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

# THE EFFECTIVENESS OF NEW ZEALAND MARINE RESERVE ADVISORY COMMITTEES AS A PARTICIPATORY MECHANISM

A thesis presented in partial fulfilment of the requirements for the Master of Resource and Environmental Planning at Massey University, Palmerston North, New Zealand.

Laani Kirsten Uunila

#### ABSTRACT

Knowledge about participatory management practices in marine protection is deficient; despite this, participatory approaches are being used with increasing frequency. In New Zealand, marine reserve advisory committees (MRCs) are a means to facilitate public involvement in marine management. The aim of this study is to determine if MRCs are an effective participatory mechanism. Four case study MRCs are examined: Kapiti, Te Whanganui-A-Hei, Long Island-Kokomohua and Te Tapuwae o Rongokako. Data collection techniques include Department of Conservation (DOC) staff interviews, a MRC member survey and document analysis.

The case study MRCs consist of eight or nine members, and include tangata whenua Membership is not representative of the inactive public. and interest groups. Comparing MRCs to theory indicates the committees are classic examples of elite advisory groups. Not all DOC staff and committee members have the same understanding of MRC roles or the benefits members receive from participation. Specific MRC roles vary, but can include advising DOC, creating public awareness initiatives and fostering community support. Absenteeism, DOC and Conservation Board support, funding, terms of reference and meeting frequency influence MRC effectiveness. The majority of DOC interviewees and MRC survey respondents are satisfied with the current system; however, MRC respondents desire more funding and resources. Only one case study MRC has a strong majority of respondents who want to augment their responsibilities and decision-making power. To increase the ability of MRCs to act, a framework of different levels of advisory committees is suggested. Means to improve the current MRC system include: networking between marine reserves; clarifying terminology used (e.g. participation and partnership); greater use of perceptual and traditional knowledge; a transparent process; tangible results; and providing MRC members with incentives and clear feedback. Building on other research, this thesis enhances the understanding of interactions between MRCs and DOC, and provides guidance that may be useful to build on current efforts to engage the local community in marine conservation. Though specific to New Zealand, the results are useful to planners and managers in other nations because effective participation and community support are key to the success of protected areas.

Thanks must go to the New Zealand Vice Chancellor's Committee and Massey University, as my Commonwealth Scholarship was fundamental to the completion of this study. The marine reserve advisory committee members who took the time to answer my questions were of vital importance to this study; as were the Department of Conservation staff members who answered questions and provided access to documents.

My primary supervisor, Dr. Jo Rosier, needs to be thanked for her guidance throughout this study. When he could be pinned down, my secondary supervisor Mark Bellingham provided insight that proved valuable. One person who was invaluable to me, but does not want mention, provided understanding and assisted by ensuring I was not distracted by other commitments. To honour that request, rather than thanking him, I want to attempt to capture in words, an experience we had during our South Island travels – fittingly, in one of my case study reserves.

The calm waters continue on the eastern side of Long Island. The day's muggy silence and clarity of the reflections are broken only by our paddle strokes and the kayaks gliding through the water. From the silence comes whales; our ears focus on their breathing and our eyes follow their movements. More graceful than our aspirations;

glistening backs and dorsal fins rise and descend through the waters around us.

# CONTENTS

ABSTRACT	ii
ACKNOWLEDGEMENTS	iii
LIST OF FIGURES	vii
LIST OF TABLES	viii
CHAPTER ONE – INTRODUCTION	1
1.1 Introduction	1
1.2 Statement of the Problem	1
1.3 Significance of the Study	2
1.4 Aim of the Study	2
1.5 Scope and Assumptions	3
1.6 Management of the Marine Environment	4
1.7 Marine Protection in New Zealand: Marine Reserves	6
1.8 Thesis Structure	12
CHAPTER TWO – LITERATURE REVIEW	14
2.1 Introduction	14
2.2 Participation in Planning and Resource Management	14
2.3 Essential Participatory Elements	18
2.4 Levels of Participation	20
2.5 Levels of Participation in Marine Protected Areas	22
2.6 Combining Participation Levels and Elements	33
2.7 Summary	34
CHAPTER THREE – METHODOLOGY	36
3.1 Introduction	36
3.2 Research Approach	36
3.3 Scoping Interviews	37
3.4 Case Study Selection	37
3.5 Data Collection	38
3.6 Triangulation	43
3.7 Critique of Data Collection Techniques	43
3.8 Summary	44

CHAPTER FOUR – CASE STUDIES	45
4.1 Introduction	45
4.2 Introduction to the Four Marine Reserves	45
4.3 MRC Membership Structure	49
4.4 MRC Meeting Frequency, Quorums and Attendance	51
4.5 MRC Roles	53
4.6 MRC Actions and Concerns	55
4.7 Summary	71
CHAPTER FIVE – DATA ANALYSIS	72
5.1 Introduction	72
5.2 DOC Interview Responses	72
5.3 MRC Member Survey Responses	82
5.4 Summary	98
CHAPTER SIX – DISCUSSION	99
6.1 Introduction	99
6.2 MRCs as a Mechanism for Participation	99
6.3 Public Communication and Relations	105
6.4 Incorporation of MRC Recommendations into Policy	107
6.5 MRC Relations with DOC, CBs and other Organisations	109
6.6 Satisfaction with the Current Process	111
6.7 Relating New Zealand Practice to Theory	118
6.8 Chapter Summary	130
CHAPTER SEVEN – SUMMARY, CONCLUSIONS AND	
RECOMMENDATIONS	132
7.1 Thesis Summary	132
7.2 Conclusions and Recommendations	133
REFERENCES	145
GLOSSARY	164
ACRONYMS	166
APPENDICES	167
Appendix A: Deficiencies in Past Studies	167
Appendix B: Healey's Inclusionary Argumentation Tools	169

Appendix C: Environment Canada's Definition of Community	170
Appendix D: International Advisory Group Examples	171
Appendix E: Interview Schedule	174
Appendix F: DOC Consent Letter	176
Appendix G: MRC Survey	177
Appendix H: Justification of Survey Questions	184
Appendix I: Questionnaire Information Sheet	185
Appendix J: Summary/Contact Details Form	186
Appendix K: Problems Regarding Establishment	187
Appendix L: Meeting Attendance and Frequency	189
Appendix M: Unofficial roles of Te Whanganui-A-Hei MRC	191
Appendix N: Reviews of Te Whanganui-A-Hei MRC	192
Appendix O: Te Whanganui-A-Hei MRC	
Contributions to Policy	193
Appendix P: Relevance of DOC (Draft) National Strategy	
Building Community Support for Marine	
Protection to MRCs	194
Appendix Q: Issues Raised by iwi	197
Appendix R: Networking Between MRCs	198
Appendix S: Results from Area Office DOC Interviews	199
Appendix T: Results from MRC surveys	203

## LIST OF FIGURES

1.	Map of New Zealand Marine Reserves	7
2.	Thesis Structure	13
3.	Arnstein's (1969) Ladder of Citizen Participation	20
4.	The Missing Elements Links in the Advisory Group Process	34
5.	Co-management: Additive Elements	34
6.	Personal Awareness of Marine Conservation Broadened by MRC	85
7.	Respondent Support for Maintaining the Current System	96
8.	Position of MRCs in Relation to Theoretical Participation Levels	127

80

## LIST OF TABLES

1.	New Zealand's 16 Marine Reserves	8
2.	Agencies Responsible for Marine Reserves	10
3.	Types of Marine Advisory Committees	11
4.	Possible Roles of MRCs as Outlined in a National Discussion Paper	11
5.	Participation: Outcome or Process?	16
6.	Inclusionary Argumentation	17
7.	Comparison of Levels of Participation Presented by Several Authors	21
8.	Participation Levels: Education, Advisory Committee and Co-management	23
9.	Types of Stakeholders	27
10.	Donaldson's (1994) Types of Committees	29
11.	Mitchell's (1997) Elements for Successful Partnerships	29
12.	Participatory Elements Reflected in Levels of Participation	33
13.	Case Study Marine Reserve Facts	45
14.	Structure of the Case Study Marine Reserve Committees	49
15.	MRC Meetings per Annum	51
16.	Absenteeism and Attendance in MRC Case Studies	52
17.	Roles of Case Study MRCs According to their Terms of Reference	54
18	Summary of MRC Involvement in Policy	56
19	Awareness Raising Activities Discussed by MRCs	60
20	Te Whanganui-A-Hei MRC Awareness Raising Initiatives	62
21	Terminology Used when Describing MRCs	65
22	Frustration Between MRC Members and DOC	90
23	Access to Information	93
24	Resources Desired by MRC Members	93
25	Open Responses of MRC Members Regarding their TOR	94
26	Roles of MRCs According to Different Sources	102
27	MRC Input into Management Plans	108
28	MRC Performance in Regards to the Essential Participatory Elements	123
29	Advisory Group Checklist	125
30	Advisory Committee Levels and Checklist	140