local government as defined by the Act; the recognition of the identities and values of different communities, the effective participation of local persons in local government and the efficient and effective provision of functions of local government. The contribution of partnerships to ensuring diverse communities have a voice in decision making is immense. In the process of developing a partnership over time, communication channels increase. This can lead to a better understanding by a local authority, and other organisations involved in the partnership, of the diverse needs and values of different communities, as the experience of the Waitakere Education Project illustrated. Partnerships can also allow the values of different groups to be recognised in projects affecting them. It allows for them to be represented in local decisions from which they will be affected.

Partnerships are an effective method of participation for organised groups in local decision-making. This is achieved through a devolution of decision-making to the

partnership, the enhancement of achieving common goals through working collaboratively, and the involvement of various groups at the initial stages of a programme or policy development including identifying the problem, negotiating representation on the partnership and roles and responsibilities.

Partnerships can provide for the efficient and effective provision of functions and duties of local government. Partnerships can access funds from outside of the authority through the other partners contributing resources or accessing funds only accessible to community organisations. The local authority is often the partner with funds to contribute, however, other partners can contribute other resources, which can enhance the effectiveness of projects without requiring the same quantity of staff resources for the authority. Both the Glen Innes Community Project Worker project and the Waitakere Education Project highlighted how partnerships enhance the success of projects, due to the range of skills and resources available.

Partnerships also contribute to a transparent process of decision-making due to the principles of partnership being based on trust, honesty and openness. The transfer of decision making away from the local authority to the partnership can contribute to an efficient system of governance, due to that decisions are best made closest to those affected by a decision. This will increase 'buy-in' to decisions at an early stage with less resources being required to manage conflicts and rectify mistakes, which could have been avoided.

With regard to economic efficiency, partnerships can achieve the development of infrastructure within a locality, without necessarily involving large capital expenditure for the public sector. This may be provided by private sector partners, through other funding mechanisms available to the community sector partners such as Lotteries or Community Organisation Grants Scheme (COGS), or through making use of existing under-utilised infrastructure through developing partnerships, such as the use of school halls outside of school hours. The contributions of partnerships to an efficient local government sector is acknowledged by the Blair government in the UK, as is discussed in Chapter Three. The document analysis of local authority strategic plans in Chapter Three and the field-work presented in the previous

chapter, also identify financial constraints and efficient use of resources as a benefit of partnerships as much as a driving factor for the choice to use partnerships.

Chapter One discussed the attributes of good governance. In agreement with Reid's definition, the components of good governance can be defined as; the guardianship of difference, the protection of future selves, the advancement of positive rights, and the provision of civic leadership. Partnerships contribute to each of these components, and in turn should take into consideration these components to ensure good practice of partnerships.

Limitations and concerns

Partnership, as Arnstein (1969) identifies, is a successful method of participation as well as being empowering. However, partnerships are not fail-safe in achieving these two goals and it has been recognised that partnerships can in fact be disempowering for both the community and for the professionals who work with them (Mayo, 1997, p 3). Arnstein also recognises this particularly when the community is not resourced sufficiently to be able to negotiate their position effectively.

Partnerships is the first rung within the category of "degrees of citizen control" as described by Arnstein's ladder of participation. Arnstein suggests that power within a partnership is redistributed through negotiation between citizens and power holders. She warns, however, of the necessity for resources to be available to the citizen groups to ensure citizens have genuine bargaining influence within the partnership. Without resources the redistribution of power is not achieved, and, hence, a frustrating process for the community involved. This in turn will further engender a lack of interest by the community sector in being involved in participatory processes.

There are numerous issues that can lead to a partnership becoming dis-empowering. These include issues of power between the partners and the ability to collaborate between unequal partners with widely differing resources, expertise, culture and interests (Geddes, 1998, p 107). The diversity of partners' contributions

can also be a significant challenge to a partnership working. The challenge Geddes identifies is that the integration of different activities within a partnership may erode the individuality of partners' contributions. This can particularly be a danger for small community organisations that may find themselves submerged in partnership programmes by more powerful partners (Geddes, 1998, p 127).

The impact of a partnership on overall participation in a locality will also vary. Partnerships such as those involved in the Opportunities 2000 project and in Urban Regeneration projects will involve large numbers of citizens in the process. However, partnerships based on tight structures such as the Community Project Worker and the Waitakere Education Project, may have positive outcomes for the locality with regard to good policy and programmes due to the involvement of community leaders in the process. However, they may not have achieved highly in developing social cohesion and feelings of community beyond those involved directly in the partnership.

Depending on the goals of a partnership, for example, the development of a facility, addressing a complex issue such as unemployment and poverty, or to fulfil strategic goals to enhance public participation in decision-making, different issues will need to be addressed. Using the terminology of "partnership" does not automatically denote a method of effective public participation that will increase community buy-in in local government decision-making and service delivery. However, by addressing the issues discussed above, ensuring good practice in partnerships, as well as acknowledging the limitations of partnerships, they can be a successful participatory tool.

Opportunities for implementation

LGNZ (2000b, p 21) suggests that contracting as traditionally implemented by the public sector has relied "too much on detailed specification and not enough on trust, goodwill and collaboration". Well-developed partnerships go a long way to contributing to the "growing understanding of the importance of building effective relationships for achieving objectives" (Local Government New Zealand, 2000b, p

21). The Partnerships and Advocacy Manager at Waitakere City Council stated with regard to the Waitakere Education Project that:

> every time you're working with somebody you're not working against them...There is also the issue of adding value. The more people you have doing parts of something the more you can actually achieve that's just axiomatic really...you can double your achievements for half of your individual effort (03/05/00).

The Community Development Manager at Auckland City Council suggests that "Relationships clearly are the way of getting things done in the world in the future" (16/08/00). Partnerships offer an opportunity to develop strong relationships between sectors and groups that recognise difference in values but thrive, and are dependent on, commonality in objectives. Developing relationships through partnerships will assist local authorities to develop 'synergy' between groups, which as discussed in Chapter Three, suggests that by combining knowledge and skills etc the partner organisations achieve more than working on their own.

A key opportunity for the development of partnerships starts in the strategic planning process. As recommended in Chapter Three the signing off on common agendas in partnership at the time of the development of a local authorities strategic plan can prove beneficial in continuing these partnerships into achieving the goals in the plan. This is current practice by some local authorities in New Zealand.

Policy Recommendation 5
Local strategic plans and Local Agenda 21s should be developed through partnerships between the local authority and community organisations.

The current central government climate seems supportive of a partnership approach to working. As occurred under previous governments, central government initiatives tend to shape the practice of local government. These can be seen as opportunities for local government to work with central government in a partnership with community to implement and manage central government policies, such as the Community Project Worker position in Glen Innes:

> *...I think with the Labour-led or left-led government and our left-led council there are opportunities for partnering with government and I know we're looking at housing and 'Closing the Gaps' (Community Development Manager, ACC, 16/08/00).*

However, as discussed with regard to involving community organisations in local government projects, resourcing of local government in involvement with central government initiatives should also be considered. Government initiatives that may become imperative for local authorities to work with their communities on may be outside of the current budget planning:

> *...these other government initiatives clearly have a trickle down effect on us,.... I suppose when we talk about any partnering being done with the community and the council, probably behind the two that are council [officers and politicians] there's the government as the third party. Because local government still is constrained by the allowances that central government gives us, they could either encourage or discourage developments that local government started to do (Community Development Manager, Auckland City Council, 16/08/00).*

Policy implications and recommendations

The wider development of partnerships between local government and community organisations will require a paradigm shift for a number of authorities and at a more specific level by council officers and elected representatives. Current practice in the relationship between the two sectors varies considerably between authorities and even between departments within authorities. This means that it will be up to individual authorities to develop their own partnerships policy to reflect their own strategic goals, communities and resources. Although partnerships can have successes regarding efficiency and effectiveness there is an initial injection of time into developing relationships that can be inhibitive to authorities, who are juggling a large quantity of projects and competing demands.

With regard to the findings of this research the following recommendations are made:

1. LGNZ should adopt a definition of partnership in agreement with local authorities as a standard for New Zealand.

2. Each authority should develop its own partnerships policy, adhering to the agreed definition (or stating their definition), and prioritising partnerships to develop and defining how community organisations should be resourced in this process.

3. Individual local authorities should agree not to use the term partnership where it does not meet the agreed standard definition.

4. Good practice in partnerships should be adopted by local authorities. This could be supported by LGNZ funding a publication similar to their *'A Good Practice Guide for Local Authorities in the Resourcing and Funding of Community Organisations'*

5. Local authorities should adopt an evaluation process of both their partnerships policy (where developed) and current practice in partnerships with an aim of feeding the findings into the partnerships to enhance their success.

Further Research

As discussed above, limited evaluation, monitoring and research hinders current practice in partnerships by inadequate feedback into the partnership, and restricts policy decision making based on fact. The literature on partnerships in the New Zealand context is slowly developing. This research has identified the following areas where research on partnerships between local authorities and community organisations should be focussed:

- Evaluation of current practice in partnerships, with the aim to feed this back in to current partnerships and into decision making as to the role of partnerships within individual authorities. This should include analysis of the benefits of different structures and processes within partnerships.

- How to identify and manage appropriate resourcing of community organisations involved in partnerships.

- The use of partnerships with unorganised groups and whether this is a feasible development given the challenges of finding appropriate forms of representation and participation of the local community.

- The role of a contract or other accountability mechanisms within a partnership, in regard to how public money can remain accountable within a partnership arrangement.

Conclusion

This research has provided a brief introduction to current practice in partnerships in New Zealand. It has shown that 'partnerships' are currently being defined as a broad range of relationships, and has recommended that a more specific definition be adopted at a national level. The research has also revealed that the contemporary social and political environment is conducive to the development of partnerships between local government and the community sector. The two case studies presented have exemplified that partnerships can contribute a wide range of benefits to both the local authority and the community organisations involved, including achieving strategic goals and the broader goals of local government in relation to fulfilling the purposes of local government in a manner that represents effective governance.

Bibliography

Annabell J, 1995, *A Content Analysis of Strategic Planning Documents of New Zealand Local Authorities,* A research report as part of the Degree of Master of Business Studies, Massey University.

Arnstein S, 1969, A Ladder of Citizen Participation, *AIP Journal,* pp 216 - 224, July.

Auckland City, 1997, *Principles of Good Governance in New Zealand Local Government: Discussion Paper,* Auckland City Council, Auckland, April.

Auckland City, 1998, *Auckland Foresight: Social,* Auckland City Council, Auckland.

Auckland City, 2000a, *Auckland's Economy,* Auckland City Council, Auckland.

Auckland City, 2000b, *First City of the Pacific: Community Vision and Auckland City Council Strategic Plan,* Auckland City Council, Auckland, April.

Auckland City, 2000c, *Facility Partnership Policy,* http://www.akcity.govt.nz/council/plans/facility_partnership_policy/index.htm.

Barrett D, 1999, A Health Promotion Project for Tamariki Maori - Maori Women's Welfare League, Robinson D (ed), *Social Capital in Action,* Institute of Policy Studies, Wellington.

Bemrose C and J MacKeith, 1996, *Partnerships for Progress: Good Practice in the Relationship Between Local Government and Voluntary Organisations,* The Policy Press and the Joseph Rowntree Foundation, UK.

Billis D, 1993, *Organising Public and Voluntary Agencies,* Routledge, London.

Bolger J, 1996, *New Opportunities: Government Strategy Statement Towards 2010,* http://www.cabinet.govt.nz/93-96/minister/pm/2001/contents.htm.

Boston J, 1992, Redesigning New Zealand's Welfare State, in Boston J and P Dalziel (eds), *The Decent Society: Essays in Response to National's Economic and Social Policies,* Oxford University Press, Auckland.

Boston J (ed), 1995, *The State Under Contract,* Bridget Williams Books, Wellington.

Boston J (ed), 1999, *Redesigning the Welfare State: Problems, Policies, Prospects,* Oxford University Press, New Zealand.

Boston J and P Dalziel (eds), 1992, *The Decent Society: Essays in Response to National's Economic and Social Policies,* Oxford University Press, Auckland.

Boston J, J Martin, J Pallot and D Walsh (eds), 1991, *Reshaping the State: New Zealand's Bureaucratic Revolution,* Oxford University Press, Auckland.

Boston J, J Martin, J Pallot and D Walsh, 1996, *Public Management: The New Zealand Model*, Oxford University Press, Auckland.

Bostwick, 1999, *Widening the net: an examination of strategies for involving citizens in local decision-making*, M.A thesis, University of Auckland

Brown J, 1992, An Acid Test of Partnerships, *Going Local: Magazine of the Decentralisation and Information Centre*, vol 19, pp 10-11, Summer.

Burns D, R Hambleton and P Hoggett, 1994, *The Politics of Decentralisation: Revitalising Local Democracy*, Macmillan, UK.

Bush G 1995, *Local Government and Politics in New Zealand*, Auckland University Press, Auckland.

Business and Economic Research Ltd, 1996, *Strategic Directions for Local Government - Environmental Scan to 2010*, Report to Steering Group Strategic Directions for Local Government 1996-2010, August.

Castles F, R Gerritsen and J Vowles (eds), 1996, T*he Great Experiment: Labour Parties and Public Policy Transformation in Australia and New Zealand*, Allen and Unwin, Australia.

Cheyne C, 1997, *Public Participation in Local Authority Annual Planning: 'Spectacles and Acclamation' or Prospects for Deliberative Democracy*, PhD Thesis, Massey University.

Cheyne C, M O'Brien and M Belgrave, 1997, *Social Policy in Aotearoa New Zealand: A Critical Introduction*, Oxford University press, Auckland.

Christchurch City Council, 1998, *Strategic Statement, CCC Plan*, 1998 edition, volume 1.

Christchurch City Council, 1999, *Christchurch City Council Plan*, 1999 edition.

Clarke M and J Stewart, 1994, The Local Authority and the New Community Governance, *Local Government Studies* vol 20 (2), pp 163-176, Summer.

Clarke M and J Stewart, 1998, *Community Governance, Community Leadership and the New Local Government*, Joseph Rowntree Foundation, York Publishing Services, York.

Davey J, 2000, *Another New Zealand Experiment: A Code of Social and Family Responsibility*, Institute of Policy Studies, Wellington, New Zealand.

Department of Internal Affairs, 1997, *Building Strong Communities: A "Thinkpiece"*, The Department of Internal Affairs, April.

Department of Internal Affairs, 1999a, Briefing to the Internal Minister of Local Government, December.

Department of Internal Affairs, 1999b, *Legal Structures for Community Groups*, Community Development Group, Internal Affairs.

Department of Internal Affairs, 2000, Local Government Policy– Overview of Local Government in New Zealand, http://www.dia.govt.nz/DIAwebsite.nsf/URLindex/5F6F9508F777E2E2CC2569 0A0016BF24, June.

Geddes M, 1998, *Local Partnership: A Successful Strategy for Social Cohesion? European Research Report*, European Foundation for the Improvement of Living and Working Conditions, Ireland.

Gratis A and M Boyd, 1995, *Public/Private Partnerships: A Tool for Right-Size Government*, http:\\www.ppp.beyondgov.ca/ccmd.html.

Haigh D and B Hucker, 1999, A Philosophy of Partnership, in Robinson D (ed), *Partnership – From Practice to Theory*, IPS Policy Paper, Institute of Policy Studies, Victoria University, no 2.

Hambleton R, 1996, The Context of Local Government Reform: International Currents, McDermott P, Forgie V & R Howell (eds), *An Agenda for Local Government: Proceedings from the New Local Government Conference 1995*, Massey University, Local Government Studies Occasional Paper Series 2.

Hamilton City Council, 1999a, . *People Partnerships Progress: Hamilton City's Draft Strategic Plan 1999 - 2019.*

Hamilton City Council, 1999b, People Partnerships Progress: Hamilton's Strategic Plan Agenda 21 in Action.

Harvey B, 1993, Waitakere City and Agenda 21, *Planning Quarterly*, vol 109, p 2, March.

Hawke G and D Robinson (eds), 1993, *Performance Without Profit: The Voluntary Welfare Sector in New Zealand*, Institute of Policy Studies, Wellington.

Held D, 1991, Between State and Civil Society: Citizenship, in G Andrews (ed), *Citizenship*, Lawrence and Wishart Ltd, London.

Held D, 1987, *Models of Democracy*, Polity Press.

Hirst P, 2000, Democracy and Governance, Pierre J (ed) *Debating Governance: Authenticity, Steering, and Democracy*, Oxford University Press, UK.

Hoaglin D and others, 1982, *Data for Decisions*, ABT books, Cambridge.

Holland M and J Boston (eds), 1992, *The Fourth Labour Government: Politics and Policy in New Zealand*, Second Edition, Oxford University Press, New Zealand.

Hucker Dr B, 1998, Governance, Consultation and Models of Democracy, *Planning Quarterly*, vol 128, pp 16-19, March.

Hughes J and P Carmichael, 1998, Building Partnerships in Urban Regeneration: A Case Study from Belfast, *Community Development Journal*, vol 33 (3), pp 205 – 225, July.

Hughes P, 2000, *Local Agenda 21 in the United Kingdom: A Review of Progress and Issues for New Zealand*, Parliamentary Commissioner of the Environment, UK.

Hutchinson V, 1999, It is the Local That Learns - Some Thoughts on *Community Governance*, http://www.ccc.govt.nz/community/governance/.

Jefferson D, 2000, *Facing Heaven or Hell: Five Christian Agencies 1988-1998*, M.A. Thesis, Massey University.

Kelsey J, 1997, *The New Zealand experiment : a world model for structural adjustment?*, Auckland University Press : Bridget Williams Books , Auckland, N.Z.

Kelsey J, 1999, *Reclaiming the Future: New Zealand and the Global Economy*, Bridget Williams Books, Wellington.

Kelsey J and M O'Brien, 1995, *Setting the Record Straight: Social Development in Aotearoa / New Zealand*, ANGOA, New Zealand.

Kerr G and R Lohin, 1998, Social Partnerships in the Voluntary Sector, in Caledon Institute of Social Policy(ed), *Perspectives on Partnership*, Social Partnerships Project, Caledon Institute of Social Policy, June.

Kerr R, 1993, Hard Heads and Firm Policies, in *The Dominion*, Thurs 8 April, p 8.

King D, 1995, From the Urban Left to the New Right: Normative Theory and Local Government, in Stewart J and G Stoker (eds), *Local Government in the 1990s*, MacMillan Press Ltd, UK.

Leach E, 1976, *Culture and Communication*, Cambridge University Press.

Littlewood S and A While, 1997, A New Agenda for Governance? Agenda 21 and the Prospects for Holistic Local Decision Making, *Local Government Studies*, vol 23 (4), pp 111-123.

Local Government New Zealand, 2000a, *A Good Practice Guide for Local Authorities in the Resourcing and Funding of Community Organisations*, LGNZ, January.

Local Government New Zealand, 2000b, *Working Collaboratively*, LGNZ, March.

MacKintosh M, 1992, Partnership: Issues of Policy and Negotiation, in *Local Economy*, vol 7 (3), pp 210-224.

Maharey S, 2000a, Huge Interest in New Voluntary Sector Working Group, http://www.executive.govt.nz/speech.cfm?speechralph=31535&SR=0, June.

Maharey S, 2000b, Public Service Evaluation Capacity Critical, 12 July.

Maharey S, 2000c, *Community and Voluntary Sector Working Group Approved*, Media Statement, 15 August.

MacKintosh M, 1992, Partnership: Issues of Policy and Negotiation, in *Local Economy*, vol 7 (3), pp 210-224.

Malcolm M, M Rivers, K Smyth, 1993, Emerging Trends for the Voluntary Sector, Hawke G and Robinson D (eds), *Performance Without Profit*, Institute of Policy Studies, Victoria University of Wellington.

Manukau City Council, 1998, *1998-2008 Strategic Plan*.

Manukau City Council, 1999, *1999-2000 Annual Plan*, draft.

Marshall T, 1996, Can we define the voluntary sector?, Billis D and M Harris (eds) *Voluntary Agencies: Challenges of Organisation and Management*, MacMillan Press, UK.

Mason B, 1995, *The Principle of 'Partnership' and the Treaty of Waitangi: Implications for the Public Conservation Estate*, Public Access New Zealand, http://www.publicaccessnewzealand.org/files/monograoh_6.html.

Mayo M, 1997, Partnerships for Regeneration and Community Development: Some Opportunities, Challenges and Constraints, *Critical Social Policy*, vol 17 (3), pp 3-26.

McArthur A, 1993, Community Partnership - A Formula for Neighbourhood Regeneration in the 1990s?, *Community Development Journal*, vol 28 (4), pp 305 - 314, October.

McDermott P, 1997, Future of Local Government, in M Mezies, H Newell, R Preen(eds), *Our Country Our Choices*, NZ Futures Trust.

McKinlay P, 1998, Devolution: Partnership or Ad Hocism ? The Relationship between Central and Local Government, November.

McKinlay P, 1999a, *Note on the Strategic Role of Local Goverment*, draft paper.

McKinlay P, 1999b, Understanding Community Governance: Paper delivered to the special interest group on community governance at the 1999 Local Government New Zealand Conference, http://www.mdl.co.nz/report_library/locgovt/community_governance.html.

McKinlay P, 1999c, Globalisation, Subsidiarity and Enabling the Governance of our Communities, *Community Government Forum*, Christchurch, 2 &3 June, http://www.mdl.co.nz/report_library/governence/globalsub/globalsub.html.

Merriam S, 1998, *Qualitative Research and Case Study Applications in Education*, Jossey-Bass Inc, California.

Miles M and A Huberman, 1984, *Qualitative Data Analysis: A Sourcebook of New Methods*, Sage Publicaitons, Beverly Hills.

Ministry for the Environment, 1993, *Securing the Future: A Guide to Agenda 21*, Ministry for the Environment, New Zealand.

Minogue M, C Polidano, D Hulme, 1998,Introduction: the analysis of public management and governance, in Minogue M, C Polidano, D Hulme (eds) *Beyond the New Public Management: Changing Ideas and Practices in Governance*, Edward Elgar Publishing Ltd, UK.

Mitchell C, 1993, Organisational Forms for Voluntary Sector Agencies, Hawke G and D Robinson, *Performance Without Profit: The Voluntary Sector in New Zealand*, Institute of Policy Studies, Victoria University, Wellington.

NCVO, 1999, *Research Quarterly*, Issue 5, May.

New Zealand Business Roundtable, 1995, *Local Government in New Zealand: an Overview of Economic and Financial Issues*, NZBR, Wellington

Ombler K, 1998a, Agenda 21: An Update, *New Zealand Local Government*, vol 34, (4), pp 30-33.

Opportunities 2000a, *Opportunities 2000a: A Community-Based Program to Reduce Povery*, Opportunities 2000 Publication Series, Canada.

Opportunities 2000b, *Leadership Roundtable*, http://www.op 2000.org/

Osborne D and T Gaebler, 1993, *Reinventing Government: How The Entrepreneurial Spirit Is Transforming The Public Sector,* Addison-Wesley Pub. Co

Palmerston North City Council, 1996, *Strategic Plan.*

Palmerston North City Council, 1999, 1999/2000 Annual Plan.

Pierre J, 2000, Introduction: Understanding Governance, Pierre J (ed) *Debating Governance: Authenticity, Steering, and Democracy*, Oxford University Press, UK

Putnam, 1993, *Making Democracy Work: Civic Traditions in Modern Italy*, Princeton University Press, USA.

Putnam R, 1995, Bowling Alone: America's Declining Social Capital, *Journal of Democracy*, vol 6 (1), pp 65-78.

Reid M, 1994, Local Government: Service Delivery or Governance, *Public Sector*, vol 17 (2).

Reid M, 1999, The Central-Local Government Relationship: The Need for a Framework, *Political Science*, vol 50 (2), January.

Richardson M, 1999, *Taking the Canterbury Communities Into the New Millennium: The Role of Local Government,* http://www.ccc.govt.nz/community/governance/.

Ritchie J and L Spencer, 1994, Qualitative Data Analysis for Applied Policy Research, in A Bryman and R Burgess (eds), *Analyzing Qualitative Data*, Routledge, London.

Robinson D, 1993, Values in the Voluntary Welfare Sector, in Robinson and Hawke (eds), *Performance Without Profit: The Voluntary Welfare Sector in New Zealand*, Institute of Policy Studies, Victoria University of Wellington.

Robinson D, 1995, Social Cohesion as a Goal of Local Government, *Newsletter*, Institute of Policy Studies, vol 44, pp 20-21, November.

Robinson D (ed), 1997a, *Social Capital and Policy Development*, Institute of Policy Studies, Victoria University of Wellington.

Robinson D, 1997a, Social Capital – Catch-phrase or Insight?, *Newsletter*, Institute of Policy Studies, vol 51, pp 21-23, August.

Robinson D, 1999a, Partnerships – Practice and Theory, in Robinson D (ed), *Partnership – From Practice to Theory*, IPS Policy Paper, Institute of Policy Studies, Victoria University, no 2.

Robinson D, 1999b, *Social Capital in Action,* Institute of Policy Studies, Victoria University of Wellington.

Robinson D, 1999c, Fixing Fragmentation: A View From the Community, *Public Sector*, vol 22 (2), pp 12-13, June.

Robinson D, 1999d, New Zealand Country Profile, *Civicus*, http://www.civicus.org/pages/atlas/newz.html.

Rose N, 1997, Contesting Power: Some Thoughts on Governance, M Valverde (ed), *New Forms of Governance: Theory, Practice, Research: Conference Proceedings*, Centre of Criminology, University of Toronto.

Salamon L, 1995, *Partners in Public Service: Government-Nonprofit Relations in the Modern Welfare State*, The John Hopkins University Press, USA.

Sarantakos S, 1998, *Social Research*, MacMillan Education, Australia.

Scott C, 1995, Efficiency and Democracy, in McDermott P, V Forgie and R Howell (eds), *An Agenda for Local Government: Proceedings from the New Local Government Conference*, Local Government Studies Occasional Paper series 2, Massey University, New Zealand.

Sitarz D (ed), 1994, *Agenda 21: The Earth Summit Strategy to Save Our Planet*, Earthpress, USA.

Stephens B, 1988, *Analysing Social Policy: An Economic Perspective*, Discussion Paper No. 54, Victoria University of Wellington, New Zealand.

Taylor M, 1996, Influences on Voluntary Agencies, D Billis and M Harris (eds), *Voluntary Agencies: Challenges of Organisation and Management*, MacMillan Press Ltd, UK.

The Local Government Centre, 1998, *Evaluating Local Democratic Initiatives: North Down District Partnership*, Warwick University Local Authorities Research Consortium Research Paper 24, November.

Torjmann S, 1998a, *Community-Based Poverty Reduction*, Caledon Institute of Social Policy, February.

Torjmann S, 1998b, *Can Communities Reduce Poverty?*, Caledon Institute of Social Policy, April.

Torjmann S, 1999, Partnership: Building Block for a Caring Society, in Robinson D (ed), *Partnership – From Practice to Theory*, IPS Policy Paper, Institute of Policy Studies, Victoria University, no 2.

Turner K, 1995, The April Report of the Royal Commission on Social Policy: Treaty Partnership as a Framework for a Politics of Difference, in Wilson M and A Yeatman, *Justice and Identity: Antipodean Practices*, Bridget Williams Books, Wellington.

Von Tunzelmann A and M Murphy, 1998, *Government Funding of Voluntary Services in New Zealand: The Contracting Issues: a Scoping Study*, McKinlay Douglas Ltd.

Waitakere City Council, not dated, *Draft Greenprint,* Waitakere City Council, Waitakere

Waitakere City Council, not dated, *1998 Long Term Financial Strategy,* Waitakere City Council, Waitakere

Waitakere City Council, not dated, *1999/2000 Annual Plan,* Waitakere City Council, Waitakere.

Wellington City Council, not dated, *Strategic Plan 1997-99,* Waitakere City Council, Waitakere.

Wellington City Council, 2000, *Wellington's Points of Difference 2000-2002,* Wellington City Council, Wellington.

Williamson A, 1999, New Models of Governance in Ireland: The European Union and the Involvement of the Voluntary and Community Sector in Multi-level Development Partnerships in the 1990s, in Robinson D (ed), *Partnership – From Practice to Theory,* IPS Policy Paper, Institute of Policy Studies, Victoria University, no 2.

World Bank, 1994, *Governance: the World Bank Experience,* Washington.

Yin R K, 1993, *Applications of Case Study Research,* Sage Publications Ltd, USA.

Yin R K, 1994, *Case Study Research: Design and Methods,* 2nd edition, Sage Publications, USA.

Case Studies Documents

Partnership A: Waitakere Education Project

Waitakere City Council, *Draft Greenprint,* not dated.

Waitakere City Council, *1998 Long Term Financial Strategy,* not dated.

Waitakere City Council, *1999/2000 Annual Plan,* not dated.

Waitakere City Council and Waitakere City Schools, Waitakere Education Project, 05/99.

Waitakere City Council, *Enhancing Council's Relationship with Schools,* report, 02/99.

Waitakere City Council, *Waitakere Education Project- Progress Report,* report, 07/99.

Waitakere City Council, *Some of Council's Current Involvement With Waitakere Schools,* no date.

Waitakere City Council, *Social Wellbeing Work Programme Priorities 1998,* report, 05/ 98.

Waitakere City Council, *What Does First Call for Children Mean For Waitakere City?* leaflet, date unknown.

Waitakere City Council, *Community Assistance Policy: An Overview*, 1998.

Waitakere Education Project Working Group, 2000, *Summary of the Waitakere Education Project*, January.

Waitakere Area Principals' Association, *Waitakere Education Project*, letter to Waitakere Principals, 15/05/99.

WAPA and Waitakere City Council Meeting, meeting minutes, 27/07, year unknown.

Author unknown, *Preparation of an Education Plan for Waitakere City*, Discussion Document, date unknown.

Partnership B: Community Project Worker / Youthtown Establishment Board

Auckland City Council, *Glen Innes Community Development Project*, report, 30/01/98

Auckland City Council, *Glen Innes Charrette*, report, 20/08/99.

Community Project Worker for youth in the Glen Innes Area, a leaflet for youth on the role of the CPW in the Glen Innes area.

no author, *The Glen Innes Charrette: celebrating your community*, a report of the outcomes from the Glen Innes Charrette, no date.

no author, *Charrette*, a description of a charrette process, no date.

Auckland City, *Auckland Foresight: Social*, 1998, http://www.akcity.govt.nz/council/plans/first_city_of_the_pacific/page5.htm.

Auckland City Council, *Community Governance Model*, http://www.akcity.govt.nz/council/plans/cgmodel/index.htm, 10/99.

Auckland City Council, *Growing Our City: Through Liveable Communities 2050*, 06/00

Auckland City Council, *First City of the Pacific*, 02/00.

Appendices

Appendix A:

Information Sheet for local government employees and elected representatives

Information Sheet

for the research project:

Evaluating partnerships with the community sector as a strategy for good practice and effective governance for local government

The researcher

My name is Nadine Ord. This research is for part-fulfilment of my Master of Arts (Social Policy) through Massey University. For your information I am also an employee at Auckland City Council in an assistant role in the Transport Planning Department. Although Auckland City Council is involved in a range of partnerships with the community sector I am undertaking this research independently. No information about participants or programmes will be given to the Auckland City Council.

My supervisors for this research at Massey University are Christine Cheyne (Palmerston North campus) and Mike O'Brien (Albany campus). Christine Cheyne can be contacted on (06) 350 4300 and Mike O'Brien on (09) 443 9768.

My phone number if you require any further information or clarification is (09) 373 6321 (wk).

The research project

The purpose of this research is to evaluate existing practice in the area of partnership arrangements between local government and the community sector. Specifically this research will:

1. evaluate whether partnerships are an effective method for local government in New Zealand to achieve its goals,

2. consider partnerships with the community sector as an effective means of enhancing public participation in local government decision making.

To date I have received funding for this project only from the Massey University Graduate Research Fund.

Definitions

Partnerships

By partnerships I mean a relationship between a local authority and a community sector group or organisation (other sectors or agencies may also be involved, for example central government or a private company), which:

- has the commitment of all the partners
- shares responsibilities
- has a common strategy
- is based over a period of time
- has a common goal of either policy or programme development, or service delivery.

One example of a partnership that would fit this definition is a community sector organisation working with a local authority to develop a strategy for the local community to overcome a number of social and economic problems in the area. A working group is set up with representatives from the local authority, community agency and other community representatives. The local authority provides funding for a project manager and resources in the means of facilitators and staff for a community workshop. The community sector agency organises the structure of the workshop, staff hours, networks in the community etc. The findings of the workshop are developed into a strategy and both the agency and local authority commits to their roles in achieving the outcomes of the strategy.

For the purposes of this research I am not interested in fee-for-service type relationships between the sectors.

Participant involvement

You are invited to participate in an interview about your involvement in a partnership arrangement between your local authority and a community sector organisation.

If you agree to participate in this research, time involvement will be kept at a minimum.

I would like to interview you. The interview will take no more than one hour and will be at the most convenient location for you. The interview can also be conducted on the phone.

- The transcription of your interview will be returned to you for checking and you will have the opportunity to correct or add any information before returning it to me to use in the analysis.
- You have the right and are welcome to decline to participate in this research at any stage of the research until you sign the transcription off as accurate.
- You have the right to decline to answer any questions asked of you at any stage.
- I would like to use an audio-tape in the interviews. I will seek your permission to do this at the start of the interview. If you prefer the interview not to be taped please indicate.
- If anyone other than myself is employed to transcribe the tapes they will be asked to sign a confidentiality agreement.
- Because you will be interviewed as an employee of a local authority it is important that your manager/CEO approves your involvement in this study. Your participation indicates that you have that approval.

Confidentiality

- When this study is written up, the local authorities and community organisations of the case studies will be identified. You will be identified in terms of your professional capacity (that is your role within the organisation – e.g Community Development Manager).
- The tapes and transcriptions of the interview will be securely kept to ensure no one other than my supervisors, the transcriber and myself has access to these.

Results of the Research

- A summary of the research will be made available to you on completion of the study.
- Material gathered for the purpose of the thesis may also be published in academic and other publications

Summary

In regard to the interviews, you have the right:

- to refuse to answer any particular questions;
- to withdraw from the study at any time, up until you sign-off to the accuracy of the transcription of the interview;
- to be given access to a summary of the findings of the study when it is concluded;
- Audio tapes and transcriptions will be disposed of at the completion of the research unless you request them to be returned to you. I will offer you this option.

Appendix B:

Information Sheet for community sector representatives

Information Sheet

for the research project:

Evaluating partnerships with the community sector as a strategy for good practice and effective governance for local government

The researcher

My name is Nadine Ord. This research is for part-fulfilment of my Master of Arts (Social Policy) through Massey University. For your information I am also an employee at Auckland City Council in an assistant role in the Transport Planning Department. Although Auckland City Council is involved in a range of partnerships with the community sector I am undertaking this research independently. No information about participants or programmes will be given to the Auckland City Council.

My supervisors for this research at Massey University are Christine Cheyne (Palmerston North campus) and Mike O'Brien (Albany campus). Christine Cheyne can be contacted on (06) 350 4300 and Mike O'Brien on (09) 443 9768.

My phone number if you require any further information or clarification is (09) 373 6321 (wk).

The research project

The purpose of this research is to evaluate existing practice in the area of partnership arrangements between local government and community sector organisations. Specifically this research will:

1. evaluate whether partnerships are an effective method for local government in New Zealand to achieve its goals,

2. consider partnerships with community sector organisations as an effective means of enhancing public participation in local government decision making.

To date I have received funding for this project only from the Massey University Graduate Research Fund.

Definitions

Partnerships

By partnerships I mean a relationship between a local authority and a community sector group or organisation (other sectors or agencies may also be involved, for example central government or a private company), which:

- has the commitment of all the partners
- shares responsibilities
- has a common strategy
- is based over a period of time
- has a common goal of either policy or programme development, or service delivery.

One example of a partnership that would fit this definition is a community sector agency working with a local authority to develop a strategy for the local community to overcome a number of social and economic problems in the area. A working group is set up with representatives from the local authority, community agency and other community representatives. The local authority provides funding for a project manager and resources in the means of facilitators and staff for a community workshop. The community sector agency organises the structure of the workshop, staff hours, networks in the community etc. The findings of the workshop are developed into a strategy and both the agency and local authority commits to their roles in achieving the outcomes of the strategy.

For the purposes of this research I am not interested in fee-for-service type relationships between the sectors.

Participant involvement

You are invited to participate in an interview about your involvement in a partnership arrangement between your organisation and a local authority

If you agree to participate in this research, time involvement will be kept at a minimum.

I would like to interview you. The interview will take no more than one hour and will be at the most convenient location for you. The interview can also be conducted on the phone.

- The transcription of your interview will be returned to you for checking and you will have the opportunity to correct or add any information before returning it to me to use in the analysis.
- You have the right and are welcome to decline to participate in this research at any stage of the research until you sign the transcription off as accurate.
- You have the right to decline to answer any questions asked of you at any stage.
- I would like to use an audio-tape in the interviews. I will seek your permission to do this at the start of the interview. If you prefer the interview not to be taped please indicate.
- If anyone other than myself is employed to transcribe the tapes they will be asked to sign a confidentiality agreement.
- Because you will be interviewed in your professional capacity (or as a volunteer) it is important that your manager approves your involvement in this study. Your participation indicates that you have that approval.

Confidentiality

- When this study is written up, the local authorities and community organisations of the case studies will be identified. You will be identified in terms of your professional capacity (that is your role within the organisation – e.g Centre Co-ordinator).
- The tapes and transcriptions of the interview will be securely kept to ensure no one other than my supervisors, the transcriber and myself has access to these.

Results of the Research

- The summary of the research will be made available to you on completion of the study.
- Material gathered for the purpose of the thesis may also be published in academic and other publications.

Summary

In regard to the interviews, you have the right:

- to refuse to answer any particular questions;
- to withdraw from the study at any time, up until you sign-off to the accuracy of the transcription of the interview;
- to be given access to a summary of the findings of the study when it is concluded;
- Audio tapes and transcriptions will be disposed of at the completion of the research unless you request them to be returned to you. I will offer you this option.

Appendix C:
Consent Form

Consent Form

to participate in the research project:

Evaluating partnerships with the community sector as a strategy for good practice and effective governance for local government

Researcher: Nadine Ord

I have read the Information Sheet and have had the details of the study explained to me. My questions have been answered to my satisfaction, and I understand that I may ask further questions at any time.

I understand I have the right to withdraw from the study at any time up until I sign the transcription of my interview off as accurate, and to decline to answer any particular questions.

I agree to provide information to the researcher on the understanding that the name of my organisation and my professional capacity will be used in the research but my own name will not be used without my permission. I agree that the information will be used only for this research and publications arising from this research project.

I [agree] [do not agree] (please cross out the option that does not apply) to the interview being audio taped

I understand that I have the right to ask for the audio tape to be turned off at any time during the interview.

I agree to participate in this study under the conditions set out in the Information Sheet.

Signed:

Name:

Date:

Appendix D:

Letter to participants that accompanied transcription of interview

Dear

Thank you for participating in my research on partnerships between local government and the community sector.

Enclosed is the transcription of your interview. Please ensure the accuracy of the transcription. Delete any comments you do not wish to have included in the final transcription and add any further information or comments you wish to make.

Please return the transcription to me with your changes and comments to the address below in the stamped envelope provided. Alternatively, if you do not have any changes or comments and are satisfied that the transcription is accurate, please advise me by phone or email.

Again, thank you for allowing me to take your time to interview you. It is most appreciated. A summary of the findings of the research will be sent to you at the completion of the thesis.

Yours sincerely

Nadine Ord

Appendix E:

Excerpted Sections of The Local Government Act

Local Government Act 1974   066
Commenced: 1 Nov 1989, Part IA

IA: Purposes and Structure of Local Government

37K   Purposes of local government

    [37K. Purposes of local government---The purposes of local
        government in New Zealand are to provide, at the appropriate
        levels of local government,---
   (a) Recognition of the existence of different communities in New
       Zealand:
   (b) Recognition of the identities and values of those
       communities:
   (c) Definition and enforcement of appropriate rights within those
       communities:
   (d) Scope for communities to make choices between different kinds
       of local public facilities and services:
   (e) For the operation of trading undertakings of local
       authorities on a competitively neutral basis:
   (f) For the delivery of appropriate facilities and services on
       behalf of central government:
   (g) Recognition of communities of interest:
   (h) For the efficient and effective exercise of the functions,
       duties, and powers of the components of local government:
   (i) For the effective participation of local persons in local
       government.

Local Government Act 1974   066
Commenced: 1 Dec 1974

XXXV: Public Health and Well-being

596   Particular powers of territorial authority with respect to
          public health
and well-being

   [596. Particular powers of territorial authority with respect to
       public health and well-being--- (1) In order to provide for
       the health and well-being of the public, a territorial
       authority may---
   (a) Take, purchase, or otherwise provide and maintain land and
       buildings, within or outside the district, to be used as, or
       for the purpose of, mortuaries, rest rooms, creches,
       nurseries, and other like public amenities:
   (b) Lay out, improve, and plant any such land, and provide the
       same with all materials and equipment of any kind whatever
       necessary for the full use of the land for the purpose for
       which it is acquired:
   (c) Furnish any such buildings with all such things as the
       territorial authority thinks fitting for the purpose for
       which it is acquired or provided:
   (d) Fix reasonable charges to be paid for the use of any such
       land or buildings.

   (2) A territorial authority may make grants of money, or make
       advances upon such terms and conditions as it thinks fit
       (including, if the council thinks fit, a condition that the
       advance is to be free of interest), or grant leases of land
       at such rental, for such term, and on such conditions as it
       thinks fit, to the trustees or other governing authority of
       any body (whether incorporated or not), whether within or
       outside the district, which is not conducted for private
       profit and the object or principal object of which is to
       establish, maintain, control, aid, or carry on any of the
       following:
   (a) Dental clinics, creches, district nurses, or any branch of
       the Royal New Zealand Society for the Health of Women and
       Children, or other body formed for the object of conserving
       the public health or well-being of the community or tending
       the sick or injured:
   (b) Generally any purpose of public health or well-being, or of
       improving or developing such public amenities.

   (3) The Public Bodies Leases Act 1969 shall not apply to any
       lease granted under subsection (2) of this section.

   (4) In addition to all such powers as aforesaid, a territorial
       authority may, with the consent of the trustees or other
       governing body of any such body as aforesaid, assume control
       of any institution conducted by that body and acquire the
       property thereof, and those trustees and governing
       authorities are hereby authorised to give that consent and to
       transfer that property to the territorial authority.

(5) A territorial authority may from time to time, by deed or other instrument and subject to such terms and conditions as it thinks fit, guarantee the repayment of any money [[(including any interest payable on that money)]] advanced to any incorporated association or body of persons not carried on for private profit whose object or principal object or one of whose principal objects is to establish, maintain, control, conduct, aid, or carry on generally, whether within or outside the district, any purpose of public health or well-being or of improving or developing public amenities for such purposes.

(6) Where a territorial authority becomes liable to make any payment under any such guarantee as aforesaid, it may make the payment out of the general revenues of the district or out of any money borrowed under this section.

(7) For the purpose of paying any amount payable by the territorial authority in respect of any guarantee given by it under subsection (5) of this section, or for the purpose of refunding to the general revenues of the district any money paid thereout under this section, the territorial authority may borrow money by way of special loan under the Local Authorities Loans Act 1956, by special order and, notwithstanding anything in section 34 of that Act, without the prior consent of the [[electors]].

[PART XXXVI
[RECREATION AND COMMUNITY DEVELOPMENT

This Part (comprising ss. 598-621) was enacted (together with Parts XXIII-XXXV and XXXVII-XLV) by s. 2 of the Local Government Amendment Act 1979 (see s. 1 (4) of that Act). By s. 10 (1) (b) of the Local Government Amendment Act 1979, Parts XXIII-XLV are deemed to be a consolidation of the enactments repealed by s. 9 (1) of that Act.

[598. Council may promote community welfare---(1) The council may, either singly or jointly with any other local authority or any other organisation or group or body of persons (whether incorporated or not), undertake, promote, and encourage the development of such services and facilities as it considers necessary in order to maintain and promote the general well-being of the public and may promote or assist in promoting co-operation in and co-ordination of welfare activities in the district.

(2) Without limiting the generality of subsection (1) of this section, the council may under that subsection---
(a) Take, purchase, or otherwise acquire or provide land and buildings, and furnish and equip any such buildings and maintain, develop, and improve any such land or buildings:
(b) Meet the cost of any such expenses as may be necessary for the establishment, management, and maintenance of community welfare services or activities:
(c) Prepare and publish posters, abstracts, and other material in connection with welfare services and activities:
(d) Undertake or facilitate the undertaking by other local authorities or other organisations or groups or bodies of persons (whether incorporated or not) of appropriate programmes, activities, research, or surveys.

(3) The council may make such charges (if any) as it thinks fit for any services, facilities, or equipment provided pursuant to this section.

(4) The council may---
(a) Make grants of money, or make advances on such terms and conditions as it thinks fit (including, if a council thinks fit, a condition that the advance is to be free of interest), or grant leases of land at such rental and for such term and on such conditions as it thinks fit, to any organisation or group or body of persons (whether incorporated or not) whose object or principal object is conserving or promoting the welfare of the community or of any members of the community:
(b) By deed or other instrument, and subject to such terms and conditions as it thinks fit, guarantee the repayment of any

money [[(including any interest payable on that money)]] advanced to any such organisation or group or body.

(5) Where the council becomes liable to make any payment under any such guarantee as aforesaid, it may make the payment out of the general revenues of the district or out of any money borrowed under this section.

(6) For the purpose of providing funds to enable it to make any payment for which it becomes liable in respect of any guarantee given by it pursuant to subsection (4) of this section, or for the purpose of refunding to the general revenues of the district any money paid thereout under this section, the council may borrow money by way of special loan under the Local Authorities Loans Act 1956, by special order, and notwithstanding anything in section 34 of that Act in the case of a territorial authority, without the prior consent of the ratepayers.

(7) In addition to all such powers as aforesaid, the council may, with the consent of the trustees or other governing authority of any such organisation or group or body, assume control of any institution conducted by that organisation or group or body and acquire the property thereof, and those trustees and governing authorities are hereby authorised to give that consent and to transfer that property to the council.

Local Government Act 1974   066
Commenced: 1 Dec 1974

XXXVI: Recreation and Community Development

601   Powers of council in relation to recreation and community development

[601. Powers of council in relation to recreation and community
    development---(1) The council may, either singly or jointly
    with any other local authority or any other organisation or
    group or body of persons (whether incorporated or not),
    undertake, promote, and encourage the development of such
    services, facilities, amenities, and programmes as it
    considers necessary to provide for the recreation, amusement,
    and instruction of the public, and the provision or
    improvement or development or maintenance of amenities for
    the [[public]].

(2) Without limiting the generality of subsection (1) of this
    section or any other powers of the council, whether under
    this Act or any other enactment, the council may under that
    subsection---
(a) Take, purchase, or otherwise acquire or provide land and
    buildings within or outside the district, and furnish and
    equip any such buildings and maintain, improve, or develop
    any such land or building:
(b) Meet the cost of any such expenses as may be necessary for
    the establishment, management, and maintenance of
    recreational and educational services and activities and
    entertainment:
(c) Undertake or facilitate the undertaking by other local
    authorities or other organisations or groups or bodies of
    persons (whether incorporated or not) of appropriate
    programmes, activities, research, or surveys:
(d) Facilitate in any way the improvement or development or
    maintenance by a controlling authority of any walkway within
    the meaning of the New Zealand Walkways Act 1975:
(e) Prepare a recreation plan to give effect to this section.

(3) Every recreation plan shall conform to the district scheme.

(4) The council may make such charges as it thinks fit for any
    services, facilities, or equipment provided pursuant to this
    section, subject in the case of a library to the following
    provisions:
(a) The right to join the library shall be open to the residents
    of the district free of charge; but
(b) The council may by resolution make charges for lending books,
    sound recordings, video recordings, films, paintings, or
    prints out of any library under its control.

(5) The council may---
(a) Make grants of money, or make advances on such terms and
    conditions as it thinks fit (including, if the council thinks
    fit, a condition that the advance is to be free of interest),

or grant leases of land at such rental and for such term and on such conditions as it thinks fit, to any organisation, group, or body of persons (whether incorporated or not) whose object or principal object is the recreation, enjoyment, education, or instruction of the [[public]], or the promotion of any form of culture, or the improvement or development of amenities for the [[public]]:

(b) By deed or other instrument and subject to such terms and conditions as it thinks fit, guarantee the repayment of any money [[(including any interest payable on that money)]] advanced to any such organisation, group, or body.

(6) Where the council becomes liable to make any payment under any such guarantee as aforesaid, it may make the payment out of the general revenues of the district or out of any money borrowed under this section.

(7) For the purpose of providing funds to enable it to make any payment for which it becomes liable in respect of any guarantee given by it pursuant to subsection (5) of this section, or for the purpose of refunding to the general revenues of the district any money paid thereout under this section, the council may borrow money by way of special loan under the Local Authorities Loans Act 1956, by special order, and notwithstanding anything in section 34 of that Act in the case of a territorial authority, without the prior consent of the [[electors]].

(8) In addition to all such powers as aforesaid, the council may, with the consent of the trustees or other governing authority of any such organisation or group or body, assume control of any institution conducted by that organisation or group or body and acquire the property thereof, and those trustees and governing authorities are hereby authorised to give that consent and to transfer that property to the council.

Appendix F:

Characteristics of Charitable Trusts and Incorporated Societies

The main characteristics of a Charitable Trust are:
- Any profit made has to be used for charitable aims. Set up under a Trust Deed .
- If Incorporated, it must have a minimum of 2 appointed or elected Trustees who form a Board. If not incorporated it can have any number of Trustees and they do not have to form a board. A non-incorporated Trust is equivalent to a legal arrangement between individuals.
- Trustees make the decisions on behalf of the larger group who are known as beneficiaries of the Trust in the legal language.
- It is better to have 3 -5 Trustees rather than the legal minimum of 2 otherwise the decision making process has the potential to become very closed.
- Trustees remain in office until they retire or until their term expires as set out in the Trust Deed. Make sure the Trust Deed says how long a Trustee should serve.
- Sometimes a Trust structure can result in limited community involvement in decisions.
- Trustees are generally not accountable in specific ways unless the Rules specifically set these out.
- No particular on-going reporting requirements to Ministry of Commerce.
- Assets of the Trust can be used to meet its debts but no Trustee is personally liable if it is Incorporated and Trustees have acted responsibly. The Rules of the Trust form part of the Trust Deed.
- AGM and ordinary meetings of the Trust are not automatically open to members. It has to be specifically written in to the Trust Deed if you want open meetings.
- Can be legally wound up at any time, unless a specific term for its existence has been stipulated in the Trust Deed (more common in private Trusts).
- Needs to be registered separately with the IRD to be exempt from payment of tax.

The main characteristics of an Incorporated Society are:
- May have charitable aims but doesn't have to.
- Must have a minimum of 15 members.
- People may join or leave the society in accordance with membership rules. Must keep an up to date register of current members showing name, address occupation, and the date the person became a member.
- Decisions are made by members.
- Usually has an elected Management Committee.
- Set up under a Constitution (Rules)
- Can make profits and employ people.
- Cannot distribute profits to members.
- Annual financial statements required by Companies Office of the Ministry of Commerce.
- Set up under Incorporated Society Act 1908.
- Needs to register with the IRD for tax exemption.
- May be wound up by the Registrar of Incorporated Societies

Source: Department of Internal Affairs, 1999b