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

A thesis presented in partial fulfilment of the requirements for the
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at Massey University, Palmerston North, New Zealand.

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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 and interest groups. Membership is not representative of the inactive public. 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.

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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.*

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CHAPTER ONE – INTRODUCTION

1.1 INTRODUCTION

Marine reserve advisory committees (MRCs) are being used with increasing frequency in marine reserve management in New Zealand. Historically, much international attention has focussed on New Zealand marine reserves since the system is based on a 'no-take' concept. In addition, New Zealand researchers pioneered the study of marine reserve establishment in relation to the socio-economic context – questioning public attitudes, versus relying on the opinions of managers and government officials. Following this tradition, this study moves forward from establishment to management, examining the effectiveness of MRCs as a mechanism for public participation.

This chapter introduces the reader to the thesis and contains an examination of the problem statement, significance of the study, aim, scope and assumptions. Background information on marine management and New Zealand marine reserves is then introduced. The final section outlines the framework for the remaining chapters.

1.2 STATEMENT OF THE PROBLEM

Knowledge about the effectiveness of participatory management of marine protected areas is deficient. The need for this study was realised following a review of marine protected area literature from journals in the field of coastal management: *Ocean & Coastal Management*, *Coastal Management*, *Ocean Policy*, in addition to several other sources concerned with marine issues, community participation and planning. The majority of studies on coastal participatory processes are quantitative or descriptive. Studies sometimes elicit resource managers' views of participation, but often do not examine multiple perspectives (Appendix A). The perspectives of stakeholders who contribute time and effort to the management process are also an important consideration. Currently, studies that do elicit participants' views are primarily concerned with the establishment of marine reserves, not management. Past studies, their deficiencies and strengths are examined in detail in Appendix A.

In order to gain community support for marine protected area (MPA) establishment and management processes, social and economic issues and constraints must be considered (Alder 1996; Cocklin et al. 1998; Fiske 1992; Polunin & Wabnitz 2001; Wolfenden et al. 1994). Of key importance to this study is Alder's (1996) call for an examination of how levels of public participation and awareness raising programmes influence management effectiveness. This study helps advance the knowledge of social considerations in MPA management by examining perspectives of DOC staff and those members of the public involved in MRCs.

1.3 SIGNIFICANCE OF THE STUDY

There are two key reasons for this study. The first is to gain knowledge about the perceived and actual effectiveness of MRCs as a participatory mechanism, by linking theory, rhetoric and practice in New Zealand. The second reason is to begin filling the gap in international literature about marine advisory committees. Knowledge of the level of participation desired by marine advisory group members in contrast to the level offered by government agencies is still a relative unknown in MPA literature; this study attempts to rectify that problem.

In New Zealand, MRCs are a means of facilitating community involvement in marine reserve management. Gauging the effectiveness of MRCs is important as ineffective public participation can lead to feelings of resentment, disinterest and confrontational stances (Arnstein 1969; Brown et al. 1998; Forester 1989). The results of this study can aid conservation, as insight can help improve practice. 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.

1.4 AIM OF STUDY

The aim of this study is to determine if marine reserve committees are an effective participatory mechanism; and if not, to draw examples from theory and international practice to provide suggestions for improvements. Four MRC case studies, examined using methods discussed in Chapter Three, provide examples of New Zealand practice. Discovering the answer to the aim of the study involves asking six research questions:

1. Do the perceptions of MRCs as a mechanism for participation differ between Department of Conservation (DOC) staff and MRC members?
2. What is the status of MRC relations and communication with the public?
3. Do MRCs influence DOC policy?
4. What is the relationship of MRCs with DOC, Conservation Boards and other organisations?
5. Are MRC members and DOC staff satisfied with the current process?
6. How do New Zealand MRC practices compare to different theoretical approaches to public participation?

These research questions examine different elements of effectiveness. The most effective committee is one where the parties involved agree; therefore, perceptions of participation must be known. MRCs, as discussed in section 1.7, are a mechanism to allow community input into marine reserve management, meaning knowledge of MRC relations and communication with the public is important. The effectiveness of MRCs also depends on their influence on DOC policy, and their relations with organisations. Determining the level of satisfaction with the current system and a comparison of theory to practice can assist in defining future directions for MRCs.

1.5 SCOPE AND ASSUMPTIONS

To keep the study manageable, matters not dealt with are: 1) means of protection other than marine reserves; 2) the effectiveness of day-to-day marine reserve management; 3) perceptions and desires of the general public; and 4) local concerns of tangata whenua.¹ Marine reserves are the means of marine protection examined in this thesis; other types of marine protection, such as: taiapure,² marine mammal sanctuaries and marine parks³ are not examined. Moreover, in this study the focus is on MRC effectiveness as a mechanism for public participation, not on MRC contributions to ecological management. The perceptions of the general public, in terms of their desires for involvement are also not included. This study is primarily concerned with MRCs and DOC staff – future research is required to gain an understanding of public opinions.

¹ “*First people of the land*” (Roberts et al. 1995, 20).

² Established under the Fisheries Act, taiapure recognise Maori values in local fishery management; an advisory group format is used (Bellingham 1992; Ministry for Maori Development 1993).

³ Marine mammal sanctuaries and marine parks have no formal public participation mechanisms that resemble marine reserve committees.

Local concerns of tangata whenua are not discussed in the main text. Any attempt to give partial coverage to local concerns would be an injustice as greater respect is due, including consultation with tangata whenua and their MRC representatives. Concerns that arise in more than one MRC are noted in subsequent chapters.

As with any research, assumptions must be clarified; there are three main assumptions relating to this study. The first assumption is that the full picture of marine reserve participation is lacking because past studies do not examine the perspectives of stakeholders and management personnel in combination with theory. Therefore, results from this research can provide greater insight into the participatory process. The second assumption is that DOC staff and various MRCs are not going to desire the same level of involvement in the participatory process; nor are they going to have the same perceptions about current levels of participation. The third assumption is that marine reserves are the most comprehensive marine protection mechanism. Marine reserves are the most widespread mechanism for protecting marine life in New Zealand and generally do not allow extraction. Means of fisheries management such as mataitai reserves⁴ and taiapure are extremely important as they allow greater involvement of Maori. However, these local mechanisms are not yet as extensive as marine reserves.

1.6 MANAGEMENT OF THE MARINE ENVIRONMENT

The amount of attention afforded to the marine environment has historically been less than that given to terrestrial areas. Marine management systems are less developed than their terrestrial counterparts, and are in fact several decades behind (Agardy 1994; Shafer 1999). Ricketts (1988) makes an important observation that people are less willing to accept marine protected areas than terrestrial ones; due in part to historic open access of the marine environment. In addition, there is less knowledge of the adverse impacts resulting from widespread use of the marine environment.

The marine environment differs from the terrestrial one in terms of dynamism. Challenges created by flow and fluidity are of primary concern to marine conservation advocates (Agardy 1994; Ricketts 1988). Debates about land or marine management

⁴ Fishery management mechanisms in “*areas of traditional importance to tangata whenua... and [are] managed by committees nominated by tangata whenua*” (Ministry for Maori Development 1993, 25).

are outdated, as new systems of resource management should focus on integrated policies. The recognition of the need to acknowledge the land-sea interface was well developed by the early to mid-1990s (Brunckhorst & Bridgewater 1995; Gubbay 1990; Clark 1996). Chapter 17 of Agenda 21 brought this issue to the forefront by calling for integrated marine and coastal management (UNCED in Ottesen & Kenchington 1995).

Integrated coastal zone management (ICZM) is the integration of government, business and community in a resource management and planning process that goes beyond traditional political and sectoral boundaries (Bower & Turner 1998; Cicin-Sain and Knecht 1998, Ehler & Basta 1993; McCarthy et al. 2001). The ICZM paradigm relates to MPAs because effective management requires both a regulatory framework and protected areas (Clark 1996). Clark provides a good description of the role of MPAs within the ICZM framework:

“Planning for a park in isolation from surrounding land uses and peoples, and without interagency cooperation usually will not work because protected areas that are alienated from a wider program of coastal resources management exist as islands of protection threatened by surrounding areas of uncontrollable exploitation” (1996, 166).

A ‘big picture’ focus is associated with ICZM; strategy and policy are focal areas. ICZM policy is often a national initiative, which can leave public participation and involvement a weak link in the process. Public participation receives mention by authors who outline ICZM guidelines (Cicin-Sain & Knecht 1998; Dyoulgerov n.d.; Post & Lundin 1996). However, to achieve a transparent process often only awareness raising and the basic levels of participation are outlined, such as: access to information, public hearings and consultation. In a review of ICZM practices, the Organisation for Economic Co-operation and Development (OECD) calls for member countries to *“pursue the current trend towards a more community-based approach to coastal zone management, and toward increased public participation in ICZM planning and decision making”* (1997, 32). The need for meaningful participation must be remembered, as participatory practices become the norm.

ICZM is important, as it is the framework that encompasses marine protected areas. A call for public participation in ICZM means a call for participation in all its components

– including marine protection. While an examination of New Zealand's national marine management system is beyond the scope of this thesis, it is important to note that the body of MPA work examined cannot be considered in isolation to the wider management framework. New Zealand is working on an Oceans Policy to integrate marine and coastal management efforts. Currently, however, few integration mechanisms exist.

1.6.1 Marine Protected Areas

Marine protected areas are conservation measures with worldwide distribution. MPAs differ by nation, and even within nations in terms of the reason for establishment, degree of protection and management. Agardy (1997; 1999) declares the term MPA is generic enough to encompass all forms of marine protection, from international biosphere reserves to small no-take reserves. Boersma and Parrish (1999) agree with the wide scope of the MPA definition. Despite variations of form, there is one definition that has gained international acceptance:

“Any area of intertidal or subtidal terrain, together with its overlying water and associated flora, fauna, historical and cultural features, which has been reserved by law or other effective means to protect part or all of the enclosed environment” (Kelleher & Kenchington 1992, 7).

This definition, adopted in 1988 by The World Conservation Union (IUCN), has widespread support.⁵ Some authors prefer the term *marine and estuarine protected area* (Kriwoken & Haward 1991; Ray and McCormick-Ray 1995); however, for the purpose of this thesis, the term *marine protected area* is used.

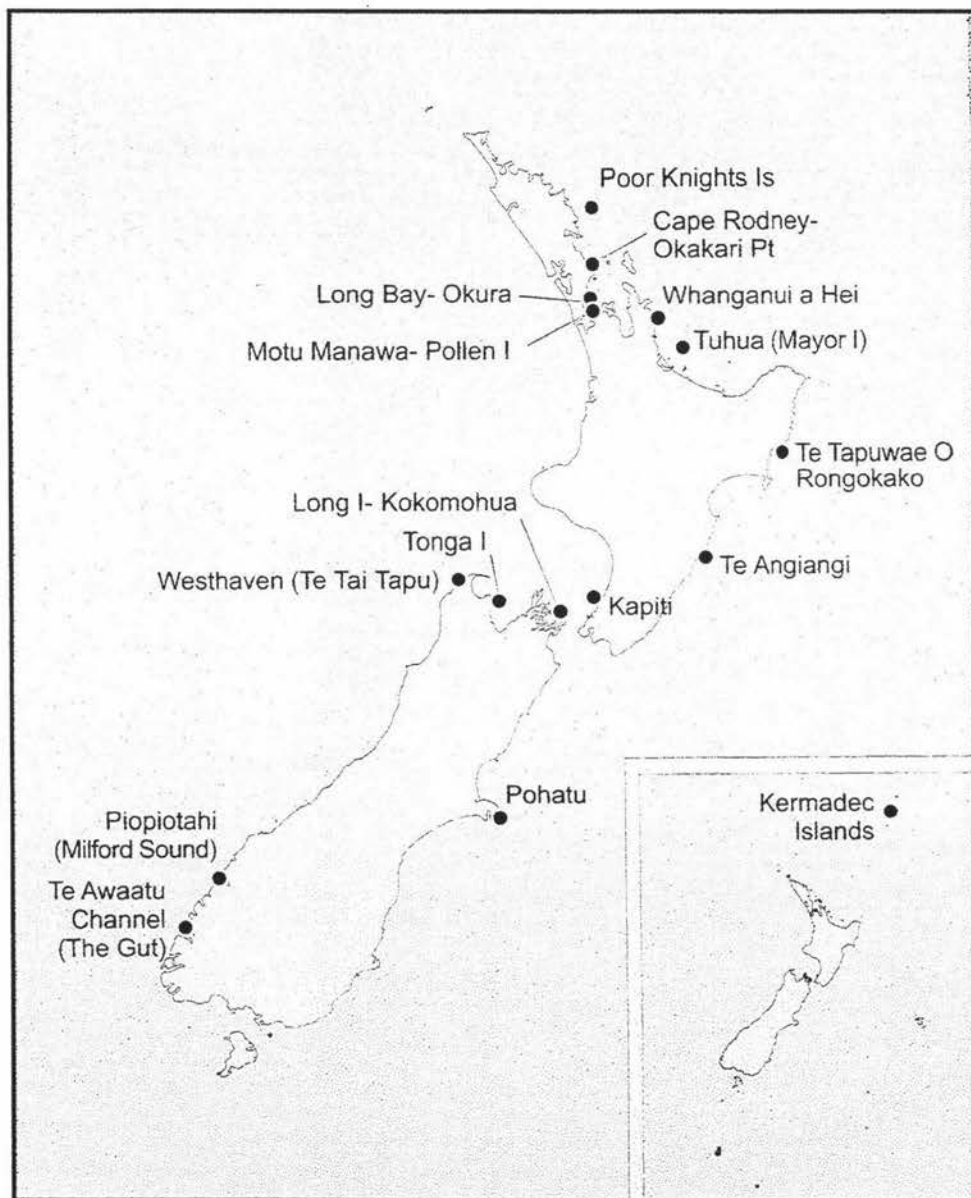
1.7 MARINE PROTECTION IN NEW ZEALAND: MARINE RESERVES

The region containing the most MPAs, 19.9 percent of those in the world, is Australia and New Zealand (Kelleher et al. 1995). This fact is misleading, as only four percent of New Zealand's territorial waters are protected under the marine reserve system; the most widespread mechanism for marine protection (DOC 2000a). The statistics become

⁵ The IUCN definition is widely cited, e.g. Cocklin et al. 1998; Ottesen & Kenchington 1995; Shackell & Willison 1995; and the Australian and New Zealand Environment and Conservation Ministerial Council's National Advisory Committee on MPAs 1999.

even less reassuring when Kermadec Islands Marine Reserve is discounted, then only 0.093 percent of territorial sea is protected (Parliamentary Commissioner for the Environment [PCE] 1999). The New Zealand government, however, is not satisfied with the current status and is working on creating a national representative system (DOC & Ministry for the Environment [MfE] 2000; PCE 1999). As of April 2002, New Zealand has 16 marine reserves (Figure 1; Table 1). Table 1 outlines the marine reserves in terms of the year of establishment, size and committee type; MRCs are examined in detail in section 1.7.2.

Figure 1 – Map of New Zealand Marine Reserves



Source: DOC 2000b, 50

Table 1 – New Zealand's 16 Marine Reserves

MARINE RESERVE	EST.	HECTARES	TYPE OF COMMITTEE
Kermadec Islands	1990	748 000	
NORTH ISLAND			
Cape Rodney-Okakari Point (Leigh)	1975	518	Committee abolished 1990
Poor Knights Islands	1981	2 400	Committee abolished 1990 – A committee of the Northland Conservation Board currently advises on marine issues
Kapiti	1992	2 167	Combined
Te Whanganui-A-Hei (Cathedral Cove)	1992	840	Conservation Board
Tuhua (Mayor Island)	1992	1 060	Ad hoc
Motu Manawa-Pollen Island	1995	500	
Long Bay-Okura	1995	980	
Te Angiangi	1997	446	Combined
Te Tapuwae o Rongokako	1999	2 450	Combined
SOUTH ISLAND			
Long Island-Kokomohua	1993	619	Conservation Board
Piopiotaahi (Milford Sound)	1993	690	
Te Awaatu (The Gut)	1993	93	
Tonga Island	1993	1 835	
Westhaven (Te Tai Tapu)	1994	536	
Pohatu	1999	215	Combined

Material from: DOC 2000b

New Zealand marine reserves receive international recognition and praise, because the majority are no-take areas, banning even recreational fishing (Boersma & Parrish 1999; Cole-King 1995; Shackell & Willison 1995). Walls and Dingwall (1995) state that because marine reserves are no-take reserves, they are subsequently small in area.⁶ Agardy (1999) declares a network of small-protected areas, such as New Zealand's, has management advantages.

“Designating a network of smaller protected areas can amount to zoning for different uses, which is much easier than trying to overlay regulations on one continuous reserve. The network can also provide each group of local communities, decisionmakers [sic], and other stakeholders with their own defined arena in which to promote effective management, giving each group a sense of place and a focussed goal” (Agardy 1999, 6).

Community ‘ownership’ appears to be one approach DOC is taking in regards to marine reserves. Currently, tangata whenua and stakeholders can have some degree of management input through Conservation Boards or MRCs (Table 1). In DOC's (2000b)

⁶ Boundary disagreements during the marine reserve application process can result in a size reduction of the proposed reserve (e.g., three of the four the case studies illustrated in Chapter Four).

Marine Reserves Act 1971 review discussion document, feedback is requested on how to involve communities, Maori and stakeholders in the reserve management. Moreover, material in the discussion document indicates DOC (2000b) is considering strengthening the role of MRCs in the future.

1.7.1 Legislation and Management

The mechanism for creating no-take marine protected areas in New Zealand is the Marine Reserves Act 1971 (DOC 2000a). The Marine Reserves Act is currently under review to address several deficiencies (DOC 2000b). The majority of New Zealand's reserves are no-take. Legislation does not allow commercial fishing; however, the Minister of Conservation can permit non-commercial fishing (DOC 2000b). Kapiti Marine Reserve currently allows recreational whitebait⁷ fishing (DOC 2000b).

Marine reserves are:

“Specified areas of the territorial sea, seabed and foreshore managed for scientific study and to preserve the marine habitat in its natural state. Reserves may be established in areas that contain underwater scenery, natural features, or marine life of such distinctive quality, or so typical, beautiful or unique that their continued preservation is in the national interest” (DOC 2000a, 1).

Therefore, marine reserves are managed for preservation and scientific study; with criteria for establishment being: underwater scenery; natural features or marine life. Within DOC there is an interpretation of the Marine Reserves Act, which limits marine reserve status to *“areas of demonstrable scientific value, with only secondary attention to natural, scenic, recreational and cultural values”* (Walls & Dingwall 1995, 184).

As with most countries, marine management in New Zealand is divided amongst agencies. Currently, there is little integration between marine protection initiatives across government agencies and levels (DOC 2000b). Thirteen central government agencies, 16 regional councils or unitary authorities and 18 pieces of legislation have a role in marine protection (DOC 2000b). DOC and the Ministry for the Environment (2000) are calling for a role clarification in order to achieve integrated management.

⁷ Whitebait, juveniles of native anadromous fish, are fished at the Waikanae Estuary mouth.

The five main players in marine reserves are the Ministry of Fisheries, Ministry of Transport, Regional Councils, DOC and the New Zealand Conservation Authority (DOC 1995). Table 2 illustrates the roles of the four agencies/organisations other than DOC. The Department is responsible for marine protected areas and indigenous species. DOC marine reserve responsibilities include: marking reserve boundaries, enforcement, monitoring and issuing scientific permits (DOC 2000a).

Table 2 – Agencies Responsible for Marine Reserves

AGENCY	ROLE
Ministry of Fisheries (MFish)	<ul style="list-style-type: none"> • Fisheries management; require MFish permit for research removing marine reserve organisms; • Concurrence role in reserve approval • Must be consulted on general policy, conservation management plans (CMPs) and conservation management strategies (CMSs);
Maritime Safety Authority/ Ministry of Transport	<ul style="list-style-type: none"> • Vessel conduct, oil spills and discharge; • Concurrence role in the approval of marine reserves (Minister); • Concurrence role in boundary markers for marine reserves (Ministry); • Minister must be consulted on general policy, CMPs and CMSs.
Local Authorities	<ul style="list-style-type: none"> • Local authority consent may be required for a marine reserve; • Regional Councils must be consulted on policy, CMPs and CMSs; • Regional Councils share responsibility for managing coastal resources.
New Zealand Conservation Authority (Boards/MRCs)	<ul style="list-style-type: none"> • Provide advice to the Minister of Conservation; investigate national conservation matters; advise DOC on activities and evaluate new national parks and approve CMPs and CMSs

Material from: DOC 1995, 9-10; DOC 2000b; DOC & MfE 2000

1.7.2 Marine Reserve Committees

Marine reserves are not required to have an advisory committee. However, four types of MRCs are identified; one type is informal, the other three are established under legislation (Table 3). The Conservation Act provides for MRCs to be established as a committee of a Conservation Board (section 6N2b), as a Ministerial Advisory Committee (section 56) or as a combination of the two. Currently there are eight committees that provide advice on marine reserve management; however, only six are MRCs created under the Conservation Act (Table 1). The Marine Reserve Act used to allow formation of local marine reserve management committees; these committees were disbanded in 1990, due to the abolishment of quasi-autonomous non-governmental organisations (quangos) (DOC 2000b; Prendergast 1998). Replacing quangos are the New Zealand Conservation Authority and Conservation Boards, created by the Conservation Law Reform Act (DOC 2000b).

Table 3 – Types of Marine Advisory Committees

TYPE	ADVISORY	BOARD COMMITTEE	COMBINED	AD HOC
Powers	Advisory body to the Minister	Conservation Board may delegate powers	Advisory body and delegated powers	No statutory power
Weakness	Advisory role with no planning or policy powers	Must act within mandate of Conservation Board	Operates under two different sections of legislation	No statutory power
Strength	Relationship with Minister, via Regional Conservator	Policy advice and planning role	Advantages of both advisory and Board committee	Easiest committee to set-up

Material from: DOC n.d.a

In the mid-1990s, a draft discussion paper was circulated with the aim to create national principles for MRCs and the selection of members (DOC n.d.a). Unfortunately, there has been no action on this paper. Committee members often consist of members of the community, tangata whenua and representatives from interest groups (DOC 2000b). The draft discussion paper describes the committee types (Table 3) and outlines possible MRC functions (Table 4). The role of MRCs often encompasses “*policy, advisory and advocacy functions*” (DOC 2000b, 53).

Five principle roles emerge, if the roles from the discussion paper are grouped under headings: 1) provision of advice; 2) approving Conservation Management Plans and policies in the Conservation Management Strategies; 3) undertaking voluntary projects, raising funds and/or obtaining sponsorship; 4) acting as a communication link between DOC and community; and 5) promoting marine reserves and fostering community support. The first three roles relate to management of the marine reserve and interactions directly related to the Department. The latter two roles focus on the MRC and the community, returning to the MRC’s role as public participation mechanism.

Table 4 – Possible Roles of MRCs as Outlined in a National Discussion Paper

1. Providing advice on Conservation Management Strategies and Plans;
2. Approving the marine reserve Conservation Management Plan and/or policies in a CMS;
3. Comment on applications for research in the reserve;
4. Aid in development of research protocols for a marine reserve or marine reserves generally;
5. Advise the Regional Conservator on any management issues that may affect the marine reserve;
6. Advise the Minister or Director-General on any review of the Marine Reserves Act;
7. Act as a communication link between the public and DOC or Minister regarding the marine reserve and provide local information that may aid management of the marine reserve;
8. Promote the marine reserve and marine reserves generally and foster community support;
9. Where a marine reserve includes a recreational fishing area, provide advice on its management
10. Lead or undertake voluntary projects in a marine reserve, or raise funds or obtain sponsorship

Material abridged from: DOC n.d.a, 2-3.

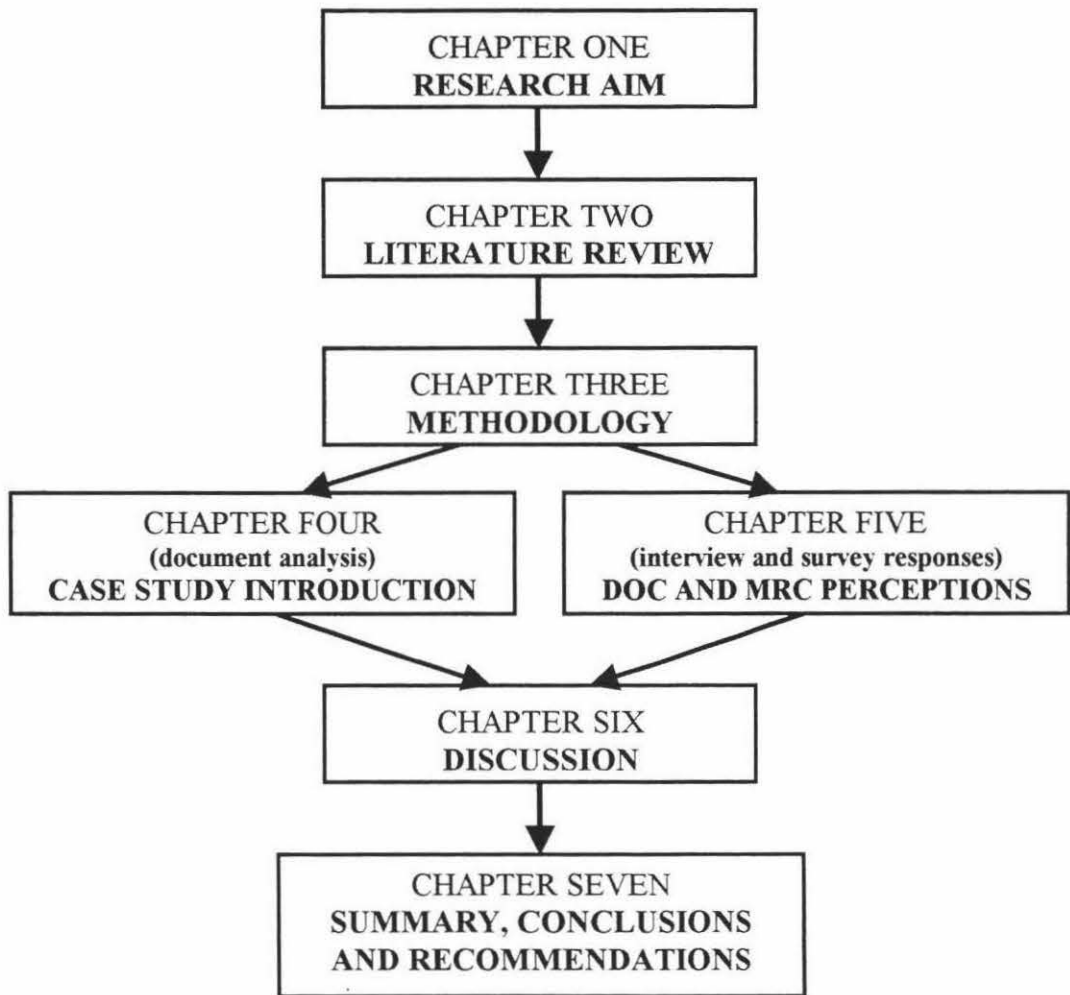
Boffa Miskel Limited (2001) examined the Marine Reserve Act review submissions; an abridged version of relevant findings is presented in the following paragraphs. Findings indicate the majority of submissions support MRCs; however, the current structure of the MRC system did not receive unanimous support. Boffa Miskel Limited (2001) reports a division between those who support MRCs as being Conservation Board committees and those who desire MRCs to be autonomous bodies, established under the Marine Reserves Act; other submissions indicate a preference for regional MRCs. The arguments for maintenance of the MRCs as Board committees relate to integrated land/sea management, as prescribed by ICZM; maintenance of a wider strategic focus; and compatibility with the established system. Feelings about current relationships between MRCs and Boards are divided. The arguments for autonomous MRCs include the need for marine management; lack of Conservation Board profile; and an improvement of partnerships with tangata whenua (Boffa Miskel Limited 2001).

Issues which are considered important, no matter what the MRC structure include: information sharing, *“fair representation of interest groups”* and tangata whenua involvement (Boffa Miskel Limited 2001, vii). The desired roles of the MRCs vary according to the submitter. However, development and/or approval of management plans; input into policies; day-to-day operational management; an advisor to DOC or the Minister of Conservation; decision-making; and *“active functions such as monitoring, education and promotion, advocacy, public liaison, enforcement, and organising scientific research”* were suggested (Boffa Miskel Limited 2001, vii).

1.8 THESIS STRUCTURE

There are six further chapters in this thesis (Figure 2). It is important to read Chapter Two (Literature Review) on MPAs and participatory theory to gain an understanding of the context and history behind the study. Methodology is discussed in Chapter Three. Chapter Four introduces the case study MRCs and presents information from document analysis. Chapter Five details the perspectives of MRC members and DOC staff from survey and interview results. The answers to the research questions and MRCs as an effectiveness participatory mechanism are discussed in Chapter Six. The final chapter, Chapter Seven, provides an overview of the thesis and directions for the future. To assist the reader, this thesis contains a glossary of terms and list of acronyms used.

Figure 2 – Thesis Structure



CHAPTER TWO – LITERATURE REVIEW

2.1 INTRODUCTION

New Zealand marine reserve committees (MRCs) are structured as advisory bodies, first and foremost. The current committee structure is not static as the Marine Reserves Act review discussion document is seeking suggestions on community and tangata whenua involvement (DOC 2000b). Literature from coastal studies, resource management and planning outline advisory committee structure and means of participation; providing models for possible improvements to the MRC system. This literature review begins with an outline of current planning and management developments in participation and includes an examination of a planning model, inclusionary argumentation. Four essential participatory elements are then described. The review continues with a description of participation levels and a closer examination of three levels (education, advisory group, co-management) in the coastal context. The four participatory elements are then compared to education, advisory groups and co-management. The final portion of the chapter outlines how the literature review relates to the rest of the thesis.

2.2 PARTICIPATION IN PLANNING AND RESOURCE MANAGEMENT

The meaning of the term ‘participation’ and the degree to which it is used have little consensus amongst managers and planners. Using a term with many meanings can cause significant problems, as expectations and realities can differ between groups. Dugdale and West define public participation as a cooperative communication process:

“between planners and the community that promotes the exchange of information and ideas and seeks joint problem solving and the resolution of conflict in order to produce plans and policies that are acceptable to the community and which can be effectively implemented” (1991, 2).

Clark (1996), summing up participation in a coastal context, acknowledges the need to move from a sectoral focus to an integrated approach. Maintaining this integrated coastal zone management (ICZM) theme, Clark describes participation as:

“true dialogue between all parties concerned with a particular resource in order to ensure that there is a sharing of agendas. Participation is not intended to

change the views of fishermen, the government officials, the planners, or the consumers. Nor is it a means to get a particular group or sector 'aligned' to the needs of another group. What it does is ensure an appropriate shift from single sectoral concerns and self-centred concerns to a collective agenda which all parties will be better prepared to address. Participation serves to unite people in the sharing of needs and ideas and in the working of solutions" (1996, 371).

Participatory resource management and planning is therefore, the inclusion of the public, both general and/or special interest groups, to help create socially acceptable and effective resource management decisions via a communicative process. Community and public participation, for the purposes of this thesis are used as synonyms of participation. An exception, is when public is superseded by 'general' or 'inactive,' meaning the portion of the population which does not seek to participate.

Public participation in resource planning and management has been growing since the 1960s (Donaldson 1994). This growth is due in part to the desire of government agencies to meet the basic needs of people (Michener 1998) and to create more democratic practices (Forester 1993). Participation is now often a legal necessity (Healey 1997). Aside from philosophical justification and legal requirements, benefits also arise from participation. The contribution of local resources, either in-kind or monetary, is one possible outcome of a participatory process (Howard et al. 1984; Mitchell 1997). The ideas of 'client satisfaction' and customer service reoccur in the literature (Ellsworth 1995; Environment Waikato 1997; McClendon 1991). By supporting participatory planning initiatives, governments can provide good service, key in becoming responsive to the community and being viewed in a more favourable light (Ellsworth 1995; Environment Waikato 1997; McClendon 1991).

Participation can make the government aware of where the public would like funding and programmes focused (Ellsworth 1995). Many people providing expertise and input create an array of solutions wider than what government personnel could achieve alone (Ellsworth 1995). Communities can often help create viable solutions if they are incorporated into the processes formerly the domain of planners, managers and scientists (Ellsworth et al. 1997). The public can contribute local knowledge useful for successful management. Neis (1995) and Agardy (1995) highlight the fact that local and traditional knowledge can supplement natural science, creating a better

understanding of the environment.¹ Coastal communities and indigenous people often have strong cultural ties to the marine environment, which should be acknowledged (Brunckhorst & Bridgewater 1995). Unfortunately, due to the predominant science focus, knowledge about social science elements is often lacking (Fiske 1992).

There is disagreement amongst authors about participatory planning, whether the focus should be on process or outcome. Table 5 outlines the differences in philosophy using four variables for comparison. The benefits of the participation process are key, but they are not sufficient to achieve resource management that meets the needs of current and future generations. Participation is a process that has many benefits, including better stakeholder relations and capacity building (Healey 1997); however, sight should not be lost of the result, better resource management measures and policy.

Table 5 – Participation: Outcome or Process?

	OUTCOME	PROCESS
Focus	Outcome is of primary importance	Process of collaboration is equal to or greater than outputs from the process
Practice	Technique	Philosophy
Advocates	Managers, planners	Sociologists, planners, theorists
End Result	Plan to be produced if possible	Better stakeholder relations

Material from: Aston 1999; Baum 1999; Healey 1997; Helling 1998

Management approaches to participation are still experimental (Chambers 1994; Venter & Breen 1998). Problems implementing participatory practices include:

- Agencies still gaining experience in implementation;
- Concerns over compromising areas under government responsibility;²
- Hesitation to invest time, finances and effort in the process;
- Misconceptions of the meaning of participation; and
- No early public involvement (Bens 1994; Healey 1997; Howard et al. 1984; Roberts & Hawkins 2001; Sandersen & Koester 2000; Venter & Breen 1998).

¹ There are three forms of knowledge: perceptual, indigenous/traditional and scientific (Rosier & Dyer 1998). Perceptual knowledge stems from experience; indigenous knowledge stems from cultural, spiritual factors and local experience. Indigenous and perceptual knowledge are often restricted to a geographic area; and can have gender differences (Quiroz 1994); Mathias (1995) calls for research and education to enhance acceptance of indigenous knowledge. Scientific knowledge is technical and widely accepted; however, it does not consider human attachment to landscape or experience (Rosier & Dyer 1998). All forms of knowledge are socially constructed and must be respected (Healey 1997). Scientific knowledge cannot be accepted at face value; it must be considered in light of contradicting science and other forms of knowledge (Healey 1997).

² Two contexts: 1) the need to preserve resources for future generations and/or the wider community; and 2) the belief that members of the public lack the capacity to manage resources.

Uncertainty how to use participation transfers into the coastal realm, with many different models of participation being used to varying degrees of success (section 2.5).

2.2.1 A Planning Model: Inclusionary Argumentation

Healey (1999) outlines a planning model that incorporates both process and outcome components of participation; however, the product of her model is a tangible strategy used to make planning decisions. Based on the New Institutional approach, Healey (1997) views society as being formed by *relational webs*. The relational webs represent different ways of knowing, it is the planner's role to create links between them; inclusionary argumentation is one method that can be used (Table 6). Inclusionary argumentation incorporates stakeholders and the use of dialogue to create shared capital, reach consensus, empower people and create new strategies for future planning initiatives (Healey 1999; Innes & Booher 1999a).

Table 6 – Inclusionary Argumentation

CHARACTERISTICS	STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> • Share power, ideas, responsibility • Humans are part of ecosystems • Collaboration • Diverse values, knowledge, beliefs • Consensus building • Capacity building • Truthful dialogue 	<ul style="list-style-type: none"> • Shared future vision • Creates links between different views • Can transform power relations, rules, resource flow, interactions • Use of experts 	<ul style="list-style-type: none"> • Power struggles • Need to link individual networks • Misinformation • May focus on short-term • Need respect and ability to listen

Material from: Healey 1999

Unlike ICZM, discussed in Chapter One, inclusionary argumentation has a greater focus on process and the human element. The model is built on interaction, communication and respect and techniques of involvement are comprehensive. Acknowledgement of existing government policy and power structures, however, is underdeveloped. Healey (1999) suggests the outcome of the process should be *blueprints*, not plans. In a resource management situation, blueprints need to be interpreted and implemented by someone. If the people who formulate the blueprints are not also the interpreters and implementers – the process stops short of a progressive participatory process. This weakness should not detract from the key tools suggested by Healey (1997) to create an inclusionary, collaborative process (Appendix B). The question of the degree and level of participation is an important one; discussed in detail in section 2.4.

2.3 ESSENTIAL PARTICIPATORY ELEMENTS

Meaningful participation consists of several elements: power, empowerment, capacity and consensus building. Power sharing is a key factor that determines the level of participation achieved. Some authors consider participation without power sharing not to be true participation (Arnstein 1969; Hilderbrand 1997). Arnstein (1969) cautions about the use of empty participation versus true sharing of power. Participation without power sharing can cause frustration, mistrust, disillusionment, apathy and defiance (Arnstein 1969; Brown et al. 1998; Duffy & Hutchinson 1997; Jones 2002). If the public does not believe they are being listened to or treated fairly, they may withdraw their active involvement (Forester 1989; Jones 2002). A key point is made by Ellsworth, “[n]o single segment of the community has the resources or the power to effectively resolve the issues” (1995, 198). This is one of the founding ideas behind participation, that better solutions can be created through collaboration and sharing.

The exertion of power is not always obvious (Few 2000). In his research on marine protected areas (MPAs) in Belize, Few found that power resources consist of “*social contacts, access to state apparatus, authority and knowledge (including the ability to draw on wider discourses of biodiversity conservation, sustainable development, economic growth, ecotourism and public participation)*” (2000, 405). Eade (1997) states partnerships do not occur if power inequalities exist. Moreover, people with power, often overlook inequalities, believing a partnership exists (Eade 1997). Few (2000) emphasises the need to consider the power differentials during the planning phases, as the outcomes influence management. Power structures of New Zealand MRCs are outlined in Chapter Four and Five, and discussed in Chapter Six.

Participation is the first step in achieving empowerment (Itzhaky & York 2000). Empowerment is “*a process by which people gain control over their lives, democratic participation in the life of their community, and a critical understanding of their environment*” (Perkins & Zimmerman in Itzhaky & York 2000, 570). The linking of empowerment to environment, as highlighted by Itzhaky and York (2000) is important to public participation in MPA management, as often management goals include education and increasing public awareness of conservation issues.

The aim of capacity building is to allow people *"to determine their own values and priorities, and to act on these"* (Eade in Aston 1999, 496). Provision of skill training, information and resources may be required (Webler et al. 2001). Like many segments of participatory practice, capacity building involves different levels. Aston (1999) lists four such levels: personal, local, national and institutional (496). Capacity building can also be a means, process and/or ends (Eade 1997).

Networking is one means to increase people's capacity, as it allows for both information sharing and collective power/impact (Eade 1997).

"Not all networks result in tangible gains for their members, or lead to practical action or change. But belonging to a network, or making informal links with other like-minded people, can significantly strengthen the position of those who are thus inspired and enabled to work for change. Whether this happens depends largely on who belongs to a network, and how they use it. And people may make creative use of what a network offers" (Eade 1997, 146).

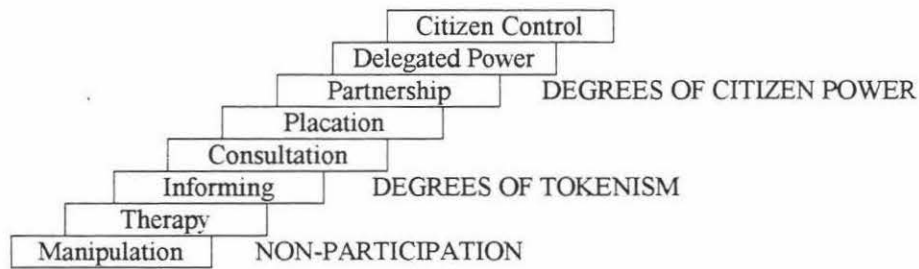
A MRC is a network. Links are established between people with a concern for the marine environment and their community. Working together, MRC members have the potential to create change. The backgrounds of members, their professional experience, knowledge and commitment all play a role in the effectiveness of the MRC.

Consensus building is a process of informed debate with no hidden agendas, which includes all parties in the creation of a shared vision (Innes 1996). Problems arise when people have different mental models or views of the world (Chambers 1997; Senge et al. 1994). Therefore, reflection and communication are needed to understand each other's knowledge and assumptions. Healey (1999) uses the term *social networks* to describe the concept of mental models. Different worldviews are created through many factors, including location, culture and education (Healey 1999; Senge et al 1994). Multiple realities create the need for shared capital, or a shared vision, achieved via interaction, communication and consensus building (Healey 1999; Hibbard & Lurie 2000; Innes & Booher 1999a). Mitchell (1997) suggests that common interests are the starting point to achieving consensus. A shared vision results in bonds, which *"adhere through shared understandings and mutual trust, which create relational resources to be called upon at future times"* (Healey 1999, 114). The greater the shared vision, the greater the ability people have to overcome differences (Hibbard & Lurie 2000).

2.4 LEVELS OF PARTICIPATION

Levels of participation exist on a continuum that ranges from information extraction to empowerment (Arnstein 1969; Chambers 1994; Ellsworth et al. 1997; Michener 1998; Pretty 1995; Slocum et al. 1995). In recognition of this continuum, Arnstein (1969) created a *ladder of citizen participation* (Figure 3). The ladder begins with non-participation methods, rises to degrees of tokenism and ends with citizen power.

Figure 3 – Arnstein's (1969) Ladder of Citizen Participation



Source: Arnstein 1969, 217

Government agencies and theorists have elaborated on the concept of different levels of public participation. Three different models of participation, one created by a provincial ministry, Ontario Ministry for Natural Resources (OMNR); another by a federal department; and the third by theorists, are examined in Table 7 in comparison to Arnstein's ladder. Designed to be read left to right, Table 7 allows comparison between the models, using Arnstein's (1969) participation levels as the foundation.

Arnstein (1969) and Howard et al. (1984) provide good depictions of participatory levels in Table 7; however, their top categories are not often realistic due to legislation and institutional context. Government organisations do not often support the top two rungs of Arnstein's ladder, citizen control and delegated power, as demonstrated by the Parks Canada and OMNR models. In New Zealand, citizen control and self-determination are only possible to a limited degree. For example, Section 33 of the Resource Management Act (transfer of powers) limits the powers transferred, retaining ultimate responsibility with the government agency (New Zealand Government 1994). A discussion on the merits of responsibility being fully in the hands of citizens is beyond the scope of this thesis (see Rennie 2000); the two above-mentioned categories are not examined as possible models for MRCs.

Table 7 – Comparison of Levels of Participation Presented by Several Authors

ARNSTEIN'S (1969) LADDER OF CITIZEN PARTICIPATION	OMNR STRATEGIC ALLIANCES (Mitchell 1997)	ENVIRONMENT CANADA PUBLIC INVOLVEMENT (Donaldson 1994)	LEVELS OF PARTICIPATION (Howard et al. 1984)
Citizen Control Citizen control, direct access to funds			
Delegated Power Citizens negotiate for main decision-making authority			Self-determination Agency transfers responsibility to the people
Partnership Power redistributed through negotiation; responsibilities shared	Collaborative <i>(decision making)</i> Power, ownership, risk shared; joint decision making encouraged	Joint Planning/ Multi-stakeholder All interested/affected parties, begins at conceptual stage, full info exchange, increased ownership/responsibility	Joint Planning Full partnership sought through shared decision making
Placation Allowing for input, such as seats on an advisory board, no true power as can be out-voted by traditional power holders	Consultative <i>(advisory)</i> Government retains control, ownership and risk; open to input for developing policies and strategies	Public Advisory Committee Set-up by proponent to identify issues/ concerns, uses this information for project development	
	Operational <i>(work sharing)</i> Government control; participation is practical involvement resources, work and information are shared		
Consultation Allowing citizens to express opinions, but no assurance they will be taken into account	Contributory <i>(support sharing)</i> Government retains control, contributors used for new funds/resources – but have opportunity to agree with the objectives of the alliance	Public Consultation Public not informed until proposal developed and past conceptual stages, input is often confrontational protest	Feedback Desired on a proposed program or piece of info
		Public Information Feedback Comments requested on proposals, but no accountability to include	Consultation Helps to evolve policy or program alternatives
Informing One-way flow, no feedback or negotiation; usually at a late stage		Public Information/ Education Public informed after decisions made	
Therapy Participation as a vehicle for changing values and attitudes of participation			Educational Attempts to affect behavioural changes through awareness and understanding
			Persuasive Persuade the public of programme desirability
Manipulation Participation as public relations by those in power; no informed input			Delegated Participation used to achieve agency goals

Partnership, or co-management, is the form of participation advocated by authors such as Chambers (1994) and Howard et al. (1984) – allowing power and responsibility sharing, with equal benefits to all parties. Not all projects require the upper levels of the participatory process (Hibbard & Lurie 2000); nor do all situations allow for meaningful participation. The highest appropriate level of participation should be used in planning and management (Clark 1996). Participation should not be used when a “*decision is difficult to enforce or encounters some form of opposition. Participation is not a way to sell premade decisions either. It should be a two-way consultation with ideas growing in both directions*” (Clark 1996, 371). Rather than engage the public when their voices will not be heard, it is better not to create tokenistic practices that will discourage the public from future involvement. It is important to consider the level of participation the public desires in comparison to the level the government is willing and able to implement. Managers need to analyse their policy and mandates, and determine a realistic level of participation. This level may not be the ideal prescribed by theorists, but it is the reality of the legislative situation.

There can be a problem with misapplication of terms by conservation agencies (Walters & Butler 1995). If practitioners and theorists were consistent with the definitions they use in relation to participation, then fewer false expectations would be created. One of the problems with participatory theory is that many organisations and theorists adopt their own definitions of terms, meaning that several operational definitions now exist, making for confusing comparison. Donaldson (1994) cautions that the labels attached to each level should not be interchangeable, as they all have different meanings – a warning made too late. For example, in Table 7, *consultative* according to the OMNR is closer to Arnstein’s (1969) rung of *placation* than *consultation*.

2.5 LEVELS OF PARTICIPATION IN MARINE PROTECTED AREAS

As outlined above, planners and managers can use many levels of participation to include communities and stakeholders in the management of natural resources. Education, advisory group and co-management are the three main participation levels examined in this thesis. These levels are drawn from section 2.4 and Table 7 and are outlined in detail in Table 8.

Table 8 – Participation Levels: Education, Advisory Committee and Co-management

LEVEL OF PARTICIPATION		CHARACTERISTICS SOUGHT	STRENGTHS	WEAKNESSES
Education	Awareness Raising	<ul style="list-style-type: none"> Alerts people to programmes/actions 	<ul style="list-style-type: none"> Directs attention to projects Interpretive enforcement 	<ul style="list-style-type: none"> Information flows in one direction Combines Arnstein's <i>therapy</i> and <i>informing</i>
	Education	<ul style="list-style-type: none"> Allows people to act Provides information for effective discussion 	<ul style="list-style-type: none"> Important stage in capacity building 	<ul style="list-style-type: none"> Whoever provides information has a degree of power Equivalent to Arnstein's <i>therapy</i>
Advisory Committee		<ul style="list-style-type: none"> Public representation Communication Information sharing Consensus building Feedback on success of committee 	<ul style="list-style-type: none"> Community contact with government officials Informs government of community views and concerns Increases government accountability Government open to input for strategy and policy development 	<ul style="list-style-type: none"> General public not usually involved Government retains control of finances Low frequency of meetings Committee has little or no decision making power/responsibility Volunteer burnout Little contact with local authorities Communication skills required Arnstein's level of <i>placation</i>
Co-management		<ul style="list-style-type: none"> Begins at conceptual stage Long-term process Traditional and/or indigenous knowledge Power and risk sharing Democratic process Partnership Co-operation Integration Institutional arrangements Governance Accountability All interested parties 	<ul style="list-style-type: none"> Long-term solutions Democratic Interactive Co-operation Legitimacy Sense of ownership Monitoring Increased compliance Reduces monitoring/enforcement costs Multiple information sources/wider knowledge base Information sharing Different types of knowledge used Dynamic Arnstein's level of <i>partnership</i> 	<ul style="list-style-type: none"> People skills needed Power differences Sector focus retained Not enough detailed research - need to know which practices have been successful Caution: cannot consider resource users and communities as homogeneous groups

Material from: Alder 1996; Arnstein 1969; Barchard & Hilderbrand 1993; Beuttler 1995; Charles 1997; Clark 1996; Donaldson 1994; Felt 1990; Hersoug & Ranes 1997; Hollup 2000; Howard et al. 1984; Innes 1998; Jentof 2000; Jones 1999; Kriwoken 1991; Michener 1998; Mitchell 1997; Pollnac 1993; Raakjaer Nielsen & Vedsmann 1999; Sandersen & Koester 2000

A form of education, awareness raising is frequently a key function of MRCs, and is examined in Chapters Four and Five. In addition, MRC members, DOC staff and in some cases the public can receive education on marine matters. Advisory groups are central to this thesis, as MRCs are advisory groups. Therefore, this level of participation is examined in the greatest detail. Co-management, the final level examined in the literature review, relates to a possible future direction for MRCs. The levels of participation used are not necessarily exclusive; for example, education can be used in conjunction with advisory groups.

2.5.1 Education

In marine protected area literature, education is one word that consistently appears, whether it is educating stakeholders to try to gain support for a new reserve or educating the public about the marine environment. Clark (1996), discussing ICZM, distinguishes between education and awareness raising. Education is used “*to help people accomplish things themselves*” and awareness raising is used “*to alert people to programs or actions promoted by agencies or special interest groups and which are supposed to have social benefit*” (Clark 1996 291; Table 8). In Britain’s Voluntary Marine Nature Reserves, awareness raising via interpretation is used to create compliance amongst users (Jones 1999); the use of *awareness raising* being equivalent to that used by Clark (1996). Alder’s (1996) use of *education*, to build stakeholders’ capacity so they can be involved in management discussions, also coincides with Clark’s (1996) definition.

Not everyone uses the same progressive definitions. For some authors, awareness raising is equivalent to participation (Alcock 1991; Kaza 1988; Keogh 1990). The authors state they are outlining participation; however, they focus on the awareness raising techniques. The need to make the public aware of marine protection and management issues is necessary, however, caution needs to be used so informing the public is not considered the only means of participation.

The techniques used to educate the public and raise awareness about issues are quite varied. Great Barrier Reef Marine Park provides a good example of an awareness raising programme. A range of publications is available from the Park Authority,

including: videos, maps, pamphlets, books and posters (Alcock 1991). The Park Authority also uses the media to convey management messages; commercial documentary films are provided with staff assistance to ensure that the correct message is portrayed (Alcock 1991). In addition to liaising with mass media, resource materials are produced for schools and training programmes conducted for tourism operators (Alcock 1991). Other methods of awareness raising include: personal contact; visitor facilities; working directly with local schools; and community outreach (Kaza 1988).

Both Kaza (1988) and Barchard and Hilderbrand (1993) believe that awareness raising can lead to greater stakeholder involvement. Successful awareness raising efforts in the Philippines, United States and Australia created support for management (Alder 1996). In Canada, however, inconsistent results were achieved from workshops, opinion studies and sponsored secondary and tertiary projects (Barchard & Hilderbrand 1993).

Plan creation and management are the results of participation sought by Alcock (1991). Alcock (1991) finds that advertising, displays, public meetings and interest group liaison; in addition to the methods above outlined by Kaza (1988), are successful because people with increased awareness and involvement are sympathetic and concerned about the MPA. All four authors, Kaza (1988), Barchard and Hilderbrand (1993), and Alcock (1991) demonstrate prime examples of Arnstein's (1969) *informing* and *therapy*. Alcock (1991) outlines a process that includes a small amount of *consulting*; however, this is still considered tokenistic participation by Arnstein (1969).

Kelsey et al. (1995) argue that knowledge about issues will not result in action; rather, intrinsic motivation is key. Agardy suggests that MPAs "*provide a mechanism for giving local people a sense of stewardship and control over their own futures; this in turn can only act to foster responsible attitudes towards the seas and coasts*" (1995, 7). Meaningful participation, beyond education, can result in groups taking credit for results and gaining a sense of ownership or stewardship for the area (Alder et al. 1994; Drake 1996; Gilman 1997). To achieve stewardship, Alder et al. (1994) advise that long-term government support and funding need to be secured.

Arnstein's *therapy*, participation as a vehicle for changing values and attitudes, is combined with *informing* when managers increase public awareness in hopes of

creating “*interpretive enforcement*” (Causey in Jones 1999, 393). Awareness raising builds understanding and acceptance about the need for conservation; thereby, increasing compliance (Alcock 1991; Jones 1999). Alder explains that awareness raising efforts “*can be more cost-effective (up to one-tenth the cost) in achieving management objectives than enforcement programs*” (1996, 111). The initial costs of awareness raising and education programmes are greater, and there are few immediate and apparent results in contrast to enforcement programmes; however, the benefits of these programmes are key to the management of MPAs. Jones however, states:

“interpretive enforcement should compliment meaningful stakeholder participation rather than being a substitute for it, and that concentrating on the former at the expense of the latter implies a paternalistic attitude that may exacerbate rather than overcome conflicts” (1999, 394).

There is no reason that an awareness campaign cannot be used in conjunction with other higher-level participatory techniques.

2.5.2 Advisory Committees

The success and effectiveness of MPAs increases when communities are allowed to participate in planning and management activities (Barchard & Hilderbrand 1993; Fiske 1992; Gilman 1997; Nicholls 1998). As shown in Table 8, meaningful participation cannot be achieved by education and awareness raising alone; because members of the public are not included in the process, rather they are targets for information. Many government agencies, seeking to create meaningful participation, establish advisory committees allowing for community input into establishment and management initiatives (Beuttler 1995; Ellsworth 1995). Innes (1998) calls for the establishment of just such a stakeholder group, working in parallel to government, allowing community voices to be heard; a group with a common purpose, where individuals work towards a common goal (Howard et al. 1984). Mitchell (1997) rates advisory groups as having poor to good representativeness and information gathering and distribution; in addition, a good, continuous exchange of information can be created, leading to an overall rating of fair to good in terms of decision-making ability.

Advisory committees are defined as a “*small group approach*” (Howard et al. 1984, 37), whose membership attempts to represent a larger public. An important

consideration is whose interests and voices are included (Slocum et al. 1995). The decision is difficult because groups and communities are not homogeneous (Agrawal & Gibson 1999; Slocum et al. 1995). There is no longer a connection to each other and place that once existed (Beauregard 1993; Cowan 1997; Gikey Dyck 1998).

There are different ways to describe community, each description using a different element: 1) issue/common cause groups; 2) geographical/spatial unit; 3) webs of social relations; 4) homogenous social structure; and 5) spiritual (Agrawal & Gibson 1999; Duffy and Hutchinson 1997; Healey 1999). Cocklin et al. (1998) agree with the elusive definition of community, stating the general public, users, visitors, permanent and seasonal residents all need to be considered to some extent. Resource managers and planners need to be aware of what community they are considering and how to incorporate partners from for participatory planning practices. Appendix C provides an example of how Environment Canada defines community for a coastal programme.

Once a definition of community has been selected, the next requirement is determining which stakeholders should be represented in an advisory group. A stakeholder is a person who has an interest in a resource management issue; this interest can range from spatial, financial, spiritual, environmental and/or resource concerns (Borrini-Feyerabend 1996). There are dichotomous terms used to describe stakeholders (Table 9).

Table 9 – Types of Stakeholders

Primary	Secondary
Have a connection to the issue or area; often have a greater role in decisions and management	Have a less immediate connection to issue or area
Active	Inactive
Members of the public belonging to interest groups	Members of the 'general' public; often do not want to become involved, leaving their views underrepresented
Representational	Direct
<ul style="list-style-type: none"> • A deliberative effort by managers to achieve a broad cross-section of individuals who represent different needs and interests • Can be both active and inactive public 	<ul style="list-style-type: none"> • Open participation, everyone has the opportunity to have input during all phases • A broad spectrum of representation is not sought by managers

Material from: Borrini-Feyerabend 1996; Howard et al. 1984; Mitchell 1997

Due to the nomination and/or selection process, it is highly unlikely that an inactive member of the public would obtain or desire a position on a committee due to the very definition of inactive public (Wilson & McCay 1998). Often it is interest groups that

are involved in marine conservation committees – this is displayed in the three committees outlined in Appendix D and in the case studies presented in Chapter Four.

Clark, supporting the stance that people should be enabled to direct their own futures states *“people are not the object of development but the subject of development and the makers of their own history”* (1996, 47). Sandersen and Koester (2000) believe users are the only ones that can decide if participation is inclusive. However, government often selects stakeholders, creating an exclusive group, which may not be representative of the public (Neuman 1999; Yiftachel in Hibbard & Lurie 2000). There is a chance that an important group will be overlooked when selecting members for a committee, causing potential problems in the future.

Gilman discusses committee influence in community-based MPA management in the Pacific Islands; declaring, *“not all of the interest groups’ desired uses may be permitted by the committee”* (1997, 72). Membership on an advisory committee does not give members ‘carte blanche’ to do what they like; members still must adhere to policy and legislation (Gilman 1997). If a MPA is a regionally or nationally valued area, then those values should influence management objectives (Venter & Breen 1998). The needs of a community are not always congruent with national conservation goals. For example, in Kapiti Marine Reserve restricted fishing is allowed (DOC 2000b); an action not compatible with the ‘no take’ concept of the national legislation.

Elite, existing and new are the three types of advisory committees that Donaldson (1994) identifies (Table 10). To create a group representative of the community establishing a new group is ideal, as an established group may not be able to adapt to a new cause or means of participation (Donaldson 1994). Existing groups are not often used to create marine advisory committees. The elite model is a common approach, though this model is sometimes modified to allow for ratepayer or community group representatives (Appendix D).

Mitchell (1997) examines successful advisory group participation and presents some key points needing consideration. These points are outlined in Table 11. Not all characteristics are necessary, however, *“the more that are present the greater is the likelihood that a partnership will endure and be effective”* (Mitchell 1997, 158).

Table 10 – Donaldson's (1994) Types of Committees

	ELITE	EXISTING	NEW
Stakeholders	Special interest groups (for example industry, government, academia)	Existing group used	Anyone – inclusionary
	Primary, Active	Active	Direct
Membership	Members invited	Group selected	Open
Weaknesses	Exclusionary; no community ownership or representatives	Problems with new mandates or structure	Group needs to develop cohesiveness
Strengths	Easy to identify stakeholders	Time saving	Group grows together –can include public

Source: Uunila in-press

Table 11 – Mitchell's (1997) Elements for Successful Partnerships

KEY ELEMENTS OF SUCCESSFUL PARTNERSHIPS
<p>Compatibility between participants. Such compatibility is often based on <i>respect</i> and <i>trust</i>, even when legitimately different expectations or needs exist. With respect and trust, differences can be overcome, and indeed can be used to help each participant broaden his or her outlook.</p> <p>Benefits to all partners. If there are not real benefits to all the participants, and if they are not perceived to be shared fairly, then a sustained partnership will be difficult to achieve.</p> <p>Equitable representation and power for participants need to be agreed upon and established. Even though some partners may have fewer resources or capacity than others, means must be found to ensure that all partners are involved.</p> <p>Communication mechanisms. There is a need to facilitate both communication internally between the partners, and communication with groups external to the partnership.</p> <p>Adaptability, especially given the uncertainty and changing circumstances that are often encountered in resource and environmental issues. A willingness to be flexible and to learn from experience...is usually a strong advantage.</p> <p>Integrity, patience and perseverance by partners. Often obstacles will be encountered, frustration will occur, progress will be slow or slowed down, and signs of progress may not appear for some time. These elements, combined with trust and respect, allow partners to get through the difficult times that inevitably occur.</p>

Source: Mitchell 1997, 157-8

To create effective participation, trust must be gained through open and truthful communication (Innes 1998; Mitchell 1997). Michener (1998) suggests communication mechanisms need to be set-up, which allow for good internal communication – such as between members on an advisory committee. In addition, external communication mechanisms are needed to help advisory board members communicate information back to the groups that they are representing. Relevant information also needs to be available for the public to access (Dugdale & West 1991).

Feedback is an important mechanism of the communication process; Parks Canada (1994) and Dugdale and West (1991) both include this as a key principle for participation. Participants are unaware of the effect of their input, unless there is some indication that it is being used. Volunteer burnout, a threat to the success of committees, diminishes with positive feedback (Barchard & Hilderbrand 1993). Ellsworth states “*planning, education and action ensure that public interest and involvement are maintained*” (1995, 198) preventing volunteer burnout.

“A very effective way to buoy flagging energy is through numerous ‘small victories’ along the path to the primary goal. Because of this, the [programme] supports a spectrum of environmentally appropriate projects, such as beach cleanups, volunteer environmental monitoring projects, environmental fairs and other small public events, which can show immediate return on the investment of volunteer time and energy” (Barchard & Hilderbrand 1993, 9).

‘Small victories’ create visible successes for the committee; they also increase public awareness and benefit the environment (Barchard & Hilderbrand 1993). Success is achieved more frequently when people are working to tangible goals (Bishop 1998).

Advisory groups for MPAs are not limited to New Zealand; they are a worldwide phenomenon. French, Australian and Canadian advisory groups are described in Appendix D. The authors, who examine these groups, identify several factors that may aid New Zealand MRCs. Amongst these are suggestions for:

- More frequent meetings;³
- Committee control of finances;
- Greater power to committees, rather than just an advisory function;⁴
- Co-operation with and/or inclusion of regional and local authorities;⁵ and
- Recognition that committee membership excludes the general public (Barchard & Hilderbrand 1993; Beuttler 1995; Ellsworth et al. 1997; Kriwoken 1991).

Both marine reserve committee examples, the one in France and the one in Australia, have their members selected by government (Appendix D). The aim of both these committees is to communicate community and/or user group views to government.

³ Based on committees that meet once or twice a year.

⁴ Including the power to appoint sub-committees or working parties (Kriwoken 1991)

⁵ Beuttler (1995) found inclusion of government officials, increases their accountability to the committee.

This format is unlike the Canadian group, where stakeholders choose to become members of the committee and sit as equals with government.

2.5.3 Co-management

Co-management⁶ equates to Arnstein's *partnership* category, where power and responsibility are shared between government and stakeholders. In terms of MPAs, co-management is often used to describe approaches in island nations and developing countries that still have significant traditional ownership, tenure or practices (Hollup 2000; King & Faasili 1999; Sandersen & Koester 2000; Virdin 2000). Co-management involves power sharing between stakeholders, one of which is government, to legitimise resource management policy and practices through meaningful participation in the establishment and management process (Felt 1990; Jentof 2000; Pinkerton 1992).

Co-management has an association with traditional management and the rights of indigenous people. Jentof states, "[i]n some instances traditional systems...fit some, if not all the criteria for co-management" (2000, 530). Some aboriginal groups have been legally awarded management rights; co-management is often the only means to manage resources and respect traditional rights (Pinkerton 1992). Pinkerton (1992) cautions, however, "[c]o-management arrangements are not confined to aboriginal groups with special management rights" (331). Co-management is also a technique that allows the incorporation of knowledge beyond that of science. The views of authors, however, vary in terms of the effectiveness of traditional management practices.⁷

Presently, few participatory projects that involve indigenous people "*elicit effective participation*" (Andersson & Ngazi 1995, 475), due to two factors: 1) hesitation to use

⁶ "Cooperative management, joint management, and collaborative management are all terms synonymous with co-management" (Canadian National Round Table on the Environment and the Economy 1998, 12).

⁷ Polunin (1984) exemplifies one end of the spectrum, doubting the historical conservation value of traditional practices; in his view reinstatement of traditional practices would have little benefit. Andersson and Ngazi (1995) caution that not all traditional activities are sustainable, citing Mida Creek, Kenya as an example. Technological advances and a market economy mean that traditional practices are changed from historic times, often now more efficient and wide-ranging (Virdin 2000). Other resource users now use the same space, meaning traditional management practices cannot be effective without legal support (Virdin 2000). Agardy (1994) supports the use of MPAs for practices that are traditional, but sustainable. Douman (1993) also considers the idea of reintroducing traditional institutions to create more effective management, but states an "*attempt to re-establish complete traditional management systems would be naive in terms of social change that has already occurred*" (112).

traditional knowledge and 2) no knowledge of how the environment ties in with socio-economics. Each culture, country and current situation present unique circumstances that must be considered in context; however, there are some generic considerations for meaningful involvement of indigenous people:

- Consideration of indigenous people above the level of 'mere' stakeholders due to their traditional use and cultural history;
- Culturally appropriate timeframes, methods and communication;
- Participation tools and skills may need to be provided, including educational materials and training in both communication and government policy
- Indigenous communities are no different than other communities, there is diversity within the community (Dugdale & West 1991; Environment Waikato 1997; Mathias 1995; MfE n.d; Rennie 1993; Rosier and Dyer 1998)

Hollup sees co-management as being *"based on the assumption that humans have an essential right to be full participants in the management of matters affecting their lives and livelihoods"* (2000, 408). As such, involvement in decision-making, through co-management creates policy legitimacy (Felt 1990; Hersoug & Raner 1997; Hollup 2000; Sandersen & Koester 2000). Legitimacy is not synonymous with co-management. The degree of legitimacy is related to the following variables:

1. Amount of decision-making authority allocated to participants;
2. Equitable allocation of costs or restrictions among participants;
3. Involvement of participants with enforcement of regulations;
4. Regulations understood by users;
5. Extent to which ownership or quasi-ownership is invested with participants;
6. Socio-economic homogeneity of users;
7. The expanse of user organization(s) in terms of membership and/or territory;
8. Tradition(s) of cooperation and trust amongst users; and
9. Scope or comprehensiveness of the policy (abridged from Felt 1990, 349).

Pinkerton (1992), in her discussion on conditions that permit co-management, focuses on power differentials and the use of combined strength to overcome obstacles.

In co-management, communities are *"aided by government through technical assistance and legal recognition"* (Virdin 2000, 326). This is much like the process established in

Canada with the Atlantic Coastal Action Program, where government officials provide technical information and assistance when required (Appendix D). Hersoug and Raney (1997) raise the important point of the level of government involved in the co-management process. Local, regional or national levels can be involved, or a combination of all three. Whatever level is involved, long-term commitment is required from government for co-management to be successful (Walters & Butler 1995).

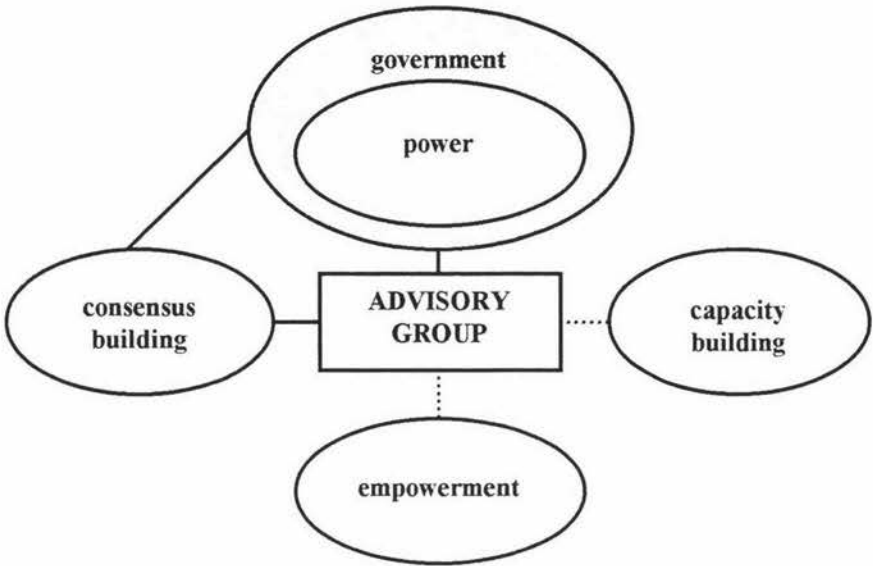
2.6 COMBINING PARTICIPATION LEVELS AND ELEMENTS

Table 12 outlines the four essential participatory elements according to the three levels of participation, education, advisory groups and co-management – from the perspective of non-governmental stakeholders. The comparison of greatest interest for this thesis is between advisory groups and co-management. Consensus building is one element achieved by both levels. The other elements are not fully achieved by advisory groups; the most significant being *power*, which remains in government control (Figure 4).

Table 12 – Participatory Elements Reflected in the Levels of Participation

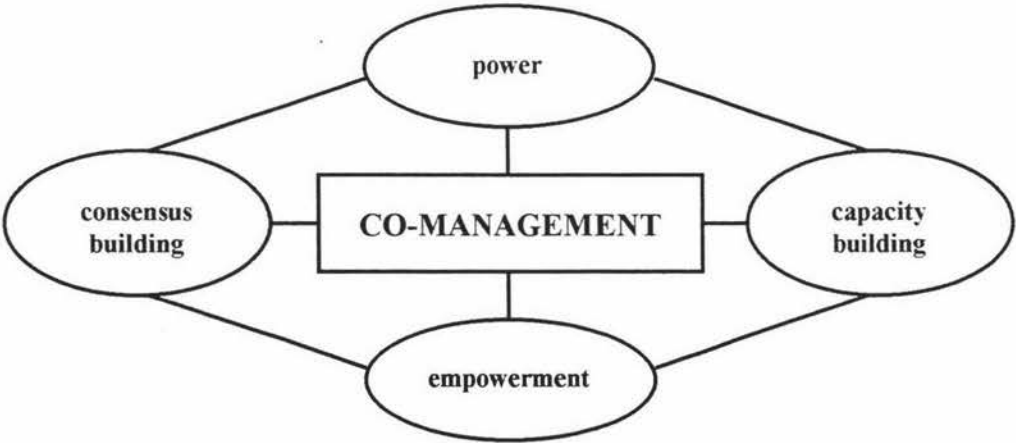
	EDUCATION		ADVISORY GROUP	CO-MANAGEMENT
	Awareness	Education		
POWER				
Power sharing	No	No	No	Shared
Information	One way	One way	Two way	Two way
Ability to Act	Alerts people	Allows people to act	Can make suggestions	Act in partnership with government
Involvement	Target	Target	Involvement in idea formulation – not in final actions	Full involvement from planning to management to monitoring
EMPOWERMENT				
Control	Government	Government	Government	Shared
Democratic	No	No	Representation can be	Representation can be
Understanding of Environment	Yes	Yes	Yes	Yes
CAPACITY BUILDING				
Self-determination	No	Can lead to action	No	Yes
Access to Information	Alerts people	Can lead to action	Information sharing	Full access and exchange
Power	No	No	No	Yes
Networking	No	No	Yes	Yes
CONSENSUS BUILDING				
Openness to Others	N/a	N/a	Necessary	Necessary
Communication	One way	One way	Open	Open

Figure 4 – The Missing Elements in the Advisory Group Process



As demonstrated in Figure 4, with an advisory group, government retains control of power; power to make decisions, power over information and power over the process. This retention of power causes the elements of empowerment and capacity building to not be achieved, unlike in the co-management process (Figure 5). To progress towards co-management, advisory committees need the later two processes to be developed.

Figure 5 – Co-management: Additive Elements



2.7 SUMMARY

Chapter One poses the questions to be answered; this chapter provides the foundation for the data collection instruments of Chapter Three, case study descriptions in Chapter Four and the discussion in Chapter Six. The following chapter provides the methodology for the research. The discussion of participation as an outcome or process

allows the cornerstones of DOC's participatory policy in regards to MRCs to be analysed in Chapter Six. Arnstein's levels of participation and the three levels highlighted (education, advisory groups and co-management) allow an examination of practice to occur. This chapter is crucial for positioning the New Zealand MRC system in the international context. The case study MRCs are analysed according to the elements discussed in this chapter: community, types of stakeholders and committees, in addition to the participatory elements.

CHAPTER THREE – METHODOLOGY

3.1 INTRODUCTION

The following chapter outlines the research methods used in this study. The research aim and questions from Chapter One provide the focus for the methods chosen, while Chapter Two's literature review outlines the elements that are examined through data collection. Massey University Human Ethics Committee approval is not needed for this study;¹ however, the guidelines are followed.

The general research approach, that of a qualitative study, is examined to set the context for the chapter. Two scoping interviews are the basis for further data collection. The case study section outlines the 'where, who and why' of places and people studied. Different methods of data collection are then outlined, which are used to gather information from respondents and sources, including: face-to-face interviews, a questionnaire and document analysis. The multiple techniques triangulate data; thereby, increasing the validity of the research. A critique of the data collection techniques completes the chapter.

3.2 RESEARCH APPROACH

This research uses a predominantly qualitative approach to examine marine reserve committees (MRCs). Qualitative research "*is evolutionary, with a problem statement, a design, interview questions, and interpretations developing along the way*" (Glesne & Peshkin 1992, 6). Qualitative research is useful to gain an understanding of an issue and different mental models (Krathwohl 1998). As such, qualitative methods are an excellent means to gather an understanding of participation in relation to MRCs and the perceptions of Department of Conservation (DOC) staff and MRC members.

¹ A peer discussion of the methodology of this study occurred. Therefore, Massey University Human Ethics Committee (MUHEC) approval is not needed according to the Massey University Code of Ethical Conduct for Teaching and Research involving human subjects. Additionally, this research does not involve any of circumstances outlined by the Code that require MUHEC approval.

3.3 SCOPING INTERVIEWS

Two scoping interviews were conducted to gain a better understanding of marine reserve committees before data collection. One interview was conducted at the national level, the second at an area level of DOC. Results of these interviews establish the framework for more detailed investigations.

A general research direction was constructed before a meeting held with Jim Nicolson, Conservation Policy Division, Head Office, 2 March 2001. This informal meeting allowed knowledge to be gained about deficiencies in Departmental knowledge regarding marine reserves and areas where evaluation of practice would provide valuable insight. Mechanisms for management and policies were discussed, as was the chain of hierarchy. At this point, the decision was made to use document analysis to follow MRC recommendations through the management hierarchy. Five case study sites were selected, one was later discarded for reasons outlined in section 3.4.

An informal scoping interview was conducted on 6 August 2001 with two staff members at the Sounds Area Office. Before the interview, all the MRC minutes from 1993 to present were read to familiarise the researcher with issues relevant to the Long Island-Kokomohua Marine Reserve. The interview allowed a better picture to be gained of marine reserve management from a DOC Area Office perspective. The discussion helped identify who should be targeted for further interviews and key areas on which to focus. The scoping interview was semi-structured, allowing for a pilot test of questions that were to be used in other Conservancies (Appendix E).

3.4 CASE STUDY SELECTION

A case study approach is a qualitative approach used to describe a particular situation in context (Berg 1998; Krathwohl 1998). This research uses collective case studies, or cross-site analysis, where multiple cases are amalgamated to support findings (Berg 1998; Krathwohl 1998). This technique aims *“to allow better understanding or perhaps an enhanced ability to theorize about some larger collection of cases”* (Berg 1998, 216-17).

New Zealand has six MRCs established under legislation; four of these are located in the North Island (Table 1). Expert sampling using informed opinion was used to select the case study MRCs (Warwick & Lininger 1975). Five MRCs were suggested as case studies during the national scoping interview: Cape Rodney-Okakari Point, Kapiti, Te Whanganui-A-Hei, Long Island-Kokomohua and Te Tapuwae o Rongokako.

Cape Rodney-Okakari Point, commonly referred to as Leigh, was nominated as a case study because of the amount of information regarding the reserve. Leigh's marine reserve *management* committee was disbanded in 1990, a result of the anti-quasi-autonomous non-governmental organisation movement (DOC 2000b; Prendergast 1998). A committee has not been re-established; therefore, Leigh is not a case study.

The current trend in MRCs is that they are combined committees (Table 1). Two of the case study MRCs represent this classification. The case study MRCs, with three from the North Island and one from the South Island, are geographically representative of national MRC distribution. Two MRC types, combined and Conservation Board, and a geographically representative sample allow for examination of the aim of the study – marine reserve committees as effective participatory mechanisms. Kapiti, Te Whanganui-A-Hei and Long Island-Kokomohua MRCs began operation in 1993, providing a basis for comparison without the independent variable of time being a factor in subsequent analysis. Te Tapuwae o Rongokako is New Zealand's newest marine reserve, providing an opportunity to examine a MRC in the process of developing. Te Tapuwae o Rongokako's committee was established in 2000.

Non-probability, purposive sampling was used to identify respondents within the case studies. Maykut and Morehouse state such techniques are used to gain "*deep understanding of some phenomenon experienced by a carefully selected group of people*" (1994, 56). In each of the case study reserves, all MRC members and one or more Area/Field Office DOC staff were selected as part of the sample.

3.5 DATA COLLECTION

Case studies are not a means of analysis themselves (Berg 1998). Therefore, de Vaus (1995) suggests multiple methods for analysis: questionnaires, interviews, observation

and document analysis. In this study, a combination of interviews, questionnaires and document analysis is used. Each case study is examined in Chapter Four via document analysis results; interview and survey responses provide data presented in Chapter Five and discussion occurs in Chapter Six.

3.5.1 Face-to-Face Interviews

A face-to-face interview format was chosen for DOC staff as it allows detailed questions and an open-ended format (de Vaus 1995). Interviews permit clarification of unclear responses (Warwick & Lininger 1975). There is an increased cost associated with face-to-face interviews, as travel, accommodation and time need to be considered. As such, only DOC staff were considered for interviews.

A phone call was made to each Conservancy to determine the DOC staff members who were involved with the MRC in question. Each identified staff member was then contacted via phone or e-mail to introduce the study, and ask if he/she was willing to participate in an interview. Participants were told there was no obligation to participate. Each staff member contacted agreed to participate. In some cases, networking or 'snowballing' occurred (May 1997), as the staff member suggested other staff to contact. Prior to the interviews, the researcher read the MRC minutes, as well as background material, allowing targeted questions to be asked.

Interviews were semi-structured. A semi-structured format provides consistency between the interviews, while still allowing respondent expansion or further probing of answers (de Vaus 1995). In total, seven DOC staff members representing a range of positions from Area Office manager to community liaison officer were interviewed. The interviews took place in 2001 as follows:

- 6 August, Picton (Long Island-Kokomohua; scoping interview)
- 30 August, Gisborne (Te Tapuwae o Rongokako)
- 7 September, Hauraki (Te Whanganui-A-Hei)
- 19 September, Waikanae (Kapiti)

Each interviewee was sent an abridged copy of the interview to ensure that the recorded information was accurate, enhancing the rigour and credibility of interviews.

Interviewees were asked to make any necessary corrections, clarifications or expansion they deemed necessary. The transcripts contained a consent letter (Appendix F), which outlined where the results would be used; and a guarantee of anonymity for any portion or the entirety of the interview, for both the staff member involved and the Conservancy. Only two DOC interviewees indicated they did not wish anonymity; to not draw attention to them, all DOC interview responses will remain anonymous.

The interviews consisted of three parts: general information, MRC status and future considerations (Appendix E). These three parts relate to the first five research questions posed in Chapter One (section 1.4), regarding: the perceptions of participation, MRC public relations and communication, incorporation of MRC recommendations into policy, MRC relationships with agencies and organisations, and satisfaction with the current situation. Questions asked in part two of the interview are drawn from the literature review. The interviews assisted in creating relevant questionnaires for MRC members. Insider knowledge about the marine reserves and committees meant the questionnaires could be focussed and not concentrate solely on background questions. Data from DOC interviews is presented in Chapter Five, ordered to reflect answers to the first five research questions posed in Chapter One.

3.5.2 Questionnaire for MRC Members

Postal questionnaires were selected as the means to gather data from MRC members for several reasons, namely confidentiality and low cost (de Vaus 1995; Warwick & Lininger 1975). In addition, each MRC has eight or nine members, not all of whom live in the same area, making face-to-face interviews unrealistic. Postal questionnaires do have drawbacks, the greatest of which is a low response rate. Warwick and Lininger (1975) suggest response rates of 40 to 50 percent are good, while de Vaus (1995) believes response rates of 60 to 75 percent can be achieved. The above authors suggest several means of increasing response rates: cover letter; stamped return envelopes; uncluttered format; single sided printing; less than 12 pages; suggested return-by date and follow-up reminders. Each of these recommendations was followed. Throughout this thesis, the terms *questionnaire* and *survey* are used interchangeably.

The questionnaire was designed in a closed response format, requiring less time for respondents to complete and creating easier coding and analysis than an open response format (de Vaus 1995; Warwick & Lininger 1975; Appendix G). Closed questions mean respondents cannot express issues of concern not listed. De Vaus (1995) cautions against not having enough alternatives. Closed format questionnaires can avoid creating a false impression of reality by having options such as 'other' and 'do not know' (de Vaus 1995; Warwick & Lininger 1975). In addition to those options, the questionnaire included space for comment after many questions, allowing respondents to expand an answer in their own words, if they so desired. The questionnaire developed involved a series of checklists, rating scales and ranking to determine the perceptions of MRC members. The questionnaires sent to each MRC were identical with the exception of one site-specific question (indicated in Appendix G). It was decided not to ask demographic and background information about respondents due to the small sample size; as this information, though general, would identify them.

An information sheet was provided to MRC members, which highlighted the key points raised by the Massey Code of Conduct for information sheets. The following details were included in the letter: 1) introduction of the study, the researcher and supervisor; 2) contact details; 3) information on the use of the results; 4) an invitation to participate and an assurance of confidentiality; and 5) an offer to provide a summary of research findings, if so desired (Appendix I). A contact details form was included for those participants who were willing to be contacted in relation to the study and/or who wanted a summary of the results (Appendix J). The letter was accompanied by the promise that neither the contact details nor the respondent's name would be associated with the questionnaire. MRC members were providing data by a mail-in survey; therefore, returning the survey indicates participant consent. Blank questionnaires were sent to DOC staff, previously contacted, for distribution to MRC members. The mail-out occurred in September, with a follow-up reminder and new questionnaire sent directly to those who had not responded by mid-October.

The first five research questions of this study are answered from the perspective MRC respondents using the questionnaire. Presented in Chapter Five and discussed in Chapter Six, these responses develop an overall picture of participatory practices in marine reserve management and aid in constructing the answer for the final research

question of how New Zealand MRC practice relates to participatory theory. A justification for the questions posed is included in Appendix H. Response rates range from 55.6 percent (n=5) for Te Tapuwae o Rongokako MRC to 62.5 percent (n=5)² for Kapiti, to 75 percent (n=6) for both Te Whanganui-A-Hei and Long Island-Kokomohua MRCs. In addition, a letter was received from a member of the Long Island-Kokomohua MRC, declaring the person did not want to participate in the questionnaire; however, a few general comments about the MRC were included in the letter.

3.5.3 Document Analysis

Documents are invaluable assets to research as they can provide information unavailable elsewhere and guide interview questions (Glesne & Peshkin 1992). Documents “are ‘social facts’, in that they are produced, shared and used in socially organized ways. They are not, however, transparent representations of organizational routines, decision-making processes or professional diagnoses” (Atkinson & Coffey 1997, 47). The benefits of document analysis are varied; it is an unobtrusive technique, cost effective and can demonstrate trends (Berg 1998). The ability for document analysis to demonstrate trends over a period of time is invaluable. MRC membership can change as often as every two years; meaning current committee members cannot always present a historic picture. Caution needs to be noted, as documents need to be presented in context, not as stand-alone material (May 1997).

Audit trails and content analysis are two means of examining documents. An audit trail is examining documents based “on the assumption that there are and should be regular, identifiable relationships between documentary records” (Atkinson & Coffey 1997, 56). An audit trail can trace information through documents, such as meeting minutes, or it can show hierarchical linkages between documents (Atkinson & Coffey 1997). Content analysis can be quantitative and qualitative (May 1997). Quantitative analysis involves determining the frequency of a word, phrase or theme, enabling the illustration of patterns (Marshall & Rossman 1995; May 1997). Qualitative analysis is where “the analyst picks out what is relevant for analysis and pieces it together to create tendencies, sequences, patterns and order” (Ericson et al. in May 1997, 173). Audit

² The percentages differ between Te Tapuwae o Rongokako and Kapiti, despite having the same number of respondents, because the MRC consist of nine and eight members respectively.

trails and qualitative analysis are used in this thesis, with information being included in Chapter Four, the introduction to the case study MRCs. Relevant sections of Conservation Board minutes, MRC minutes and other relevant documentation, including: terms of reference, correspondence, plans, strategies and reserve applications were requested under the Official Information Act.

3.6 TRIANGULATION

Triangulation is a means of increasing the validity of research (Foster 1996; Glesne & Peshkin 1992; Krathwohl 1998). Triangulation,

“has come to apply to any means that provides additional data to reinforce a finding where the new data are independent of the original set. Further, since data are subject to various errors, we can build on the strengths of one while minimizing the weaknesses of another” (Krathwohl 1998, 275).

Triangulation also has the benefit of unearthing meanings that are often hidden beneath those officially expressed (Krathwohl 1998).

Denzin (in Krathwohl) identifies three types of triangulation:

1. *Data triangulation, using multiple sources... across time, space and person;*
2. *Investigator triangulation, using multiple investigators; and*
3. *Method triangulation, using multiple methods* (1998, 275).

In this research, data triangulation is used, using documents from the establishment of the MRC to present, four case studies, and surveying both DOC staff and MRC members. Method triangulation is also used, with personal interviews, questionnaires and document analysis being conducted. Without method triangulation, Glesne and Peshkin state *“it is sometimes difficult to know how much of what researchers see is a product of their earnest but unconscious wish to see it so”* (1992, 147). Contradictions between data can occur with triangulation; but by examining the inconsistencies, new insights can be developed (Krathwohl 1998).

3.7 CRITIQUE OF DATA COLLECTION TECHNIQUES

The data collection techniques used in this thesis provide a wealth of information. As this is the first research that examines comprehensive participant perspectives in New

Zealand marine reserve management, survey instrument selection was difficult given the lack of experience in determining which questions would be of the greatest relevance. MRC member response rates were good and excellent cooperation was received from DOC staff involved in servicing the needs of MRCs. DOC Conservancy staff were also supportive in providing relevant documents and answering questions.

In retrospect, several modifications could be made to create more streamlined data collection process. Future research in this area should be based on national policy documents currently in draft or discussion paper format. For example, the draft discussion paper Choosing a Marine Reserve Advisory Committee would have assisted in selecting more variables to determine potential roles. This discussion document was found by chance when seeing a copy in an Area Office file.

Other suggested changes include a greater concentration on MRC roles and membership benefits. It is important to know what participants believe they are working for, and the benefits they receive and perceive to be generated from their input. Ideally, key group interviews would be used after the survey to expand on concepts and seek clarification of issues. The policy related questions would be more successful as a separate research topic. Examination of MRC input into policy would benefit from repeated contact with MRC members and DOC staff to help track decisions through the hierarchy, as an audit trail provides documentation of only what has been recorded. For example, MRC meeting minutes do not always indicate if an action has been completed.

One limitation that was not anticipated in this research is that the majority of DOC staff desire anonymity in regards to their responses. Ideally, the results would contain a comparison of issues across the case studies. However, this is restricted by the need for anonymity, thus the inability to attribute DOC comments to specific reserves.

3.8 SUMMARY

This chapter presents the data collection methods. Data gathered from document analysis is presented in Chapter Four and data from interviews and questionnaires are presented in Chapter Five. Discussion occurs in Chapter Six, leading to the final conclusions in Chapter Seven.

CHAPTER FOUR – MARINE RESERVE COMMITTEES

4.1 INTRODUCTION

This chapter introduces the reader to the four marine reserve committee (MRC) case studies: Kapiti, Te Whanganui-A-Hei, Long Island-Kokomohua and Te Tapuwae o Rongokako. Firstly, the marine reserves are introduced, and then MRC structure, meetings, roles, actions and concerns are highlighted. This information is intended to begin answering the first five of Chapter One’s research questions; further data is presented in Chapter Five. Data in this chapter is from document analysis of DOC marine reserve files, Conservation Board (CB) minutes and national documentation.

4.2 INTRODUCTION TO THE FOUR MARINE RESERVES

The four case study marine reserves vary in terms of size and history, but all have the common variable of a MRC. Table 13 provides an overview of the four marine reserves. An understanding of their history must be gained to put the MRCs in context.

Table 13 – Case Study Marine Reserve Facts

	KAPITI	TE WHANGANUI-A-HEI	LONG ISLAND - KOKOMOHUA	TE TAPUWAE O RONGOKAKO
Size	2167 hectares	840 hectares	619 hectares	2450 hectares
Applicant	DOC	DOC	AQUA TRUST for Marlborough Combined Dive Clubs	Ngati Konohi and DOC
Location	30 km north of Wellington, near Paraparaumu and Waikanae; waters off Kapiti Island	Coromandel Peninsula, near Hahei, Cooks Beach and Whitianga	Near Picton; waters off Long Island. Queen Charlotte Sound	Along the coast at Pouawa, 16 km north of Gisborne

Material from: 2000b, 48-49

Established in 1992, Kapiti Marine Reserve is the fourth marine reserve established in New Zealand and is the fourth largest reserve in the country’s marine network (Table 1). The waters are described “by local elders as ‘he puna kai’ (the spring well of food) or ‘he kapata kai’ (the food basket)” (DOC 1998a, 9). The marine reserve, referred to as Kapiti, should not be mistaken for Kapiti Island Nature Reserve, as the MRC is only charged with marine reserve matters, not those of the island sanctuary.

Te Whanganui-A-Hei Marine Reserve is one of three reserves established in 1992. By New Zealand standards, it is a mid-sized reserve, comprising just over 800 hectares. Ngati Hei are the iwi (tribe) of the area. Originally proposed as Cathedral Cove Marine Reserve in September 1990, the reserve is also called Hahei (DOC 1990b).

Long Island-Kokomohua (LIK) is the first marine reserve established in the South Island. Long Island-Kokomohua MRC is one of two marine reserve committees in the South Island. The Marlborough Combined Dive Clubs Marine Reserve Committee (CDC MRC) (1991) was the driving force behind the Long Island-Kokomohua Marine Reserve. The CDC MRC represented six dive clubs and included ex-officio members from tangata whenua, Ministry of Agriculture and Fisheries, and DOC (CDC 1991).

Te Tapuwae o Rongokako Marine Reserve is the newest marine reserve in New Zealand. The area is of cultural importance to Ngati Konohi (DOC 2000b). Te Tapuwae o Rongokako is the second largest marine reserve and has the distinction of being the first reserve jointly proposed by iwi and DOC.

4.2.1 The Marine Reserve Establishment Process

This subsection addresses relevant issues to the establishment of the case study marine reserves. The Kapiti Marine Reserve draft proposal raised issues of concern, which shaped the current form of Kapiti Marine Reserve; recreational fishers, Kapiti Coast District Council, Wellington Regional Council and crab fishers all voiced concerns (DOC 1990a). To resolve stakeholder concerns, the boundaries were modified to allow sheltered fishing at the northern end of Kapiti Island and from Paraparaumu Beach; moreover, the final reserve boundaries abut only Crown land, avoiding land use conflicts (DOC 1990a). Iwi concerns over the proposal “*focussed more on wider issues such as ownership of the fishery, the management role of tangata whenua and whether traditional conservation methods were more appropriate*” (DOC 1990a, 10). In response, DOC proposed a management committee, giving tangata whenua the opportunity to nominate representatives (DOC 1990a). The promise of a MRC also increased support from boat clubs and recreational fishers (Kapiti MRC 1994a).

The Te Whanganui-A-Hei Marine Reserve proposal submissions indicate 61.8 percent support for the reserve (DOC 1990b). Support came from: educational institutes; business; Mercury Bay Community Board; and Ngati Hei who wanted protection of the whole bay¹ (DOC 1990b). The opposition was mainly local, and from a vociferous portion of the community (Cocklin et al. 1998). Though divided about the proposal, “[o]ne uniting factor in the community seemed to be their dislike and distrust of the Department of Conservation” (Wolfenden et al. 1994, 34). Issues of concern that shaped the reserve boundaries came from recreational and commercial fishers (DOC 1990b). Other concerns related to increased visitor numbers affecting infrastructure (e.g., car parking) and residents’ quality of life and property values (DOC 1990b). Cocklin et al. (1998) identify the boundary changes as key to attaining support. DOC recognised some people, Ngati Hei in particular, would not be content with the changes (DOC 1990b). To further satisfy parties, DOC supported creation of a committee.

In 1993, the Parliamentary Regulations Review Committee, responding to a complaint regarding the establishment of Te Whanganui-A-Hei Marine Reserve, found that adequate consultation had not occurred, despite adherence to the statutory process (McAuley & Cocklin 1994). The Regulations Review Committee recommended social monitoring regarding local attitudes and concerns (McAuley & Cocklin 1994). The studies conducted, demonstrate increasing local support for the reserve (Craw & Cocklin 1995; 1997). Problems with the establishment process that relate to matters discussed in the literature review are included in Appendix K.

Only five objections arose from the two Long Island-Kokomohua Marine Reserve submission processes, three from the consultative phase and two from the draft proposal (CDC 1991). Two of the five objectors gave their support before the marine reserve application was made. The final three objectors were: 1) Mana Aquatic Divers who opposed protection of the Long Island area; 2) the Havelock Fishermen’s Association which wanted western-shore scallop beds excluded; and 3) Iwi (Rangitane, Ngati Kuia and Ngati Apa).² Iwi believed “*the proposal contravenes the Treaty of Waitangi*,

¹ Ngati Hei “believe by adopting a suitable reserve status, the Crown would be acknowledging the importance of [cultural and spiritual] values demonstrating... a genuine intent to manage the coastal resources in partnership, and to give effect to the principles of the Treaty of Waitangi” (DOC 1990b, 13).

² The fishing council of Te Runanganui O Te Tau Ihu o Te Waka a Maui, a confederation of local iwi, demonstrated cautious general support and reserved the right to object (CDC 1991).

Fisheries Act, Conservation Act and their historical and spiritual rights over the area” (CDC 1991, 9). In Long Island-Kokomohua Marine Reserve, as with other reserves, a committee was proposed to allow local participation and input into management.

The process to create a marine reserve where Te Tapuwae o Rongokako is located, spanned nearly a decade. The Combined Gisborne Underwater and Fishing Clubs first proposed a marine reserve in 1990 for the area between the Waiomoko and Pouawa rivers, known as Kaiora (DOC 1998b). A process of public consultation followed, with a hui (meeting according to Maori protocol), user survey and submissions (DOC 1998b). A liaison mechanism between Ngati Konohi and DOC, the Ngati Konohi Marine Reserve Task Force was created. The Task Force raised concerns regarding the Marine Reserves Act: 1) the lack of mechanisms for management partnerships between tangata whenua and the Crown and 2) no generational review process (DOC 1998b). Due to similar tangata whenua concerns elsewhere:

“the Kaiora investigation was suspended until the outcome of [a Departmental investigation] was known. This included amendment of S.5 of Marine Reserves Act 1971 to allow any Maori iwi or hapu with tangata whenua status to apply for a marine reserve, and the development of guidelines on the structure of marine reserve committees. In order to provide the relationship with the Crown and the statutory decision-making powers sought by tangata whenua these guidelines recommend marine reserve committees should be appointed as Ministerial advisory committees under S.56 Conservation Act 1987, and also adopted as a committee of the conservation board” (DOC 1998b, 10).

A series of hui followed the investigation findings, the result being reactivation of the proposal, with Ngati Konohi and DOC as joint applicants (DOC 1998b).

The two dominant objectors to the proposed reserve were commercial rock lobster and recreational fishers. Commercial fishers were concerned the reserve’s impact on the fishery, and the loss of other fishing areas to future mataitai reserves (DOC 1998b; Geange & Allan 1999). Recreational fishers were mainly concerned about the loss of safe waters for boating – issues addressed by Ngati Konohi and the Director General of Conservation (1998) in their document answering objections. A MRC was proposed; the proposal clearly states that DOC retains day-to-day management duties; however, the MRC would be *“weighted in favour of tangata whenua, to advise and assist with the*

management of the reserve. The East Coast Conservation Board has also agreed to adopt this committee and delegate appropriate statutory powers to it” (DOC 1998b, 23). The marine reserve was gazetted in 1999.

4.3 MRC MEMBERSHIP STRUCTURE

Each case study consists of eight or nine-member MRCs; all having at least four tangata whenua representatives. Table 14 outlines the MRC case studies according to type and membership structure. The representation of the non-tangata whenua members is also of interest. For Kapiti MRC, preference is given “to people able to represent several organisations” (1994a, 2). Te Whanganui-A-Hei MRC has three general positions not allocated to interest groups. Long Island-Kokomohua and Te Tapuwae o Rongokako, both have interest group representation. MRC membership is not just for those organisations that support marine reserves. For example, in Te Tapuwae o Rongokako, both the commercial fishers³ and the Tatapouri Sports Fishing Club⁴ are represented on the MRC, but made submissions against the application (Geange & Allan 1999).

Table 14 – Structure of the Case Study Marine Reserve Committees

MARINE RESERVE	COMMITTEE TYPE		STAKEHOLDERS
	Conservation Act	Category	
Kapiti	Combined s6N(2b) and s56	Elite	8 members: iwi (4) [one each to Ati Awa, Ngati Toa, Ngati Raukawa; plus one nominee acceptable to all three iwi], non-iwi interests (4)
Te Whanganui-A-Hei	Conservation Board s6N(2b)	Modified elite	8 members: Ngati Hei (4), final four representatives selected by the Waikato Conservation Board every three years, (1) to be a representative of a local community board and (3) are to represent other community interests. The Board has an ex-officio member on the MRC, not included in the eight.
Long Island-Kokomohua	Conservation Board s6N(2b)	Elite	8 members appointed by the Conservation Board: Te Atiawa (3), Conservation Board (2) [one of whom is tangata whenua], Combined Dive Clubs (2), Picton Fishermen’s Association ¹ (1)
Te Tapuwae o Rongokako	Combined s6N(2b) and s56	Elite	9 members: Ngati Konohi (5), Commercial Fishers Association (1), Tatapouri Sports Fishing Club (1), Royal Forest and Bird Society Gisborne Branch (1), East Coast Hawke’s Bay Conservation Board (1)

Material from: DOC 1998a; Marlborough CB 1993c; Terms of Reference 2000; Waikato CB 2000c
¹ Now Picton Professional Fishers Association.

³ Fishers want “to [remain involved] and go forward with the reserve concept” (Rongokako 2000b, 4).
⁴ One of the proponents of the 1990 proposal, but an opponent to the 1998 proposal (DOC 1998b).

Both Te Whanganui-A-Hei and Long Island-Kokomohua MRCs have undergone changes to their membership structure. The Waikato Conservation Board was allowed to choose what type of committee the Te Whanganui-A-Hei MRC should be: advisory, Board committee, combined or ad hoc (Roxburgh 1993). At the time, the Board was advised that iwi would most likely prefer the combined committee (Roxburgh 1993). The Waikato Board decided on a Board committee (Waikato CB 1993a).

DOC told Ngati Hei, they could have 50 percent membership on the Te Whanganui-A-Hei MRC, and the Waikato Board was informed of this promise (Roxburgh 1993). However, this was not reflected in the original seven-member structure proposed by the Board.⁵ In October 1993, after a closed meeting, discussing advice from the Minister of Conservation and DOC, the Waikato Board changed the structure to make the Board representative an ex-officio member, not included in the seven members: Ngati Hei (3), members of the community (4) (Waikato CB 1993c). The Board agreed any three of five Ngati Hei nominees could attend meetings (Waikato CB 1993c). By the end of 1993, MRC structure still did not reflect DOC's promise of 50 percent membership for Ngati Hei. Understandably, in 1994, the Chairperson of the Ngati Hei Trust expressed disappointment over the structure: "*it was a stipulation of our initial agreement, that we would become members of the Marine Reserve Committee in a majority role. This has not occurred!!*" (Johnston 1994, 1). Confusion over MRC membership continued until creation of the terms of reference (TOR) (Harington 1999).

A DOC staff member, trying to clarify the history of Te Whanganui-A-Hei MRC to the Waikato Board, counts the five iwi nominees as full members, making a total of ten members (Harington 1999). To further confuse issues, a Board representative remained a MRC member, after stepping down from the Board; resulting in MRC membership rising to 11 (Harington 1999; Stephenson 2000). In 2000, the MRC TOR revised membership to what it is currently: eight members, plus one ex-officio member (Waikato CB 2000c).

⁵ In May 1993, the MRC proposed was: a Board representative, a Mercury Bay Community Board nominee and at least one iwi representative; this structure changed by July to: a Board representative (1), community (4) and Ngati Hei representatives (2) (Stephenson 1993; Waikato CB 1993b).

Long Island-Kokomohua MRC is a committee of the Nelson/Marlborough Conservation Board. Interestingly, though the MRC has been delegated powers by the Board, it is termed an informal MRC in the Marine Reserves Act review discussion document (DOC 2000b). The MRC began with six members; however, the MRC recommended to the Board that membership increase to eight, with an additional representative from Te Atiawa and the Picton Fishermen’s Association (LIKMRC 1993b).

4.4 MRC MEETING FREQUENCY, QUORUMS AND ATTENDANCE

Two MRCs have discussed meeting frequency. DOC supports two meetings a year for Kapiti MRC (2001a); Te Whanganui-A-Hei MRC agrees a “*sensible operation level*” is two meetings (Hickey 2000, 2). Table 15 highlights the number of MRC meetings per case study. The lowest meeting per annum average (mean) is 1.5 from Te Tapuwae o Rongokako; the highest is 2.2 meetings per annum by Te Whanganui-A-Hei.

Table 15 – MRC Meetings per Annum

MARINE RESERVE COMMITTEE	1993	1994	1995	1996	1997	1998	1999	2000	2001 ⁱⁱ	Total	Mean	Median	Mode
Kapiti	3 ⁱ	3	1	1	1	1	1	2	2	15	1.7	1	1
Te Whanganui-A-Hei	1	3	2	2	4	2	2	2	2	20	2.2	2	2
Long Island-Kokomohua	5	2	2	1	2	1	4	0	1	18	2	2	1 and 2
Te Tapuwae o Rongokako	-	-	-	-	-	-	-	3	1	4	1.5	2	1 and 3

ⁱOne of which a full-day meeting that included an inspection of Kapiti.
ⁱⁱData collection ends: 8/01 Kapiti, 9/01 Hahei, 12/01 Long Island, 4/02 Te Tapuwae o Rongokako.

Table 16 presents the attendance rates and absenteeism for MRCs. Currently, to achieve a quorum in all the case study MRCs, five members must be present. In Te Tapuwae o Rongokako to achieve the quorum, Ngati Konohi representatives must have a majority present. The minutes indicate that Kapiti always achieves a quorum, except on two occasions when there was no quorum for a portion of a meeting (Appendix L).

In Te Whanganui-A-Hei, three MRC meetings have been attended by less than five members; a quorum was not specified until 2000 (Appendix L). An action coordinator was nominated in 1995 to ensure task accomplishment (Hahei MRC 1995b). The creation of such a role suggests members were becoming disillusioned and frustrated; both elements can lead to volunteer burnout (Barchard & Hilderbrand 1993).

Table 16 – Absenteeism and Attendance in MRC Case Studies

MRC	ABSENTEEISM	ATTENDANCE RATE
Kapiti	Minutes do not indicate the groups represented by MRC members; examination of non-attendance is not possible.	86%
Te Whanganui-A-Hei	Minutes do not indicate the groups represented by MRC members; examination of non-attendance is not possible.	66% ⁱ
Long Island-Kokomohua	All representatives have been absent at least once; commercial fishing representative and tangata whenua (from one to all four representatives) have the highest rates of non-attendance.	60%
Te Tapuwae o Rongokako	Recreational fishing and Conservation Board representatives have been absent for three of four meetings. ⁱⁱ	76%

Material from: all minutes from Kapiti MRC; Hahei MRC; LIKMRC; Te Tapuwae o Rongokako MRC

ⁱ Based on a total of nine, percentage from figures that count the ex-officio CB member.

ⁱⁱ Notably, the Board states in its annual report that it “*wished to retain an active interest and overview role in relation to Committee work and have found that this is best served through a nominated Board member maintaining a membership role*” (East Coast Hawke’s Bay CB 2000, 11).

Long Island-Kokomohua MRC has struggled over the years in achieving meeting quorums. Meetings have irregular frequency, ranging between zero to five meetings per annum (Table 15). The five-member quorum is only achieved for 50 percent of the meetings (Appendix L). The lack of a quorum resulted in several meetings where only reporting occurred, since no motions can be moved; and in one case, motions were moved – but contact was made with absent members for final approval.⁶ However, there are some instances of motions moved when a quorum is lacking.

An Area Office staff member questioned the desired future direction for the Long Island-Kokomohua MRC in 1996 (LIKMRC 1996). Members were requested to submit MRC objectives; no members returned their objectives. In 1999 at an MRC meeting, it was decided the groups would be asked to re-confirm their representation (LIKMRC 1999a). As a result, all groups confirmed their interest and MRC members (LIKMRC 1999b; 1999c); there was no quorum for two of the next four meetings (Appendix L). In March 1999, clarification on the quorum was requested. A DOC staff member clarified, “*the quorum was made of whoever turned up but must include 50% Te Atiawa as tangata whenua*” (LIKMRC 1999b, 1); this clause is not in the TOR.

All nine members have yet to be present at a meeting of the Te Tapuwae o Rongokako MRC (Appendix L). After a scheduled MRC meeting did not occur due to no quorum,

⁶ No quorum where: only reporting occurred LIKMRC 1993d, 1996, 1999a, 1999b, 1999d; a motion is moved and contact is to be made with absent members 1997b; a motion has been moved: 1995b, 1997a.

the East Coast Hawke's Bay Conservation Board (2001b) discussed the need for a MRC review. The Board agreed that a review is needed of the number of MRC meetings, attendance and groups affected by representative non-attendance.

4.5 MRC ROLES

Each of the case study MRCs is guided by its terms of reference, which outlines the roles of the MRC. As illustrated in Table 17, the roles differ between MRCs. Kapiti and Te Tapuwae o Rongokako, both combined committees, have the least differences between roles. Te Whanganui-A-Hei MRC has several unique roles that may stem from the reserve's history. Other differences most likely arise from past actions of the MRC, since the TOR was created many years after the MRC was established.

The TOR creation process for Te Whanganui-A-Hei and Long Island-Kokomohua are both examined in detail. Seven years after MRC formation, in October 2000, terms of reference were created for Te Whanganui-A-Hei MRC. Before the TOR, there was little direction given to the MRC (Appendix M). The only official direction given was a short statement made by the chairperson of the Conservation Board at the inaugural MRC meeting. *"[The MRC has] not been delegated the power of the [Board] and therefore any recommendations they make will need to be formally approved by the [Board]...the committee is to give clear indications as to how the reserve is managed"* (Hahei MRC 1993, 1).

Several times over the years, Te Whanganui-A-Hei MRC stated members were lacking guidance and wanted their role clarified (e.g., Hahei MRC 1995b; 1998a). Despite the lack of guidance from their parent body, the MRC was proactive, creating a vision for themselves: *"[T]o do what [the MRC] can to ensure the reserve is well managed and that over time the reserve becomes: 1) well known, used and enjoyed; 2) understood, respected and accepted by the public for what it is; and 3) bountiful in marine life"* (Hahei 1994a, 10). The newly created TOR includes powers the Board can delegate (e.g., Conservation Management Plan approval); however, these powers are not officially delegated (S. Harington, pers. com. 26 March 2002).

Table 17 – Roles of Case Study MRCs According their Terms of Reference

MRC ROLES	Kapiti	Te Whanganui -A-Hei	Long Island- Kokomohua	Te Tapuwae o Rongokako
ADVISORY BODY	✓	✓	✓	✓
Advise on applications for scientific research in the reserve	✓	✓	✓ ⁱⁱ	✓
Advise on Conservation Management Plans (CMPs)	✓	✓	✓ ⁱⁱ	✓
Advise on Conservation Management Strategy (CMS) policies			✓	
Advise on issues relating to creation/implementation of non- statutory plans				✓
Advise Regional Conservator on management issues				✓
Advise Minister, Conservation Authority or Director General	✓			✓
Advise on public information/education needs		✓ ⁱ		✓
Advise on means to foster community support	✓	✓	✓ ⁱⁱ	✓
Advise on effective public information and education	✓			✓
Advise Minister/Director-General reviews of the Marine Reserves Act			✓	
Advise on appointment of honorary rangers	✓			✓
Advise on the effects of the reserve on adjoining communities		✓ ⁱ		
Advise on commercial opportunities and/or possible licensing	✓	✓ ⁱ		✓
Advise on resource consent applications likely to have an adverse effect		✓ ⁱ		
Advise on compliance and law enforcement requirements		✓ ⁱ		
Approve CMPs	✓	✓		✓
Contribute towards development of research protocols for the marine reserve			✓ ⁱⁱ	
Communication link between DOC and community			✓	
Provide local information that may aid reserve management	✓	✓		✓
Advocate for the marine reserve		✓		
When necessary, raise with the Minister matters relating to the marine reserve, as outlined by section 10(a) Marine Reserves Act	✓			✓
Prepare an annual report	✓	✓		✓
Subject to approval, establish a working group to undertake specific tasks	✓			✓

Material from: Kapiti MRC 1993a; Marlborough CB 1993c; TOR 2000; Waikato CB 2000c

ⁱThese roles relate to the provision of advice to the Regional Conservator and the Conservation Board.

ⁱⁱThese roles apply to Long Island-Kokomohua Marine Reserve and marine reserves generally.

Te Whanganui-A-Hei MRC is the only case study MRC reviewed on a frequent basis. Four reviews have occurred between 1996 and 2000 (Appendix N). At times, the reviews are triggered by an internal event (lack of a quorum) or questioning of the MRC roles or value. Under the TOR, Te Whanganui-A-Hei MRC is obligated to prepare an annual report for the Board and DOC. The report will hopefully create a foundation for improved communication between the bodies and contain concrete statements of MRC successes; thereby, reducing the need for such frequent reviews in the future.

One area that is unique in regards to Long Island-Kokomohua MRC is its input into the terms of reference. The TOR creation was a two-way process with suggestions coming

from both the Board and the MRC in 1993, with further amendments occurring in 1999.⁷ According to the TOR approved by the Board in October 1993, the Long Island-Kokomohua MRC is delegated six powers and functions (LIKMRC 1993c). The powers have been reaffirmed with each subsequent amendment to the TOR (LIKMRC 1993e; Nelson/Marlborough CB 1999e). The delegated powers relate to policy, research and the public (Marlborough CB 1993c; Table 17).

4.6 MRC ACTIONS AND CONCERNS

The actions of the MRCs in relation to first five of Chapter One's research questions are described in this section; public relations, policy, communication, iwi concerns, definition of partnership, allocated power, funding and networking are examined. The aim is to provide information about the MRCs, to be used in Chapter Six's discussion. Each MRC has specialised in one or two areas; these are examined in detail.

4.6.1 Policy, Management and Relations with Other Organisations

Table 18 provides an overview of MRC actions by highlighting input into DOC plans and policy, contact with government agencies and authorities, submissions and communication with other organisations. This subsection expands on Table 18 and examines Conservation Management Plan (CMP) input in regards to Kapiti, Te Whanganui-A-Hei and Long Island-Kokomohua MRCs. Kapiti and Long Island-Kokomohua MRCs are also analysed in relation to Compliance and Law Enforcement (CLE). Following these examinations is an overview of Long Island-Kokomohua MRC's involvement in scientific studies, Te Tapuwae o Rongokako MRC's Marine Reserve Act review submission and an examination of the MRC/Board relationships.

According to a Kapiti MRC annual report and minutes, the CMP is "*the greatest achievement of the Committee to date*" (Kapiti MRC 1998a, 1; 1996). In the 1993/1994 MRC financial year, the MRC had input on issues and reviewed the initial draft of the CMP (Kapiti MRC 1994a; Ross 1993). The MRC appointed a subcommittee to review submissions; and until plan approval in 1998, the MRC contributed editorial comments and suggested amendments (Kapiti MRC 1994a; 1996; 1997; 1998a).

⁷ LIKMRC 1993a, c-d; 1999a-d; Marlborough CB 1993a-b, d; Nelson/Marlborough CB 1998; 1999a, c-d.

Table 18 – Summary of MRC Involvement in Policy

KAPITI	TE WHANGANUI-A-HEI	LONG ISLAND - KOKOMOHUA	TE TAPUWAE O RONGOKAKO
DOC Plans, Policies and Discussion Documents			
<p>Assisted creation of: Compliance and Law Enforcement Operational Plan, Kapiti Marine Reserve CMP</p> <p>Considered: draft Position Statement on Marine Reserves and Public Awareness Strategy</p> <p>Letter drafted to the Minister of Conservation regarding concern over the inadequacy of fines</p>	<p>Input on: Coromandel Peninsula Conservation Land CMP; Marine Reserve Action Compliance Plan; Business Plan; Marine Reserves Strategy; Marine Reserves Act Review; and DOC Showcase Sites (Appendix O)</p>	<p>Discussion on sending suggested Marine Reserves Act amendments to the Minister of Conservation; no record in the minutes if a letter was sent</p> <p>Submissions on Poor Knights Marine Reserve; individual member submissions to the Marine Reserves Act review</p>	<p>Input into draft Operational Plan via suggestions, concerns, amendments, and the creation of a vision; MRC suggested an amendment to the Compliance and Law Enforcement Plan and accepted the Plan at inaugural meeting</p> <p>Made a submission to the Marine Reserves Act review process</p>
Government Agencies			
<p>In hopes of a multi-agency response, the MRC wrote to the Ministers of Fisheries, Conservation and Police highlighting the lack of resources for CLE</p>	<p>Contacted Minister of Conservation (reserve boundaries), Ministry of Fisheries (boundaries, fishing regulations, reduction of honorary fisheries officers), Environment Waikato (coordination of water monitoring) and the local police (car park break-ins)</p>	<p>Contacted Ministry of Agriculture and Fisheries regarding information sent to commercial fishers on marine reserve regulations and boundaries</p>	
District/Regional Council and Resource Consent Submissions			
<p>Active in advocating against ocean sewage outfall to the Kapiti Coast District Council</p>	<p>Submissions on resource consents for an artificial reefⁱ and against a sewage proposalⁱⁱ</p>	<p>Submission regarding fast ferries</p>	<p>Contacted Gisborne District Council about aquatic weed control, roading and dog control</p>
Organisations/Events			
<p>Concern about fishing contest; identified advocacy opportunities; working with DOC, Ministry of Fisheries and recreational fishing organisations to devise amendments to competition regulations</p>	<p>Responding to a ratepayer organisation's concerns about the sewage resource consent; MRC drafted letters to Waikato CB, Thames Coromandel District Council and Environment Waikato</p>		<p>Expressed an interest in maintaining open lines of communication with the adjoining landowner (Whitiwhiti) to keep landowner informed and invite input into policy</p>

Material from: Kapiti MRC 1994a; 1996; 1997; 1998a; 1999; 2000a; 2001b; Hahei MRC 1995b; 1996-1997d; 1998a-1999b; 2000a-b; 2001a-b; Hart 2000; LIKMRC 1993c; 1993e; Rongokako MRC 2000a-c; 2001

ⁱThe MRC opposed the artificial reef without significant hydrodynamic studies.

ⁱⁱTwo MRC submissions against the proposal were sent to the hearing and a supporting submission to an Environment Court appeal was made by the MRC. MRC actions regarding the sewage disposal issue lead the Conservation Board to create a TOR for the MRC.

The Conservancy's original vision for Te Whanganui-A-Hei MRC was for the MRC to assist with management planning; however, the minutes reflect that at one stage the MRC was discouraged from such planning (Hahei MRC 1996; Appendix O). A CMP

for the reserve was not in place until 2002, under the Coromandel Peninsula Conservation Land CMP (DOC 2002a). The CMP includes the clause to develop a marine reserve interpretation/education plan, reviewed yearly (DOC 2002a).

A CMP has not been created for Long Island-Kokomohua Marine Reserve and there was no MRC input into the CMS published in 1996. According to the MRC minutes, there have been no other planning documents for Long Island-Kokomohua Marine Reserve that have been brought to the attention of the MRC. Therefore, it can be said that the MRC has not sought or been given the opportunity to exercise its powers in regard to input into planning strategies, the CMP or the CMS.

Kapiti MRC has a significant concentration on compliance and law enforcement. The 1993/1994 financial year saw the formation and MRC approval of the CLE Operations Plan outlining surveillance and enforcement (Kapiti MRC 1994a). CLE is an area where the MRC has no direct influence, according to the TOR, except for advice on the appointment of honorary rangers (Table 17). The honorary rangers were envisioned as means for advocacy, public awareness raising and public response monitoring (Anderson 1993). The 1998/1999 financial year brought with it reports that organised poaching is increasing; as such, due to possible threats to safety, honorary rangers are unable to assist with CLE (Kapiti MRC 1999).

Interpretive enforcement is the focus for preventing non-organised poaching from Kapiti Marine Reserve (Kapiti MRC 1993c; 1993d). In the new Compliance Plan the term *interpretive enforcement* is not used, rather, it is expressed as *proactive passive measures* (DOC 2001a). These measures include information and mitigation. Information techniques outlined are: signage; publications; pamphlets; newsletters; media (profiles, prosecutions), talks, photograph and slide database, and public displays. Mitigation techniques include liaison with user groups (DOC 2001a).

Many of the compliance issues noted in the Long Island-Kokomohua minutes have been DOC reporting to the MRC. One opportunity for MRC input into compliance operations came with the suggestion that “*we need to get the message across by whatever means we can*” in Wellington and Christchurch, due to a trend of poaching occurring from residents of these two cities (LIKMRC 1997a, 3). According to the

minutes, the MRC did not follow through with any suggested actions. CLE is an area where the MRC does not have delegated powers; however, the powers of marine reserve promotion and liaison with the public allow the MRC to formulate awareness raising activities that can assist with CLE.

The majority of Long Island-Kokomohua MRC meetings concentrate on scientific findings and research approval. The roles of the MRC have been more limited than the powers allocated. Areas where the MRC has been most active relate to two powers allocated to the MRC by the Board: 1) commenting on applications for scientific research and 2) input into general research protocols. Long Island-Kokomohua Marine Reserve has had a series of scientific studies conducted in its waters. MRC members have been invited to assist with monitoring, on at least one occasion (LIKMRC 1999b). The MRC receives regular presentations regarding study proposals and results; the MRC has both supported and advised against research applications.⁸ In 1996, it was suggested that the MRC be proactive in recruiting research projects by writing to universities (LIKMRC 1996). A letter went out to universities and organisations in 1997 requesting project proposals, under the condition that DOC would not provide funding or support (LIKMRC 1997a). One ongoing concern is the need for scientific research guidelines. The MRC has worked on policy guidelines; however, they are not complete (M. Aviss pers. com. 29 April 2002). The MRC has requested and received policies from other marine reserves (LIKMRC 1999c; 1999d). Currently, each research application is considered on its own merits (M. Aviss pers. com. 29 April 2002).

The Te Tapuwae o Rongokako MRC submission to the Marine Reserves Act review has implications regarding the MRC's views of MRC structure and powers. The MRC's submission indicates that in order to recognise treaty principles:

“The Marine Reserves Act should to [sic] specify that tangata whenua should be represented on the reserve committees. However, in the acknowledgement of a partnership between the Crown and Maori and the recognition of the Treaty principles, full management powers need to be given to these committees. The role of the committee should be upgraded to that of a Board and with greater powers than only an advisory role, as there is no obligation for the Department

⁸ LIKMRC 1993d-e; 1994a-b; 1995a-b; 1996; 1997a-b; 1998; 1999a-d; 2001

of Conservation to uphold this advice. Some members felt that if the advisory committee was to be upgraded and given full management powers, the issue of community representation should be re-addressed' (Haapu 2000, 2-3).

In addition, the submission includes the suggestion that the effectiveness of the MRC and reserve management should both be reviewed every five years (Haapu 2000).

Relationships between MRCs and their Conservation Boards vary. In Kapiti, MRC activities are reported to the Wellington Board.⁹ In Te Whanganui-A-Hei, despite the lack of clear direction, the Waikato Board receives regular MRC activity updates and usually supports MRC funding requests.¹⁰ The relationship of Long Island-Kokomohua MRC with the Nelson/Marlborough Board seems to be supportive. A review of Board minutes from 1993 to 2001 indicates reporting of MRC meetings to the Board occurs.¹¹ The initial rapport of discussion first established by the Board, when discussing the TOR, has continued over the years. There have been instances where the Nelson/Marlborough Board has investigated MRC requests (e.g., querying the funding of the MRC) and has supported MRC motions (e.g., administrative support for the MRC and funding for audio-visual material) (Marlborough CB 1997; Nelson/Marlborough CB 1999a; 2001). As noted in section 4.4, the East Coast Hawke's Bay Board representative on the Te Tapuwae o Rongokako MRC has missed three of four MRC meetings. In addition, the Board minutes do not reflect updates regarding the MRC¹² nor has the MRC prepared an annual report, a requirement in the TOR.

4.6.2 Public Relations and Communication (Awareness Raising)

Before delving into specifics from the case studies, Table 19 presents awareness raising and education activities discussed by the MRCs and recorded in the minutes. Not all the ideas highlighted are supported by the MRCs, nor have all the ideas been implemented. All four case studies are examined in detail in the following paragraphs. However, more space is allocated to Te Whanganui-A-Hei Marine Reserve, due to the quality and diversity of awareness raising activities.

⁹ Wellington Conservation Board 1997a-f; 1998a-e; 1999a-c; 2000a-b

¹⁰ Waikato Conservation Board 1993a-c; 1994a-c; 1995a-c; 1996a-b; 1997a-d; 1998a-b; 1999a-c; 2000a-b

¹¹ Marlborough CB 1993a-b, d; 1994a-b; 1996a-b; 1997; Nelson/Marlborough CB 1998; 1999a-d; 2001

¹² East Coast Hawke's Bay CB 2000; 2001a; review of MRC recommended in 2001b

Table 19 – Awareness Raising Activities Discussed by MRCs

AWARENESS RAISING ACTIVITIES DISCUSSED BY MRCS	Kapiti	Te Whanganui-A-Hei	Long Island-Kokomohua	Te Tapuwae o Rongokako
Means of Communication and Interpretation Facilities				
Newsletter	✓	✓		
Via clubs and other organisations (can include presentations)	✓	✓	✓	✓
Press releases		✓	✓	✓
Articles in newspapers; regular column in the local newspaper	✓	✓	✓	
A marine reserve package given to the fishing competition organisers to be sent to participants with the entry forms	✓	✓		
Feature articles in magazines (e.g., New Zealand Fishing, Dive or Geographic) to promote the reserve, compliance and monitoring efforts		✓	✓	
Recruiting documentary film companies to the reserve		✓		
Use of national TV programmes		✓		
Slide evening over the summer holiday	✓			
Sea Week	✓	✓		
Visitor centre with displays and audio/visual material	✓			
Interpretation kiosk at car park		✓		
Beach notice board to display results from scientific monitoring		✓		
Snorkel trail ⁱ		✓		✓
Audio/Visual Material				
Brochures	✓	✓	✓	✓
Visuals of the sea floor	✓			
Displays	✓	✓		
Video	✓	✓	✓	
Interactive CD ROM with video	✓		✓	
Video from a baseline survey provided for education at huis	✓			
Specialised maps (Maori/local names; digitised three-dimensional)		✓		
Education package (brochures and flyer)		✓		
Website		✓		
Poster		✓	✓	
Schools/Children				
Presentation by a marine biologist and a video		✓		
Reserve currently used for class studies that include snorkelling		✓		
School resource package	✓	✓ ⁱⁱ	✓	
School projects with prizes; Children's competitions in the newspaper	✓	✓		
Other Ideas				
Photo competition (promote reserve, monitoring, visual resource)	✓	✓		✓
Slogan to maintain consistency in promotional activities	✓			
Fish summary sheet for divers (aid to monitoring)	✓			
'Friends of' group discussed	✓	✓		
Sponsoring and encouraging student research		✓		
Inviting research from universities (not funded)			✓	

Material from: DOC 1994; 2001b; Hahei MRC 1994a to 2001; Kapiti MRC 1993d-e; 1994b-c; 1995; 2001a; 2001b; LIKMRC 1993b; 1993c; 1993e; 1994b; 1995a; 1997b; 1998; 1999b; 2001; Rongokako MRC 2000a-c

ⁱ Te Whanganui-A-Hei continuing work on the trail; Te Tapuwae o Rongokako MRC rejected idea of a trail.

ⁱⁱ Teacher resource kit available: www.doc.govt.nz/Community/001~For-Schools/Super-Sites-For-Conservation-Education/Waikato/Te-Whanganui-A-Hei-Marine-Reserve

Kapiti MRC often links public awareness opportunities with the results of scientific study (Kapiti MRC 1994b; 1996; 1997). The MRC has developed several suggestions on how to raise public awareness (Table 19). A public awareness strategy was created for the reserve in 1994 (DOC 1994). Awareness raising ideas in the MRC minutes are often accompanied by calls for increased funding (Kapiti MRC 1994b). In 2001, the MRC requested that the secretary prepare a report on developing a resource kit and positive promotional campaign proposal (Kapiti MRC 2001a). This request was taken-up by a contract DOC employee, who concentrated on MRC issues for three months; the position was paid for with public awareness funding (Kapiti MRC 2001b).

Te Whanganui-A-Hei MRC was established at a time when residents felt they had not been treated fairly by DOC (Hahei MRC 1993); as such, community liaison is key. In a meeting in 1994, the need for better public information provision regarding the marine reserve was raised (Hahei MRC 1994c). A request was made for a one page MRC minutes summary to be made available to interest groups,¹³ at the same time there was also a request that MRC meeting advertisements be more prominent than a public notice in the newspaper (Hahei MRC 1994c). The need for more prominent DOC meeting notices is a sentiment reflected elsewhere by the public (Centre for Research 1998).

At Te Whanganui-A-Hei MRC meetings, more so than other MRC meetings, there is usually a strong showing of the public (Appendix L). The numbers refute Prendergast's (1998) findings that "*there is little or no public participation*" (106) at meetings. On average, there are about 5.6 members of the public attending the meetings; the public have outnumbered MRC members on seven occasions (Appendix L).

Prendergast (1998) found that awareness raising activities in Te Whanganui-A-Hei were ineffective; her findings were based on a local ratepayer survey with a response rate of 14. Moreover, Craw and Cocklin (1997) found the marine reserve was not a draw card for the majority of visitors. Not all respondents in Craw and Cocklin's (1997) survey were aware of the management agency, degree of protection afforded by the marine reserve or even the existence of the reserve. The authors hypothesised that the reserve was not publicised or known outside the region. Since the late 1990s, several on-site awareness raising initiatives have been created, include a snorkel trail and interpretation

¹³ Only one executive summary was created, 12 July 1994 (S. Harington, pers. com. 26 March 2002)

kiosk. The growing support for DOC, indicated in the last social impact assessment study (Craw & Cocklin 1997), seems to be continuing; it was reported by a staff member that DOC receives “*excellent feedback from the public generally with regard to the reserve being an excellent natural asset*” (Adam 2001, 2). Te Whanganui-A-Hei Marine Reserve has many awareness raising initiatives, some of which have an educational component. Details of four initiatives, newsletter, brochures, interpretation kiosk and snorkel trail are outlined in Table 20.

Table 20 – Te Whanganui-A-Hei MRC Awareness Raising Initiatives

<p>NEWSLETTER - Information sheets are sent out with the rates (Hahei MRC 1997b); the newsletters and mail-outs of the ratepayers' associations are used by the MRC as a mechanism to reach the local community (Hahei MRC 1998a; 1999b; 2000). A marine reserve newsletter mailed out to interest groups and ratepayers is first noted in the 1997 MRC minutes and became reality in April 2000 (Hahei MRC 1997a; 2000b).</p>
<p>BROCHURES - A series of five brochures with different themes plus a flyer have been produced. The brochures “<i>are aimed at education of the marine environment and its inhabitants, mainly for schools and people with an interest in learning and experiencing a marine reserve</i>” (Hahei MRC 1998b, 2). In addition, the flyer outlines boundaries, regulations and permitted activities (Hahei MRC 1998b). Distribution of the flyers is through self-dispensing units, ratepayer newsletters; visitor information centres, marinas, local businesses (garages, dive shops), boat clubs, placement on vehicle windscreens at boat ramps and through fishing competition organisers (Adam 2001; Hahei MRC 1995b; 1998a). The idea of placing brochure information and research results on the Internet was proposed by the MRC in 1998 (Hahei MRC 1998b). It was later stated the DOC web site had limited space (Hahei MRC 1999b). “<i>The committee’s vision is yet to be shared by Head Office, they do not yet see the web pages as a way of disseminating information to a broad range of people as a priority</i>” (Hahei MRC 1999b, 5).</p>
<p>INTERPRETATION KIOSK - The Cathedral Cove car park interpretation kiosk is a visual success with its viewing platform and interpretation panels. There was a lengthy process to secure funding for the kiosk (Hahei MRC 1997a; 1997b; 1997c; 2000a). The persistence of the MRC is credited as one of the underlying reasons the kiosk was completed (Hahei MRC 2000b).</p>
<p>SNORKEL TRAIL - Student research aided development of the trail (Hahei MRC 1994b; 1994c; 1995b; 1996; 1999b; 2000a). The trail is a long running project of the MRC: “<i>The main objective is of the snorkel trail is ‘education.’ People can go and see for themselves what the marine reserve can and cannot do</i>” (Hahei MRC 1994c, 4; 1995a; 1998b). The MRC minutes indicate the snorkel trail was not a priority until 1999 (Hahei MRC 1999b; 2000b); the first phase of the trail was completed in 2001.</p>

The Long Island-Kokomohua MRC’s powers allocated by the Board, 1) to act as a communication link between the public and the Department and 2) to promote Long Island-Kokomohua Marine Reserve and marine reserves generally have not been utilised to the fullest extent possible. In both instances, the MRC delegated responsibility for awareness raising activities to DOC (LIKMRC 1993b; 1993e). In the beginning, the MRC did brainstorm ideas for public awareness raising; Table 19 outlines MRC suggestions for publicity. The MRC has not been overly active in this area, except with the approval of pamphlets and signage. Colour pamphlets have been

produced because of MRC requests on two occasions (LIKMRC 1993e; 1999d). It was suggested by a DOC staff member that further meetings needed to be convened “*to discuss promotion of the reserve, and making it an icon. Educational opportunities are now emerging as the reserve recovers*” (LIKMRC 1999b, 2); this has not occurred. Very little discussion of promotion is recorded in the minutes until funding to create an interactive video CD was raised at a meeting by a National Institute of Water and Atmospheric Research (NIWA) staff member. The MRC foresaw the public awareness possibilities that a video could provide and requested funding support from the Board (LIKMRC 2001). The MRC also requested that the NIWA personnel leave his the videotape, so that it could be used to support funding requests (LIKMRC 2001).

DOC staff recommended to Te Tapuwae o Rongokako MRC that a public awareness strategy should not be developed until national and conservancy strategies were developed; therefore, the Operational Plan covers public awareness policy (DOC 2001b). It should be noted that one national strategy, Building Community Support for Marine Protection: Protecting Special Places in the Sea is currently in draft form, but is soon to be completed. The relationship of this strategy to MRCs is discussed in Appendix P. An appendix in the draft strategy concedes limited methods are used in advocating marine reserves (DOC 2002b).

The initial focus of awareness raising activities in Te Tapuwae o Rongokako Marine Reserve was to clarify public uncertainty over boundaries. Public awareness/interpretation activities conducted include: CLE signs, boundary markers, pamphlets and newspaper articles (DOC 2001b). Other possibilities for interpretation listed include: signs, pamphlets, underwater trail and other opportunities (e.g., Sea Week and displays) (DOC 2001b). DOC has followed through a MRC request for signage indicating danger from wind-fallen trees from the adjacent Whitiwhiti station (Rongokako MRC 2000c).

Te Tapuwae o Rongokako MRC has also engaged in discussion regarding tourism bodies promoting the reserve and if promotion verges on exploitation (Rongokako MRC 2000b). This topic was then discussed at a hui, where:

“The need for sensitivity with regard to cultural and historic references to the adjacent land was highlighted...[A Ngati Konohi MRC member] requested that

any promotion...in conjunction with Gisborne District Council and/or Tourism Eastland should be channelled via the committee. [Another member] requested that [the Ngati Konohi member] produce a discussion paper for consideration at the next meeting indicating what can and cannot be done in terms of tourism” (Rongokako MRC 2000c, 5).

The minutes indicate no further discussion on the topic. Another public awareness issue that has no indicated follow through in the minutes is the request by DOC’s Programme Manager (Visitor Assets) for ideas for interpretive displays (Rongokako MRC 2000c). The minutes indicate that the issue was to be raised at the following Ngati Konohi hui; but there is no further mention in the MRC minutes.

4.6.3 Tangata Whenua Concerns

As stated in Chapter One, full consideration of tangata whenua concerns is not possible in this thesis. Partial coverage would be an injustice; greater respect is due, including the need for consultation with tangata whenua and their MRC representatives. Points brought up by iwi in the MRC minutes are noted in Appendix Q, so a future researcher can follow through on matters arising. Two issues revealed through document analysis, transcend locality, having arisen in more than one MRC. These issues are: 1) due to culture, tangata whenua representatives need to consult with their people, something that cannot always be done in a timely manner; and 2) DOC and iwi definitions of ‘partnership in management.’ The latter issue is highlighted in section 4.6.4. A third issue, not recorded in MRC minutes, but reported in a document examining DOC practices needs to be noted, as it concerns MRC survey respondent comments. There is a perception that interest groups, particularly Royal Forest and Bird Protection Society and some recreational groups, have more power and better relationships with DOC than iwi, despite the need to take into account the principles of the Treaty of Waitangi (Centre for Research 1998).

At a meeting in 1994, a MRC member raises the issue of tangata whenua consultation:

“[An iwi member of the MRC] said that extra resources were needed if Maori involvement was to be achieved, and that he and other iwi members couldn’t spend the hours needed to go around canvassing their people’s views on different matters. The meeting acknowledged these restrictions but said that all

committee members were in similar situations. All members were representatives of different interest groups and did not really have time to confer with those they represented...Conclusion: The present situation is the best resourced deal that can be expected at present and all Committee members have to network the best they can” (Kapiti MRC 1994c, 4-5).

A Long Island-Kokomohua MRC tangata whenua representative also raises this issue, in an open response section of the survey (presented in Chapter Five); the discussion in Chapter Six provides a more detailed examination of this issue.

4.6.4 Perceptions of Participation

Different perceptions of the meaning of participation are evident in three case studies. Emphasis is added in several quotations in Table 21 to highlight terminology used. In Appendix P, an examination of the draft DOC (2000b) strategy to build community support emphasises the need for clear definitions.

Table 21 – Terminology Used when Describing MRCs

<p>The 1993/1994 Kapiti MRC annual report includes the statement: “[I]wi support was granted in response to an offer by the Department of Conservation of 50% iwi representation on a committee set up to help manage the reserve. This was seen by iwi as an offer of partnership with the Crown in the marine reserve’s management” (Kapiti MRC 1994a, 1).</p> <p>The semantics of ‘partnership’ is also called into question in the case of Te Whanganui-A-Hei: Ngati Hei stated wanted “a genuine intent to manage the coastal resources in partnership, and to give effect to the principles of the Treaty of Waitangi” (DOC 1990b, 13).</p> <p>The view of a Waikato Conservancy staff member in 1993 was: “The Department has found that local people and particularly iwi are very keen to be involved in marine reserves management. Being able to offer these groups a meaningful management partnership would gain greater acceptance for future proposals. Such a move would also help build the community support and goodwill which is vital for successful compliance” (Roxburgh 1993, 1).</p> <p>One of the Te Whanganui-A-Hei flyers states “The marine reserve... is administered by the Department of Conservation in partnership with the Te Whanganui-A-Hei Marine Reserve Committee” (DOC n.d.b).</p> <p>The Te Tapuwae o Rongokako MRC in its Marine Reserve Act review submission indicates that it believes “in the acknowledgement of a partnership between the Crown and Maori and the recognition of the Treaty principles, full management powers need to be given to these committees” (Haapu 2000, 2-3).</p>
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The advisory nature of MRCs can be underscored by the frequent use of the term partnership. By theoretical definition, a MRC is only an advisory body, a form of *placation* according to Arnstein (1969), not a partnership. The Centre for Research, Evaluation and Social Assessment (1998) found, “the department would have an obligation to involve iwi in decision making, implementation and evaluation phases”

(28) in a partnership process. One place where DOC staff are achieving greater participation, is through the involvement of Ngati Hei in compliance and law enforcement activities (Adam 2001).

4.6.5 Degrees of Power Allocated to MRCs

There are two interrelated issues regarding power allocated to MRCs. Firstly, the degree of power MRCs have to influence and participate in management; this issue is partially addressed in section 4.6.4. Secondly, is how Conservation Boards can award or limit this power. In 1993, a DOC staff member clarified that section 56 of the Conservation Act only allowed the MRC to advise the Minister of Conservation; a MRC's real power came from the Conservation Board, through the ability to develop and approve the CMP (Kapiti MRC 1993d). A MRC iwi representative replied that he *"looked forward to the day when the [MRC] did not have to rely on the Conservation Board for management powers and could be constituted as a true management committee of 50/50 representation"*¹⁴ (Kapiti MRC 1993d, 2). In its Marine Reserves Act review submission, Te Tapuwae o Rongokako MRC indicates it believes that an MRC should have, at minimum, the status of a Board, as DOC does not have an obligation to adhere to suggestion from an advisory committee (section 4.6.1)

Issues relating to power arose in 1999, when the Waikato Conservation Board felt Te Whanganui-A-Hei MRC had over stepped its bounds and put the Board in a situation where it may be liable (Balks 2000). This belief emerged due to a supporting submission made to the Environment Court by the MRC chairperson. The concerns over liability lead the Waikato CB to draft a letter to the MRC listing roles and recommendations for the MRC. The letter concluded with the statement:

"The Waikato Conservation Board appreciates the valuable work committee members do to promote and protect the marine reserve and would like to offer the Hahei [MRC] the choice of accepting these guidelines as a sub committee of the Waikato Conservation Board under Section 6N(b) of the Conservation Act 1987. Alternatively the committee may prefer to become a stand alone 'Friends of Hahei Marine Reserve' group. If the [Hahei] MRC should prefer the second

¹⁴ 50 percent iwi – 50 percent Crown.

option then the Waikato Conservation Board would still offer support and keep an interest in the work of the group” (Balks 2000, 3-4).

The Conservation Board has been informed by the MRC on several occasions (Hahei MRC 1997b; 2000a; Waikato CB 1999c) that the MRC does not wish to become a ‘Friends of’ organisation. The commitment given to Ngati Hei by DOC for representation on a committee must also be considered.

The DOC investigation into marine reserves, mentioned in section 4.2.1, reveals:

“In order to provide the relationship with the Crown and the statutory decision-making powers sought by tangata whenua these guidelines recommend marine reserve committees should be appointed as Ministerial advisory committees under S.56 Conservation Act 1987, and also adopted as a committee of the conservation board” (DOC 1998b, 10).

The original documents circulated by DOC in regards to Te Whanganui-A-Hei MRC said the Conservation Board MRC is only as permanent as the Board wanted (Roxburgh 1993); this is true – as displayed by the continual reassessment of the MRC (Appendix N). The Board has not delegated any of its powers to the Te Whanganui-A-Hei MRC (Waikato CB 2000c; S. Harington pers. com. 26 March 2002). As stated in the Kapiti MRC case study, DOC considers the real power of the MRCs to arise from the powers delegated by the Conservation Board.

4.6.6 Funding for Marine Reserves and MRCs

An issue that arises in three case studies is funding. Te Tapuwae o Rongokako is the only case study MRC where funding is not raised in the minutes. Topics relating to funding include member remuneration, budgets, discretionary funding, trust accounts, merchandising and donation boxes. Kapiti and Te Tapuwae o Rongokako MRCs are combined committees; therefore, all members are eligible for remuneration (DOC n.d.a). In one of the first meetings, a Kapiti MRC member stated he was willing to forgo fees if the *“money was channelled to management of the marine reserve”* (Kapiti MRC 1993e, 2); there is no further record in the minutes of the idea being pursued.

In 1994, a series of correspondence occurred regarding recompense of Te Whanganui-A-Hei MRC members. A legal services DOC employee clarified the issue: the

Department is not responsible for paying a Board committee, such as an MRC; the power to recompense MRC members lies with the Board; or the decision can be delegated to the MRC itself (Teoh 1994). Upon receipt of the legal advice, the Waikato Conservation Board resolved that the Board would provide remuneration, but encouraged those members with means not to request expenses (Stephenson 2000). Currently, Te Whanganui-A-Hei MRC has a Board allocated budget of \$1000 and can remunerate members from this amount. In Long Island-Kokomohua, the Conservation Board representatives are the only MRC members who receive remuneration. The draft discussion document regarding MRCs puts forwards the notion that all MRC members should receive equal remuneration to negate any inequalities (DOC n.d.a).

Area Office budgets and discretionary funding for marine reserve management vary; funding for two marine reserves, Long Island-Kokomohua and Kapiti, is examined in greater detail. In 2001, the Sounds Area Office budget, for the first time, had funds allocated for marine reserve project management (LIKMRC 2001). Of the funding received, \$2000 was for education and public awareness. Because the public awareness money was not targeted for specific tasks, Long Island-Kokomohua MRC was invited to make suggestions on how the money should be spent (LIKMRC 2001). The MRC discussed using the money to create a marine reserve video, but realised the public awareness money was not enough. Therefore, the MRC made a request to the Board for funding (LIKMRC 2001). The Board, at their meeting made a motion in support of the MRC's request and requested funding for promotional audio/visual material from the Conservator (Nelson/Marlborough CB 2001). There are no further suggestions recorded in the 2001 minutes on what to do with the \$2000.

When Kapiti MRC was established, it was noted that no funds were allocated for discretionary purposes (e.g., campaigns); there has been discussion about seeking sponsorship and funding from organisations for such things as interpretive signage and scientific research (Kapiti MRC 1994a). In 1996, MRC members stated they were disappointed no funds were available for the continuation of formal research (Kapiti MRC 1996). The Wellington Conservation Board (1997) supported the MRC in their request for funds for monitoring purposes. Funding was secured from the Wellington Conservancy for a volunteer-based monitoring programme (Kapiti MRC 1998a). The lack of funding for compliance is also a concern of the MRC (Kapiti MRC 2000b). In

2001, the MRC asked the secretary to prepare a report on the means available for the MRC to control and manage funds (Kapiti MRC 2001a). There is currently ongoing discussion with DOC regarding the best means for funds management, including a 'Friends of' trust or DOC holding the funds (Kapiti MRC 2001b).

Te Whanganui-A-Hei MRC is currently in a unique situation regarding funding, they now have a budget allocated by the Waikato Conservation Board that *"may be used, at the discretion of the MRC, to contribute to costs of members' attendance at committee meetings, and to support other activities that are of benefit to the Marine Reserve"* (Waikato CB 2000c, 2). The money is held by the Hauraki Area Office; in the 2000-2001 financial year \$1000 was allocated to the MRC. The terms of reference state that the MRC, Waikato CB and Waikato Conservancy will negotiate the amount annually (Waikato CB 2000c). In their annual report to the Waikato CB, the MRC is required to outline how they utilised the budget¹⁵ (Waikato CB 2000c).

The MRC did not always have a 'budget;' rather, they could prioritise activities for the DOC budget. To overcome limitations in funding, Te Whanganui-A-Hei MRC took a unique approach of a trust account and merchandising. The first merchandising venture was a poster (Hahei MRC 1994c). By 1995, poster sales profits were approximately \$800; the money was being kept in a marine reserve account (Hahei MRC 1995a). The MRC then looked at merchandising T-shirts and a greeting card, both of which did not have retail success; though interest in the card is slowly increasing (Hahei 1995b; 1996; 1997a). Currently, profits from merchandising, donations and grants are placed in DOC project accounts, controlled by the Area Manager; government trust accounts are no longer an option due to policy changes (Hahei MRC 1999b).

Te Whanganui-A-Hei Marine Reserve also has another initiative, which is unique amongst the case study reserves – donation boxes. Funds raised from donation boxes *"will be put back into the area from which it came and will need to be spent within the financial year. A list of non-core jobs could be collated for where these monies could be spent"* (Hahei MRC 2000a, 3). Money raised is currently going towards landscaping

¹⁵ Stephenson (2000) suggested the \$1000 budget to create flexibility and *"give the committee a feeling of being held responsible"* so they could *"develop[] greater responsibility of action and decision"* (1).

around the kiosk (Hahei MRC 2001b). Use of donation box money is an issue raised by a MRC survey respondent (Chapter Five) and discussed further in Chapter Six.

4.6.7 Networking Between MRCs

Networking with other MRCs is another important issue. Kapiti, Te Whanganui-A-Hei and Long Island-Kokomohua MRCs have all been involved in networking during some stages of their history (Appendix R); however, there has been no formal information sharing mechanism set-up. The Te Whanganui-A-Hei MRC (1997d) minutes indicate that Roy Grose, Area Office manager and secretary for Long Island-Kokomohua MRC, is the national network contact. However, this role was not formally established (M. Aviss pers com. 29 April 2002). Information exchanges that occur do not seem to continue over time (Appendix R). DOC's (2002b) draft strategy for Building Community Support for Marine Protection emphasises the need for networking and capacity building amongst DOC staff (Appendix P).

Networking can have several benefits, including knowledge of and learning from other practices. For example, the chairperson of the Kapiti MRC, attending a Long Island-Kokomohua MRC meeting in his capacity as a researcher, expresses disappointment: *"that this committee was not adequately serviced with an executive officer who took minutes and organised meetings as was the case at Kapiti"* (LIK MRC 1997a, 2). The issue was raised with a Conservancy staff member, and the Conservation Board moved a suggestion that DOC provide administrative support for the MRC from outside the Picton Field Centre (Marlborough CB 1997). As a result, at the next MRC meeting there was a minute secretary (LIK MRC 1997b).

Long Island-Kokomohua MRC members have discussed the benefits and drawbacks of networking and information exchanges. A network *"would provide an important link between the various Marine Reserve Committees. [Another MRC member] commended the idea of this link but expressed concern that conforming to other regimes may affect the independence of this Committee"* (LIK MRC 1998, 1). The MRC made two suggestions: 1) a newsletter and 2) an exchange of minutes (LIK MRC 1998). The format for the newsletter was to be discussed at the next MRC meeting; however, there is no record of this occurring in the minutes (LIK MRC 1999a).

4.7 SUMMARY

The topics of public liaison, contribution to policy, communication and the issues of funding, different perceptions of involvement, power and networking will be followed-up in the next three chapters. Each of the MRC case studies has similarities and differences. Kapiti MRC's former focus on compliance and law enforcement is changing to one of awareness raising. The employment of a contract worker to aid the MRC in achieving its public awareness goals for a period of three months is a unique occurrence amongst the case studies.

Te Whanganui-A-Hei MRC's lack of prescribed direction may have possibly hindered the MRC. However, with the new TOR comes new understanding and support. Hopefully, the support will assist the MRC in continuing its public awareness campaign, which already has such significant products as a snorkel trail and interpretation kiosk.

The consistent lack of a quorum with the Long Island-Kokomohua MRC is a cause for concern that will be raised in both Chapter Six – Discussion and Chapter Seven – Conclusions. The MRC cannot make motions at the majority of their meetings due to the lack of quorum and there are few things discussed at the meetings that can result in action. The majority of motions involve approval for scientific study. Other motions made are not ones that can result in future active involvement from MRC members.

Te Tapuwae o Rongokako MRC is in the infancy stages of development. As such, there are fewer points of discussion and action, than with the other marine reserves. Te Tapuwae o Rongokako MRC; however, recommended that a five-year review occur of the effectiveness of management, including the effectiveness of the MRC. Results presented in this thesis will provide baseline information for the review.

CHAPTER FIVE – DATA ANALYSIS

5.1 INTRODUCTION

This chapter presents data from Department of Conservation (DOC) interviews and marine reserve committee (MRC) surveys. Subsections order the results to reflect the first five research questions posed in Chapter One: perceptions of the role of participation; public relations and communication; MRC recommendations incorporated in policy; MRC relationships with DOC, Conservation Boards (CBs) and other organisations; satisfaction with the current process and additional comments. The subsections are examined in terms of the information gathered from DOC interviews (section 5.2) and from the MRC survey responses (section 5.3). Raw data from the interviews and surveys, referred to in this chapter, is presented in Appendix S and T – indicated by the name of the Appendix and a sequential number for easy reference.

5.2 DOC INTERVIEW RESPONSES

As outlined in Chapter Three, seven Area Office DOC staff were interviewed. Italicised bullet points and quotations indicate comments from interviewees. In cases where the response could identify the respondent, names or places are removed.

5.2.1 Perceptions about the Role of MRC Participation

DOC staff are involved with MRCs, attending meetings, communicating with members and servicing the committees. Due to this involvement, and the integrated nature of DOC and the MRCs, the perceptions of DOC interviewees regarding MRC participation are presented below. The following categories order the data presentation: public representation; purposes and objectives for participation; benefits to committee members and achievements to date.

MRC membership is representative of those groups interested in the marine reserve, not the general public, according to DOC interviewees (Appendix S, 1). Interviewees state MRC membership often involves those groups that were most vocal during the marine reserve establishment process – including both opponents and supporters. The

representation of the National Institute of Water and Atmospheric Research (NIWA) on two of the committees allows specialised scientific knowledge to be incorporated – and this is seen as a benefit. There is, however, a lack of general public representation. One DOC interviewee states that the public's views can be voiced through on-site encounters with DOC staff at the marine reserve. Two interviewees express frustration over the non-attendance of one interest group, as the views of this interest group cannot be shared and discussed.

DOC interviewees suggest a few potential changes to MRC membership as representation needs change over time. Three interviewees mention the future need to include an environmental group so the MRC can benefit from “*expertise in protection*.” Another two interviewees envision the inclusion of the tourism sector, when use and tourism ventures in marine reserves increase. One staff member notes that due to the need to maintain ratios between tangata whenua and other members, MRC numbers could rise above the membership limits if one or two other interest groups were added, in addition to the current positions.

According to DOC interviewees, purposes of their MRCs include: advising DOC on reserve management; liaising between community and DOC; voicing views (both iwi and public); acting as a watchdog; and serving as a mechanism to check understanding/mental models between DOC, the community and iwi (Appendix S, 2). Interviewee opinions about the Department's objectives for MRC participation generally followed the same patterns as above. When asked if the purposes and objectives have been achieved there was no resounding affirmative response from DOC interviewees; rather there were explanations and descriptions of the current situation (Appendix S, 3).

DOC interviewees explained their expectations of MRC participation in relation to their specific situation. One staff member states he/she expects MRC members should bring energy, expertise and the aspirations of the groups they represent; and to “*be another voice for the reserve*,” complementing the work of the Department. Another interviewee states that it is hard to have expectations of participation when there is no national direction or long-term goals.¹

¹ An appendix in the draft DOC (2002b) strategy Building Community Support for Marine Protection notes that staff have little knowledge of DOC's marine policy.

According to DOC interviewees, MRC members receive a variety of benefits from participation. Many responses, however, reiterated roles, rather than benefits. The benefits cited are as follows: acting as a watchdog; ensuring good management; having meaningful management input; community liaison; seeing marine life benefit from reserve status; and acting as pioneers in marine conservation (Appendix S, 4). The greatest achievements of the MRCs, cited by DOC interviewees, include:

- *Pressuring DOC to get results and getting in people's ears*
- *Keeping on the Department's back regarding compliance*
- *Pressuring the Minister, means more resources are available;*
- *A really good relationship with community;*
- *Being an independent body between groups and the Department;*
- *Keeping people informed, therefore, reducing pressure coming onto Department that would exist if [the people] had not been informed;*
- *Party to plans that will be guiding influence for the future;*
- *Interpretive facilities;*
- *Contributing to the Marine Reserve Act Review; and*
- *Aiding in the establishment of the reserve.*

5.2.2 MRC Public Relations and Communication

MRC relations and communication with the public involve liaison, advocacy and awareness raising efforts. According to interviewees, the MRCs' ability to serve as a communication link between the public and DOC varies from "*pretty good*" to not many proactive efforts. One DOC interviewee states MRC meetings have been open to the public; however, other means of communication (e.g., media) have not been utilised. In another reserve, the interviewee affirms there are a few media releases. Another interviewee states the MRC is generally effective, giving feedback to its constituency.

Communication from MRC members to their represented groups is a form of public liaison. One DOC interviewee assumes communication to the interest groups is good. In two reserves, commercial fishing representatives are identified as being allied with an interest group. In one case, the representative gets his mandate from the commercial fishers, but distinguishes between personal and representational perspectives.

MRC success in the role of advocate for the marine reserve is mixed according to DOC interviewees. One interviewee states there is pretty good advocacy, whereas other interviewees believe their MRCs have not fully developed in regards to their ability for advocacy (Appendix S, 5). In terms of MRC success with public awareness raising, DOC responses are more positive (Appendix S, 6). According to interviewees, MRC members interact with the community, raising awareness through everyday interactions. Committee members have a role approving awareness raising material, such as brochures. It should be noted that in some reserves, DOC interviewees declare the MRC does not have a large role in public awareness.

5.2.3 Incorporation of MRC Policy Recommendations

Two DOC interviewees see the effectiveness of MRCs at achieving their role under the Marine Reserves Act as bringing different ideas and views to the table. The MRC provides a *“reality check, what ‘Joe Public’ thinks, and iwi perspectives [give an] appreciation of other peoples’ views.”* MRC effectiveness comes *“because [members] bring a range of views.”* However, one interviewee states effectiveness is affected by the past lack of a budget; effectiveness should increase now that there is money, meaning a greater range of activities can be covered. Community involvement creates ownership, making MRC members *“feel like it is their patch.”*

The MRCs’ ability to influence management decisions is seen as high by four DOC interviewees. Though, one interviewee believes the influence is greater at local levels of DOC than national levels. *“Despite short comings from general public representations [the MRC is] quite a powerful instrument”* and has a fairly high degree of influence according to one interviewee. Another interviewee believes that despite not having executive power, the MRC is effective. In two cases MRCs have demonstrated they have a degree of influence. Firstly, one MRC requested a colour brochure; despite DOC hesitation due to cost, a colour brochure was produced. Secondly, a MRC disagreed with DOC recommendations for an interpretation initiative; plans were terminated, though the initiative had already been started.

The interviewee responses indicate mixed opinions regarding MRC success in the policy advisory role. One interviewee states, *“[t]he goals of the MRC are still to be*

met. They want more than DOC can front for; budget does not go with expectations. Need a better national perspective before can function well locally.” Another interviewee affirms that there is input into District Council plans and submissions are made (e.g., Marine Reserve Act review). The final interviewee declares the MRC is very effective in terms of policy review as each policy is thoroughly examined.

According to the two DOC interviewees who answered, the degree of input MRCs have into research applications is limited in their marine reserves. One staff member replied that there are not many external applications for research – except from polytechnics; therefore, the MRC has not had much input. Another interviewee replied there have not been any research applications for the marine reserve. Advice to the Minister or Director General on the Marine Reserves Act, according to interviewees, appears limited to submissions on the Marine Reserves Act review.

5.2.4 MRC Relationships with DOC, CBs and Other Organisations

The communication between DOC and MRCs at meetings is described in two very different manners. One interviewee states interaction is *“respectful and good. Issues raised in good faith.”* Another interviewee states that the *“committee gets pointed at times; at the end of the day someone needs to do things. As an advisory board good, but if can leave [them] out of decision making, things flow better.”* Replies differed among marine reserves regarding communication between DOC and MRC members outside of meetings (Appendix S, 8). A few reserves rely on mail-outs or operate on a communication ‘as-required-basis.’ Some DOC interviewees say they have little contact with MRC members outside of meetings. In other cases, DOC staff have frequent contact with MRC members, a result of meeting them on the water or having other associations with members. The chairperson was cited as a member who receives more contact from DOC outside of MRC meetings. Several DOC interviewees also cite greater contact with tangata whenua representatives, over other members.

Committee members have broadened staff’s awareness of issues. MRC members bring a different angle and raise issues that DOC staff would not have considered according to some interviewees. In addition, MRC members bring *“hands on knowledge,”* with an extensive knowledge base developed from use. Members also provide *“more eyes and*

ears” which assist with compliance work. Asked if there is a level of frustration between DOC and the MRC, one DOC interviewee states DOC does not have any problems with the committee. Replying from the MRC’s perspective, two interviewees state MRC members get frustrated because *“they perceive DOC has more powers than it does”* and frustration arises when the committee *“finds DOC’s powers are limited.”*

The relationship between MRCs and their Conservation Boards is also critical. Interviewee responses range from personality clashes, no relationship, to the fact that the MRC is aware it is a subgroup of the Conservation Board and receives its mandate from the Board. According to one DOC interviewee the possibility of the MRC meeting with the Board has been discussed, but this has yet to happen. In another case, the Board representative has not attended many MRC meetings, thereby, diminishing communication opportunities. One interviewee states the *“MRC is still coming to grips on how to use the Board and vice versa.”*

In terms of influence on other agency’s management decisions, DOC interviewees believe MRC influence is less than that over DOC (Appendix S, 7). In some marine reserves, the MRC has not yet needed to deal with a variety of external organisations. The calibre of MRC submissions and the MRC is an independent body are factors that DOC interviewees attribute to possible MRC influence with other agencies.

5.2.5 Satisfaction with the Current MRC Process

The perspectives of DOC interviewees regarding their satisfaction with the MRCs, in addition to their views on MRC internal relations are presented below. The following categories order the data presentation: relations within MRCs; financial and other resources available to MRCs; meetings; success of MRCs; appropriateness of the MRC format; and improvements. Terms of reference (TOR) is another element examined; however, the only DOC response regarding the TOR affecting MRC capabilities is one that identifies the marine reserve, so no comment will be made.

Compatibility of MRC members receives an overwhelmingly affirmative response from DOC (Appendix S, 9). DOC interviewees also believe there is respect between members. Trust amongst MRC members, however, receives a less affirmative response

from DOC interviewees (Appendix S, 10). One interviewee believes participants become frustrated with the process when there is no quorum, as decisions cannot be made. All interviewee responses regarding equitable power between participants relate to unequal resources or capacity. Referring to power differences, one DOC interviewee states *“Not that I’m aware of. Sure there are some people that are more influential than others, there’s bound to be – but no glaring examples.”* Another interviewee states that amongst iwi representatives there are power inequalities, but the rest of the committee members are equal.

In the interviews, questioning the degree of member involvement in the MRC raises several issues of importance. The first issue relates to iwi involvement in MRCs. There is a perception of hesitation of participation from iwi in a portion of the case study reserves due to the Treaty of Waitangi claims process.² In one case an interviewee states non-Maori members have more involvement; moreover, iwi involvement seems to be more of a political appointment. Other differences in involvement can occur due to geographic factors, with some locals greatly involved versus those who live outside the immediate area. Moreover, some members are willing to devote more time than others. One interviewee states, *“each person has their pet subject, each have issues that they raise.”* The chairperson of the MRC is also in the position to have more contact with DOC than other committee members, and one DOC interviewee raises this point.

DOC interviewees were asked how marine reserve budget needs are prioritised in the Area Office. Replies include:

- *MRC may give direction, but budget based on needs;*
- *High priority due to unique nature of the marine reserve;*
- *When the marine reserve was first formed the community stated no use setting-up the reserve if the compliance work isn’t done. Fisheries officers often get complaints, but there are no complaints regarding DOC officers as they are visible and on the water;*
- *Statutory obligation to fund the MRC;*
- *Trim [the number of] meetings if need to fit within the budget;*
- *Statutory and moral obligation due to [iwi].*

² The Centre for Research (1998) also found that outstanding Treaty settlements affect participation.

For some reserves, interviewees state 2001 was the first year they received targeted marine reserve funding. Financial resources available to MRCs vary in all four case studies. According to interviewees, most reserves have just enough money to pay MRC basics, such as travel expenses (if they are covered), venues and field trips. In all cases, interviewees state the money comes directly from DOC, not the Conservation Board. The issue of little funding was recognised by two DOC staff members. Moreover, one DOC interviewee states, *“the committee can’t raise funds/hold money, therefore, they feel ineffectual.”* Another response indicates the interviewee’s MRC wants *“more control of the money.”* An additional interviewee states, *“if they really wanted something, reasonable requests would be met.”*

The availability of non-financial resources was also questioned. DOC staff believe MRC members have access to all the information they require to participate (Appendix S, 11). Local knowledge and life experience are said to be the resources members bring to the MRCs, complementing the information that DOC provides. DOC interviewee ratings of the resources at disposal of the MRC varied (Appendix S, 12). When asked what additional resources could be provided, two DOC interviewees replied. One states, *“my personal opinion is that until DOC knows what it is doing, it should hold back on the committee.”* The other interviewee states that there should be *“funding for...information material, publications, video, web site, whatever they want to do to raise awareness [and also the ability] to seek sponsorship.”*

Committee meetings are worth the time necessary to attend according to all interviewees who replied. One interviewee states in addition to the feedback from and the experience of members, the *“[i]wi side of it is very important. Opportunity to share.”* Another interviewee states that the meetings are *“worth more time if it were needed.”* In addition, *“[my] attendance shows respect to the committee and the public.”*

The general consensus of DOC interviewees believe MRC meetings remain focussed on issues that the MRC can influence. There is some discussion of issues outside of the boundaries of the reserve; most of these have an impact on the reserve (e.g., sewage). An interviewee believes the maintenance of meeting focus can be attributed to the agenda and an astute chairperson. The focus of meetings varies by reserve and includes such things as: marine buffers, compliance, how to disseminate baseline scientific

results to the public, reserve issues, road access and dog/vehicle control. One interviewee states that some issues are “*clear-cut*” committee issues, while others involve other stakeholders – such as landowners, local authorities and DOC.

According to interviewees, MRCs are a successful mechanism for public participation. DOC interviewees are positive about MRCs. As one interviewee explains, there are “*not many places where DOC gets along so well with the public.*” Another interviewee states, “*The MRC is good from my point of view – I get feedback on what organisations are thinking about the reserve... There is a lot of experience and up-to-date [reserve] use with the members. It is amazing what they know and we don't.*”

DOC interviewees express a range of views regarding the appropriateness of the current MRC system as a means of participation. For ease of integrating MRC input into implementation, one interviewee declares the current level of participation is appropriate. Regular, rather than ad hoc meetings are cited as an element of success. According to another interviewee, the fact there are multiple knowledge bases, diverse strengths and enthusiastic members means the MRCs can be successful. The benefits of individual strengths are also highlighted, from iwi contributing local knowledge to teachers being able to make videos; creating a stronger whole. In addition, some interviewees emphasize that MRCs are focussed and effective as they have more local representation than Conservation Boards. One interviewee did note with an *elite* committee, the general public cannot get in-touch with members and that knowledge of what the general public desires is deficient.

There is some variation in opinion as to the current position of MRCs in accordance to Arnstein's (1969) ladder of citizen participation. Most interviewees agree MRCs are advisory groups; however, one states that “*co-responsibility*” (co-management) is the current status. Asking whether MRCs could develop from an advisory function towards co-management and citizen control, a range of answers came from DOC staff interviewed. Responses include everything from “*increased participation would make the job harder*” to support for greater community control – if policy was changed. Both of these responses refer to elements examined in Chapter Two. In an ideal world, without funding, policy or other restrictions, interviewees outline what they consider a good participatory process for marine reserves (Appendix S, 13); the levels of

participation range from maintaining the status quo to community control – if participants have the capacity. Issues raised are the need for capacity building, policy changes, funding, national consistency and the difficulties of involving the public in day-to-day management.

Interviewees' expectations of participation in the next five years are varied. Responses range from the need to consider tourism issues, increased advocacy for marine reserves and the creation of a trust (e.g., 'Friends of' group) (Appendix S, 14). Successes that the MRCs can generate, according to DOC interviewees are:

- *Gaining and increasing community support;*
- *Improving and developing interpretation facilities and infrastructure;*
- *Encouraging interpretive enforcement; and*
- *Creating support for future marine reserves* (combined responses from Appendix S, 15).

"*I do not know*" is the overwhelming response to the question asking interviewees to rate their MRC in comparison to other MRCs. One staff member has seen minutes from other committees outside his/her Conservancy and uses those to describe the MRC as informal in contrast to others. Apart from that interviewee, not one staff member could make a detailed comparison based on marine reserves outside of her Conservancy.

DOC interviews indicate that the future direction of MRCs has four branches that need attention if the system is to be improved. The first is the need for increased advocacy and public awareness for the specific marine reserves and marine reserves in general – as public pressure on the reserves increases. Secondly, almost all interviewees mention the increasing role of tourism. Tourism interests are likely to expand in future years, as aquatic life returns to the reserves, meaning the composition of the MRCs may need to change to reflect growing tourism interests.

The third area requiring attention is the evolution of community trusts, or 'Friends of' groups. Whether the MRCs evolve into such bodies or new organisations are formed are questions to be answered. However, as a community trust, funding that is currently not available to MRCs could be applied for and granted. The final, and perhaps most

immediate concern regarding the future direction of MRCs is the current review of the Marine Reserve Act and lack of national guidelines. Staff from more than one Conservancy state there is much uncertainty and many questions for the future of marine reserves. Without strong national direction and a degree of certainty it is difficult to create long-term plans for the reserves and involve the MRCs effectively.

5.2.6 Additional Comments from DOC Staff

To ensure that no topics had been overlooked, DOC staff were asked if any further questions should be asked or comments noted. The responses are as follows:

- *Standardisation; we may be in a unique position to get perspectives and create recommendations for a committee but are not sure about how the others work;*
- *Nature/scientific/marine reserve interface – should the [MRC] be more interested in integration?*
- *Interaction of this MRC and/or other Area Offices is practically non-existent;*
- *In New Zealand there is a focus on the big predators and edibles (crayfish, paua, snapper) whereas DOC is looking at the whole picture of biodiversity. The focus needs to change from the big predators to the complete system.*
- *Water quality testing started by MRC resulted in extra sewage ponds.*
- *Frequency of meetings determined by DOC when necessary. The chairperson may ring up and ask if anything needs to be discussed; and*
- *Sometimes there is no quorum over a series of meetings.*

5.3 MRC MEMBER SURVEY RESPONSES

MRC survey responses are summarised in the following subsections: the role of participation; public relations and communication; MRC policy recommendations; MRC relations with DOC, Conservation Boards and other organisations; satisfaction with the current process and additional comments. Italicised bullet points and quotations indicate comments from respondents. In the graphs and some tables presented in this section and in Appendix T it was necessary to shorten the more lengthy marine reserve names: Te Whanganui-A-Hei (Hahei), Long Island-Kokomohua (LIK) and Te Tapuwae o Rongokako (Rongokako).

5.3.1 Perceptions about the Role of Participation

Perceptions of MRC respondents regarding the role of participation are presented below. The following categories order data presentation: public representation, participation objectives, benefits to MRC members and achievements to date. Three questions about the representative nature of MRCs were asked: 1) are members representative of the public; 2) what membership changes should be made, if any; and 3) is tangata whenua representation appropriate? All respondents from the Kapiti, Te Whanganui-A-Hei and Long Island-Kokomohua MRCs (except one respondent who did not answer) state membership is representative of the public. Division occurs in Tapuwae o Rongokako over the appropriateness of stakeholder representation: three of five respondents state membership is representative of the public; two respondents disagree. As one respondent noted, the lack of attendance of the recreational fishers' representative means the opportunity to voice views by that group is diminished. Another comment made is that the inactive public is not included or represented in the MRC, re-enforcing its categorisation as *elite*, as discussed in Chapter Two.

The majority of respondents feel no changes should be made to their MRC; this sentiment is reflected in the open responses to the questions of underrepresented groups and suggested membership changes (Appendix T, 1). There is one suggestion to add a representative from local government and two comments concerning lobby groups. In the case of Long Island-Kokomohua MRC, one respondent states the Marlborough Combined Dive Club agenda seems to dominate MRC affairs. One Te Tapuwae o Rongokako respondent complains that Royal Forest and Bird, though a minority group, gained representation due to being a well funded and organised group.

All respondents who answered, indicate tangata whenua representation is appropriate – with the exception of one respondent from Te Whanganui-A-Hei who does not know. The question's semantics are brought under scrutiny by one respondents who states:

“Appropriate is not the right connotation here. It is required under the Treaty, but more importantly this in an initiative birthed and fully supported by Ngati-Hei for spiritual and conservation reasons and our participation is paramount to ensure its integrity and to underpin its success.”

As the great majority of respondents indicate that representation is appropriate, there are no suggestions on how representation can be improved. One respondent, however, states “*according to the ‘rules’ there is 50% membership for Maori.*”

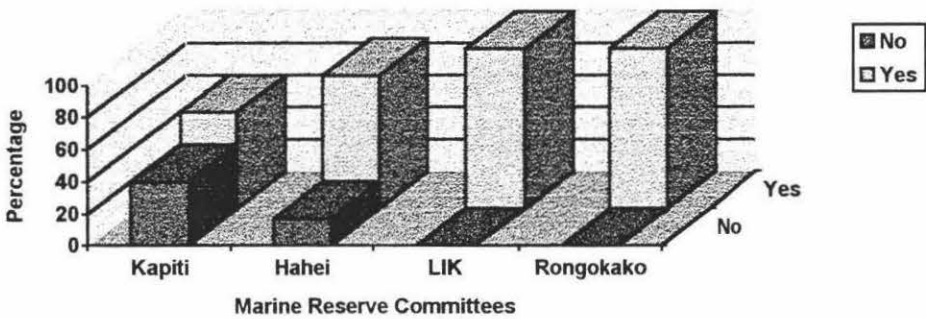
MRC members were asked three questions regarding the purpose and objectives for MRC participation. Firstly, members were asked to identify DOC objectives for MRCs as a community participation mechanism. Community involvement and addressing iwi concerns are two perceived DOC objectives ranked highly by Kapiti, Te Whanganui-A-Hei and Long Island-Kokomohua respondents. The watchdog role is a DOC objective of key importance to Long Island-Kokomohua respondents. Not all Te Tapuwae o Rongokako MRC respondents answered this question, but those who did, do not distinguish between three options: community involvement, addressing iwi concerns and creating a watchdog. From the perspective of the respondents other DOC objectives include: education; marine reserve development; monitoring; coordination; and allowing expression, acknowledgement and implementation of iwi views.

Secondly, MRC members were asked the primary purpose of their MRC, according to their personal perspectives. With the exception of Te Tapuwae o Rongokako respondents, being an advocate for one’s marine reserve is of primary importance. The role of a communication link between DOC and the community is also seen as important by respondents, but less so in Kapiti than the other reserves. Overall, acting as an advocate for community is ranked higher than acting as an advisory body to DOC. The purpose that received the lowest ranking is acting as an advocate for marine reserves in general.

Thirdly, respondents were asked to identify any other purposes of their MRC, allowing for expansion of closed responses in the previous question (Appendix T, 2). Respondents cite education/awareness raising initiatives such as brochures, signage, school resource kits and the Te Whanganui-A-Hei snorkel trail as being important. Moreover, awareness raising activities, according to one respondent, are seen as “*giving more weight to [the] guardianship of the coastal marine area.*” Promoting and ensuring sustainable development, accessibility for non-boaters, information gathering, habitat restoration, making submissions, reviewing research projects, representing iwi and interest groups and guardianship are other purposes cited by MRC respondents.

Benefits MRC members receive from participation are outlined in Appendix T, 3. All MRC respondents rank satisfaction in achieving local marine conservation objectives and increased knowledge of marine conservation highly. Moreover, the majority of respondents believe their marine conservation awareness is broadened through MRC membership (Figure 6; Appendix T, 4). There is one contradiction to note, 80 percent of Kapiti respondents indicate that increased knowledge of marine issues is a benefit; however, only 60 percent state their awareness has been raised by through the MRC.

Figure 6 – Personal Awareness of Marine Conservation Broadened by MRC



The occurrence of other benefits is divided amongst the MRCs. Empowerment is considered a benefit by only Long Island-Kokomohua respondents, and then by only 33 percent of respondents. Closer contact with iwi is ranked highly by Te Whanganui-A-Hei and Te Tapuwae o Rongokako respondents, while Kapiti and Long Island-Kokomohua respondents do not put as much weight on this benefit. Responses to this question, however, may not accurately reflect the views of non-iwi representatives, as there was no distinguishing feature in the survey between iwi and non-iwi respondents. Iwi respondents may not have answered the question, reducing the percentage of respondents who consider closer contact to be a benefit of participation.

The open responses indicate MRC members benefit from information sharing, presentation of scientific knowledge and discussion. From respondent comments it appears the focus of information provided by DOC and some committee members is on scientific knowledge, and less so on indigenous knowledge. The scientific focus is indicated by comments such as: *“I have got hard information as a result of research undertaken”* and *“there has been a wealth of information of a scientific nature contributed by very qualified people.”*

This knowledge disparity is exemplified by comments from Te Whanganui-A-Hei and Long Island-Kokomohua respondents who state Maori methods of marine conservation are often overlooked. Respondent marine conservation awareness is raised:

- *only from perhaps a scientific view point. Iwi have known conservation and taught conservation to our people [through] many generations. The ethic is not new, and in fact we have more to offer I believe than many of the scientists in this regard, because it has been tried and honed over 1000yrs; and*
- *because of information provided and research done to date. However, there has been no research into Maori methods of marine conservation from a local iwi perspective, and how these could be beneficial.*

Comments are not all focussed on scientific or indigenous knowledge, one respondent affirms his/her awareness is raised due to the “*composition of the committee – people with different skills/knowledge.*” Another respondent states, “*the voice of Iwi is heard.*”

The greatest achievements to date was a question posed with closed answer options, with the opportunity to add others.³ For Kapiti, modification of the Easter fishing competition received the highest ranking, followed by two equally valued options - increasing public awareness and advocating for changes in sewage disposal, the brochure was ranked third. Only three respondents rated the input the MRC had into the Kapiti Marine Reserve Conservation Management Plan (CMP) and its subsequent approval by the MRC as an achievement; they did not rate the CMP in their top two achievements. In terms of comments, the following were recorded:

- *Simply existing as a guardian of local marine conservation;*
- *Advocating for changes in sewage disposal, I don't see this as our job. We don't have the financial resources to do any of these things;*
- *[All the closed question options are of] quite low value; and*
- *Brochure (inadequate funding)*

The Te Whanganui-A-Hei MRC respondents rate the construction of the interpretation kiosk at the Cathedral Cove car park as being the greatest achievement, closely followed by liaison with the community. The snorkel trail and brochures are both seen

³ Some of the MRC achievements differ as each MRC has been involved with different projects, in part due to local variations. These variations are noted in Appendix G.

as the third greatest achievement, followed by the interpretation panels. Other achievements and comments are:

- *Turning opposition into support from certain members of the community;*
- *Snorkel trail still being worked on;*
- *Liaison with the community could be ranked higher – just don't know;*
- *Scientific monitoring;*
- *Ensure the reserve is accepted, policed and the public are informed of its whereabouts, its attributes; and the extension of the land based reserves around [the marine reserve] being extended to the sea/ocean; and*
- *Policy submissions/advocacy.*

Long Island-Kokomohua respondents state their greatest achievements include liaison with the community, the brochure and the open response options. Submissions on the fast ferries and the Marine Reserves Act review are rated as secondary achievements. Open responses from about MRC achievements from members are as follows:

- *Fostering greater public awareness;*
- *Scientific monitoring and research;*
- *Liaison with the community is purpose of marine reserves;*
- *Knowledge of the change in ecology; and*
- *Integrated management.*

Respondents from the most recently formed MRC, Te Tapuwae o Rongokako, rank liaison with community and the draft Operational Plan as their two greatest achievements, followed by the brochure and the Marine Reserves Act review submission. Other achievements cited by respondents include: 1) *nil*; 2) *establishment*; and 3) *pushing the issue of compliance within the marine reserve*.

5.3.2 Public Relations and Communication

MRC roles include public liaison (communication), advocacy and awareness raising activities. In terms of liaison, the MRC members have a responsibility to communicate with tangata whenua and the interest groups they represent, in addition to the public (Appendix T, 5). Te Whanganui-A-Hei and Te Tapuwae o Rongokako both have a

majority of respondents who believe communication between MRC members and their respective organisations/interest groups is appropriate; however, 40 percent of Te Tapuwae o Rongokako respondents disagree. As a whole, Kapiti and Long Island-Kokomohua MRCs have no prominent response to this question.

The MRCs are seen as an effective liaison mechanism between the public and DOC by respondents in Te Whanganui-A-Hei, Long Island-Kokomohua and Te Tapuwae o Rongokako. However, one respondent from the Long Island-Kokomohua MRC states, *“with the lack of resources the committee cannot be an effective communicator.”* Kapiti respondents are neutral in terms of the effectiveness of the communication link. One MRC member states that the Kapiti MRC is an effective linkage as the *“committee is largely independent of DOC so does not ‘preach’ DOC policy to the public.”* In terms of communication between the MRCs and the public, the majority of Te Whanganui-A-Hei respondents believe, in their case, it is good. Kapiti respondents reflect the opposite opinion, 80 percent believe that communication with the public is poor. Long Island-Kokomohua and Te Tapuwae o Rongokako respondents are divided on this question.

MRC respondents indicate they are more effective advocating and raising awareness for their own reserves than reserves in general. There is strong agreement from all respondents in regards to successful awareness raising for their reserve. The exception is Te Tapuwae o Rongokako, where 60 percent of respondents agree or strongly agree they raise awareness, but the other 40 percent are neutral or disagree. Raised public awareness of marine reserves in general divides respondents; however, the majority of Te Whanganui-A-Hei respondents agree or strongly agree awareness is raised.

5.3.3 Incorporation of MRC Policy Recommendations

The success of MRCs in having recommendations incorporated into policy relates to five elements: 1) effective advisory body; 2) contribution to policy decisions; 3) input into DOC management plans; 4) input into the approval of scientific research applications; and 5) provision of advice to the Minister/Director General (Appendix T, 6). Not surprisingly, all reserves have a majority of respondents who believe their MRC is an effective advisory body to DOC. Kapiti, Te Whanganui-A-Hei and Te Tapuwae o Rongokako MRCs all have a strong percentage of respondents who believe their input

contributes to DOC policy decisions. The majority of Long Island-Kokomohua respondents, however, have neutral responses to this question.

In Kapiti, one of two case study reserves with a Conservation Management Plan, only 40 percent of MRC respondents believe the committee has input into DOC management plans. In contrast, in Te Whanganui-A-Hei, the other reserve with a CMP, respondents have almost full agreement about their contribution to management plans. Long Island-Kokomohua respondents are divided, with the greatest number neutral regarding their input into DOC plans. Te Tapuwae o Rongokako respondents also reflect high neutrality and disagreement, with an equal number of neutral responses to those who either disagree or strongly disagree about the MRC having input into DOC plans. All MRCs agree they have input into scientific research applications. The final element in this subsection, the provision of advice to the Minister/Director General, divides respondents; except in the case of Te Tapuwae o Rongokako, where the majority of respondents agree the MRC provides advice.

5.3.4 MRC Relationships with DOC, CBs and Other Organisations

MRC relationships with DOC and the Conservation Boards receive close examination as they relate to the functional ability of the MRCs. In terms of DOC, three elements are examined: communication during MRC meetings, communication outside meetings and frustration levels. Communication between DOC and committee members during MRC meetings is seen as appropriate – all respondents agree or strongly agree, except one from Kapiti who disagrees. Communication outside MRC meetings is a different matter. Long Island-Kokomohua and Tapuwae o Rongokako respondents agree or are neutral that there is a good level of communication between DOC and MRC members outside meetings. Kapiti and Te Whanganui-A-Hei, however, both have members who do not believe the level of communication is adequate outside MRC meetings.

Beyond communication, MRC respondents were asked if frustration could build between committee members and DOC staff (Table 22). The resulting answers are inconsistent across the MRCs. Sixty percent of Kapiti respondents agree that frustrations can build, while 67 percent from Te Whanganui-A-Hei and 50 percent from Long Island-Kokomohua disagree; Te Tapuwae o Rongokako responses are mixed.

Table 22 – Frustration Between MRC Members and DOC

Frustration can build between MRC members and DOC staff		Strongly agree/Agree	Neutral	Disagree/ Strongly disagree
	Kapiti	60%	0%	20%
	Te Whanganui- A-Hei	17%	17%	67%
	Long Island-Kokomohua	33%	17%	50%
	Te Tapuwae o Rongokako	40%	40%	20%
Kapiti <ul style="list-style-type: none"> • <i>This is healthy. The Committee is empowered with getting things done irrespective of DOC's priorities;</i> • <i>Not apparent.</i> Te Whanganui-A-Hei <ul style="list-style-type: none"> • <i>Could [build], but should not;</i> • <i>Minimal feedback/information from DOC to Committee</i> Long Island-Kokomohua <ul style="list-style-type: none"> • <i>The MRC meets only 2 (or less) times per annum. There is little in the way of management tasks for the committee, as it has no income or funds from DOC (more correctly – the Board) to undertake projects.</i> Te Tapuwae o Rongokako (no comments)				

Each of the case study MRCs is a committee of a Conservation Board. As such, questions were asked about the level of communication between the MRC and the CB (Appendix T, 7). In all cases, the level of communication from the MRC to the CB is seen as greater than that from the CB to the MRC. Open response comments include: minimal communication from the CB, though feedback is “ok” (Te Whanganui-A-Hei); the MRC is “*is limited in its effectiveness because it is a standing committee of the [CB] and for this reason is limited by the scope of the Board*” (Long Island-Kokomohua); and no communication with the Conservation Board (Te Tapuwae o Rongokako).

For the Kapiti respondents, the Board is seen as being supportive of the MRC; however, respondents are of the opinion that the Board does not maintain close communication. It was stated that the “*Chairperson of the MRC does not attend Conservation Board meetings as he lives out of the Wellington region. Communication could be improved, but there have been no real issues that have required input.*” The relationship, according to the respondents is non-adversarial, with few disagreements.

Te Whanganui-A-Hei and Long Island-Kokomohua respondent responses indicate their MRCs have similar relationships with their Conservation Boards. According to respondents, the CB is 100 percent supportive of MRC decisions. Close communication ties are maintained by the respective CBs, as such, the Board is aware of MRC decisions. Disagreements between the bodies are rare and the majority of respondents from both reserves view the relationship as non-adversarial. Respondents from Te Whanganui-A-Hei state the terms of reference from the Board have only been

created recently; however, MRC minutes have always been distributed to the Board. Open responses from Long Island-Kokomohua MRC respondents are as follows: *“the Conservation Board members have a good relationship with the MRC”* and *“few decisions are made by the Long Island-Kokomohua MRC.”*

Te Tapuwae o Rongokako responses are once again divided. No definitive statements can be made, other than the fact that respondents disagree about the elements of the relationship with the Conservation Board. The only open response received supports the concept of a poor relationship: *“The committee has no communication at all with the Conservation Board – we do not even know who they are.”*

The MRCs’ ability to influence management decisions of other agencies relates to their effectiveness (Appendix T, 8). None of the respondents rate their ability to influence other agencies as excellent. Not surprisingly, all MRCs rate their influence over DOC higher than their influence over other agencies. More Long Island-Kokomohua respondents, than other respondents, believe they have influence over other bodies.

5.3.5 Satisfaction with the Current MRC Process

Satisfaction with the current process of participation is presented through several categories. The following categories order the data presentation: relations within MRCs, resources, meetings, terms of reference, success of MRCs, appropriate mechanism and improvements. Overall, the compatibility between respondents is ranked highly in both Kapiti and Te Whanganui-A-Hei, though one respondent from Kapiti disagrees with member compatibility. The majority of Long Island-Kokomohua respondents are neutral in regards to the compatibility of the MRC members. The Te Tapuwae o Rongokako MRC also has a high number of neutral responses – with one respondent on either end of the committee compatibility spectrum.

Delving deeper into MRC relations, all respondents agree or are neutral that all members listen and have respect for other members. A significant number of respondents from Kapiti and Te Tapuwae o Rongokako agree some members are fixed in their ways, with 100 percent of the latter’s respondents agreeing; fifty percent of Long Island-Kokomohua respondents strongly agree/agree, another 33 percent are

neutral and 17 percent disagree. A majority of Te Whanganui-A-Hei respondents disagree that MRC members are fixed in their ways (Appendix T, 9). Building frustration between members is apparent to a strong number of respondents from Kapiti, Long Island-Kokomohua and Te Tapuwae o Rongokako (Appendix T, 10). However, a majority of Te Whanganui-A-Hei respondents are neutral about frustration levels.

Trust between MRC members is high in all reserves, except for Long Island-Kokomohua (Appendix T, 11). Questioning power differences between MRC members reveals a variety of answers (Appendix T, 11). Kapiti respondents, for the most part, agree there are no power differences. Te Whanganui-A-Hei and Long Island-Kokomohua both have a notable number of respondents, and Te Tapuwae o Rongokako has a majority, who believe power differences exist. MRC respondents agree or are neutral that some members have more resources, with the exception of Te Tapuwae of Rongokako (60 percent disagree). Similar results occurred to the statement that some MRC members have a greater capacity to participate (Appendix T, 11). The majority of respondents from Kapiti, Te Whanganui-A-Hei and Long Island-Kokomohua agree, while the majority of Te Tapuwae o Rongokako respondents disagree.

Responses from Kapiti and Te Whanganui-A-Hei respondents are mixed as to whether all members participate to the same degree (Appendix T, 11). The majority of Long Island-Kokomohua respondents disagree, while the majority of Te Tapuwae o Rongokako respondents are neutral or disagree. Open responses from respondents regarding internal committee relations are included in Appendix T, 12.

The availability of scientific information rates highly. The availability of social scientific information does not fare so well; the majority of respondents from all reserves, except Te Tapuwae o Rongokako, rate the provision of social scientific information as poor to insufficient, or state they do not know how to rate this resource. The vast majority of MRC respondents believe they have access to all the information they require to participate effectively, however, one respondent from each committee believes they do not. The open response comments to this question are outlined in Table 23. Advice from DOC staff receives an excellent (43 percent) or good (54 percent) rating by the majority of respondents, with the final three percent giving a neutral rating.

Table 23 – Access to Information

Kapiti <ul style="list-style-type: none"><i>To my knowledge none has been denied;</i><i>While information on issues and possibilities may be available to DOC, we too often have to ask.</i>
Te Whanganui-A-Hei <ul style="list-style-type: none"><i>Policy, planning, research initiatives input from DOC [Head Office] lacking.</i>
Long Island-Kokomohua <ul style="list-style-type: none"><i>Committee (via DOC's resources and personnel) often gain info required.</i>
Te Tapuwae o Rongokako <ul style="list-style-type: none"><i>In my situation scientific research into the effects of predators on marine reserves i.e. kina, striping areas of kelp, creating ecological problems, imbalance [is lacking].</i>

Funding available to MRCs from DOC is a much different issue. Te Tapuwae o Rongokako is the only MRC where the majority of respondents rate funding at their disposal as adequate: 20 percent excellent, 40 percent good. A strong number of Te Whanganui-A-Hei respondents (50 percent) rate funding as insufficient. Long Island-Kokomohua respondents also rate funding negatively with 17 percent saying it is poor and 33 percent rating it as insufficient; however, 33 percent of the respondents believe funding as good. Kapiti is the only MRC where all respondents select a negative rating, 40 percent say funding is poor and 60 percent say it is insufficient. Other resources that respondents would like are included in Table 24.

Table 24 – Resources Desired by MRC Members

Kapiti <ul style="list-style-type: none"><i>Funding;</i><i>Funding (non-existent) except for sitting and travel;</i><i>A large budget for law and enforcement and committed staff;</i><i>The reserve needs money to provide surveillance. It cannot rely on MAF and should not have to;</i><i>We are an advisory committee, but would feel more useful if we could raise and hold funds for "campaigns;"</i><i>Research, research, research – without which it is difficult to show results to an expectant public;</i><i>Promotional material.</i>
Te Whanganui-A-Hei <ul style="list-style-type: none"><i>A resource for a planting programme;</i><i>Donation box moneys should be made available to Committee to use on the Reserve;</i><i>Funding is always an issue, with any initiative like this, there is never enough. However with what is available I believe it is diligently used, to achieve the desired outcomes;</i><i>Input from DOC [Head Office].</i>
Long Island-Kokomohua <ul style="list-style-type: none"><i>Again, lack of iwi research and acknowledgement of its importance;</i><i>Resources for promotion of reserve. The Long Island-Kokomohua Marine Reserve is an island reserve and difficult for the public to visit and see the benefits of the protected status;</i><i>Funding to develop new initiatives – educational – compliance – research.</i>
Te Tapuwae o Rongokako <ul style="list-style-type: none"><i>I would like to say that if you require <u>any</u> information it is always available.</i>

Meeting attendance is affected by personal reasons (health), work commitments or other duties. One respondent states another cause of absenteeism is a lack of new agenda items. The majority of Long Island-Kokomohua (67 percent) and Te Tapuwae o Rongokako (60 percent) respondents admit that sometimes they do not attend meetings. The majority of respondents from the other two reserves state they did not miss meetings. Respondents from Te Whanganui-A-Hei and Te Tapuwae o Rongokako are unanimous the focus of meetings during MRC meetings remains on issues that the MRC can influence (Appendix T, 13). One respondent each from Kapiti and Long Island-Kokomohua state the focus waivers from issues of influence.

Responses are divided for both Kapiti and Te Tapuwae o Rongokako in regards to the terms of reference allowing the MRC to carry-out desired actions: two respondents agree, one disagrees, one does not know and one did not answer the question. Long Island-Kokomohua has similar results with three respondents answering in the affirmative, one negative and one who does not know. The majority of respondents from the Te Whanganui-A-Hei MRC, state yes, the terms of reference allow the MRC to carry-out actions; one respondent from this committee does not know the effects of the TOR. The more interesting results, however, are the written responses (Table 25).

Table 25 – Open Responses of MRC Members Regarding their TOR

<p>Kapiti</p> <ul style="list-style-type: none"> • <i>We are still finally bound to report to the Conservation Board;</i> • <i>The terms of reference might be fine. But unless the Reserve Committee is given the resources to properly supervise and conduct surveillance and be empowered to do it, then it is like being given a new car without a petrol tank;</i> • <i>Lack of funding clouds the potential for action;</i> • <i>We have no direct budget or funding at our disposal to make instant and direct orders to make things happen instead of a paper trail asking!;</i> • <i>Meetings [are] too infrequent.</i> <p>Te Whanganui-A-Hei</p> <ul style="list-style-type: none"> • <i>But the Terms of Reference have a bias toward science and education. This does not necessarily fulfil our Ngati-Hei aspirations, which are more toward <u>spiritual correctness</u> (for the sea and area), conservation ethics and respect;</i> • <i>Terms of Reference only very recently been spelt out.</i> <p>Long Island-Kokomohua</p> <ul style="list-style-type: none"> • <i>[Yes] according to goals of marine reserve;</i> • <i>We have tried to stimulate sponsorship but have been advised we cannot act in this manner as a marine reserve committee, regardless of this the DOC support for the Reserve is essential and much appreciated;</i> • <i>There are some areas that need to be ok'd thru the Board.</i> <p>Te Tapuwae o Rongokako</p> <ul style="list-style-type: none"> • <i>[No response to the closed question] – It would need to be fully discussed.</i>

Analysis to determine perceived success of MRCs is via role achievement and overall evaluation. Respondents evaluate MRC success through the achievement of MRC roles: inferred or outlined in the policy, strategies and terms of reference. Kapiti respondents are divided between agreement and neutrality about their success under the Marine Reserves Act. The majority of the other MRC respondents either agree or strongly agree their MRCs are successful under the Act. Components that relate to success in relation to public awareness are discussed in section 5.3.2.

In terms of achieving objectives under the Conservation Management Strategy (CMS), Kapiti respondents are overwhelmingly neutral. Te Whanganui-A-Hei and Long Island-Kokomohua respondents are positive, while Te Tapuwae o Rongokako respondents are divided. Success under the terms of reference divided Kapiti respondents equally between agreeing, neutrality and not knowing. The majority of Te Whanganui-A-Hei, Long Island-Kokomohua and Te Tapuwae o Rongokako respondents agree or strongly agree they achieve their roles set by their terms of reference.

Kapiti, Te Whanganui-A-Hei and Long Island-Kokomohua respondents believe MRCs are an effective means of public participation; while the majority of Te Tapuwae o Rongokako respondents agree, a strong minority (40 percent) disagree. Rating the MRCs overall sees 40 percent of Kapiti respondents agreeing their MRC is effective, with 20 percent being neutral and another 20 percent disagreeing. All the Te Whanganui-A-Hei respondents agree or strongly agree their MRC is effective. There were also no negative responses from Long Island-Kokomohua respondents in regards to that MRC's overall effectiveness. The majority of Te Tapuwae o Rongokako respondents agree the MRC is effective overall, though 20 percent strongly disagree.

To begin assessing the appropriateness of the MRC as a mechanism for participation, respondents were asked to rate their MRC in contrast to the others. The majority of respondents declare a lack of knowledge of other MRCs. Committees, however, rate themselves positively, despite little knowledge of other committees. Kapiti is the exception, with the same number of respondents (40 percent) rating their MRC as 'poor' as those indicating they 'do not know' how their MRC rates.

Open responses to the question asking respondents to rate their MRC can be divided into three categories: mainland/offshore differences, benefits of member diversity and lack of knowledge of other reserves. The two offshore reserves, Kapiti and Long Island-Kokomohua, both have respondents who state due to the reserve being offshore there seem to be fewer MRC initiatives:

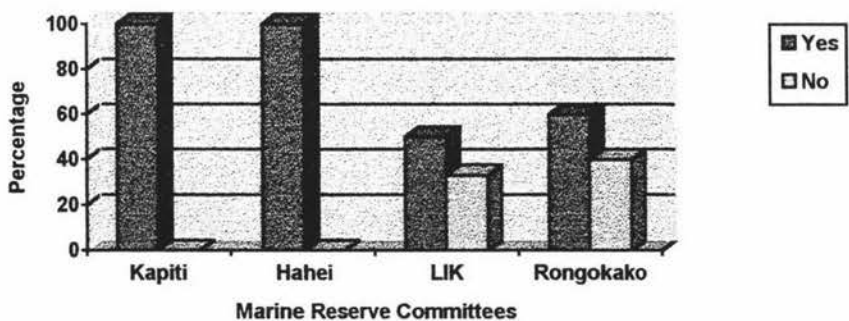
- *Kapiti is offshore, has relatively few visitors to the marine reserve, so there are few initiatives undertaken by the MRC (e.g., making underwater trails); and*
- *Very little other knowledge [of other committees]. They do seem more active. This may be because they are mainland reserves.*

Te Whanganui-A-Hei respondents highlight benefits of MRC membership diversity:

- *Involvement of university/NIWA in monitoring a real bonus; and*
- *Skills and knowledge sit at the table. A broad range is available and brings with it wisdom to address the range of issues that pertain to such a reserve and its day-to-day running.*

Despite not rating themselves highly, Kapiti MRC respondents demonstrate strong support to maintain the current MRC system (Figure 7). Te Whanganui-A-Hei respondents also give 100 percent support. Long Island-Kokomohua and Te Tapuwae o Rongokako, however, are divided, with a small majority of respondents supporting the maintenance of the current system. The written responses to the question regarding the maintenance of the MRC system are outlined in Appendix T, 14; comments involve issues of power; funding; community liaison and recommendations.

Figure 7 – Respondent Support for Maintaining the Current MRC System



The MRC members have diverse desires for improvements to the MRC system (Appendix T, 15). Increased funding and resources have the majority of respondent

support. Kapiti respondents want a more active role with greater responsibility, funding resources and decision-making power. The majority of Te Whanganui-A-Hei respondents do not want more responsibility and are supportive/neutral to more power; however, there is a strong desire for more funding and resources. Long Island-Kokomohua respondents are divided about increased responsibility, with the majority disagreeing change is needed; increased funding and resources are supported. Te Tapuwae o Rongokako has advocates to increase all four elements, but there is also a portion of respondents who are neutral or disagree to any changes being made.

5.3.6 Additional Comments from MRC Respondents

The end-of-survey MRC respondent comments, reiterated in two or more reserves, include those regarding funding; praise for DOC and the MRC process; a negative view of marine reserves as a protection mechanism from an iwi perspective; and suggestions for improvement (Appendix T, 16). Regarding funding, one Kapiti respondent states, *“outside funding should be sourced.”* A respondent from Te Whanganui-A-Hei believes the *“ability to raise outside funds to a Charitable Trust is an important parallel activity which should be implemented to facilitate external funding support.”*

Critical comments regarding iwi-focussed research and the respect of iwi rights were received. There is a comment from Long Island-Kokomohua that there should be *“more support and promotion...given to Mataureinga Maori, traditional research. DOC should, and marine reserve committees should, equally support and encourage this as much as scientific research.”* One respondent notes marine reserves prevent the right to take kaimoana (seafood) and thus there is a loss of tikanga (customary practices). This respondent suggests mataitai reserves as an alternative. A respondent from Te Tapuwae o Rongokako states:

“As you can ascertain I am very disappointed at the role of the marine reserve committees. I am a tangata whenua representative and also believe Ngati Konohi were mislead, as we believed that decision making would rest with the committee but it does not. I am a believer in ‘local solutions for local needs.’ DOC perform all of the other duties that you have listed, our input has only been work on a draft operational plan. Also because of lack of funding we can only

have a limited amount of meetings therefore we do not have the capacity to broaden our horizons. I believe that tangata whenua have been disempowered.”

Positive comments for the MRC process include:

- *It is vitally important for the preservation of marine ecosystems and the sustainable management of commercial and recreational fisheries that we have more marine reserves. Community promotion and participation are very necessary to achieve this and Marine Reserve Committees do just that;*
- *A vehicle of considerable co-operation between DOC and [the] public;*
- *In general this committee's operation has impressed and thrilled me;*
- *Overall I think the success of our Marine Reserve Committee can largely be attributed to the fact that the input and support from the staff, Picton Regional Office [and] Roy Grose has been positive, supportive and effective as well as consistent. Communication is at a personal level also; and*
- *All representatives of this Committee work well together, with DOC and others to achieve the best management results.*

Several respondents gave constructive comments on how to improve the MRC system two of which are:

- *We could be a more effective advocate for Kapiti Marine Reserve and marine conservation in general, if we were an independent autonomous body, but still maintaining a close working relationship with DOC; and*
- *Upskilling committee members – if these voluntary positions are to be effective and make good sound decisions maybe: 1) upskilling in this area should be done; 2) remuneration of some sort; 3) encouraged to get into educational role; and 4) develop and grow rather than deal with issues as they fall on the table.*

5.4 SUMMARY

This chapter is provides an in-depth look into the inner workings of the case study committees, based on DOC and MRC perceptions. The data from this chapter and Chapter Four serve as a foundation for the discussion conducted in Chapter Six. The six research questions and the aim of the thesis will be examined in detail in the following chapter.

CHAPTER SIX – DISCUSSION

6.1 INTRODUCTION

In this chapter, the six research questions outlined in Chapter One are discussed using material from the preceding chapters. Answers from these research questions then serve to determine, *if marine reserve committees are an effective participatory mechanism*. The chapter structure follows headings provided by the research questions:

1. Marine reserve committees (MRCs) as a mechanism for participation;
2. MRC public relations and communication;
3. MRC influence on Department of Conservation (DOC) policy;
4. MRC relations with DOC, Conservation Boards (CBs) and other organisations;
5. Satisfaction with the current process; and
6. New Zealand practice in comparison to theory.

Elements of question six are discussed as they arise to avoid undue repetition.

6.2 MRCS AS A MECHANISM FOR PARTICIPATION

Examination of MRCs as a mechanism for participation is facilitated by literature and data from preceding chapters. Discussion occurs regarding public representation, MRC purposes and objectives, benefits to members and achievements. Some elements are also discussed in related sections; where this occurs, reference is made to the sections.

6.2.1 Public Representation

All the case study MRCs have a spatial and interest group representation of community, using *primary*, *active* and *representational* stakeholders. According to Donaldson's (1994) committee types (Table 10), each MRC is an *elite* committee. The exception is Te Whanganui-A-Hei, where three non-iwi stakeholders do not represent specific interest groups – making the MRC representative of a combined *new* and *elite* group.

The use of *primary* and *active* stakeholders is emphasised by DOC staff interviewed. In contrast, MRC respondents from Kapiti, Te Whanganui-A-Hei and Long Island-

Kokomohua believe their committees are representative of the public. Both a DOC interviewee and a Te Tapuwae o Rongokako MRC respondent note the lack of general public representation. Public participation is in essence limited to interest group participation, although the general public do have the ability to attend MRC meetings and address the committee. Exclusion of the public from marine advisory groups is a recognised phenomenon internationally (Ellsworth et al. 1997). No concerns were raised regarding tangata whenua representation.

The current positioning of National Institute of Water and Atmospheric Research (NIWA) scientists as chairs of two MRCs is interesting. NIWA is a highly respected scientific organisation, and both chairs have globally recognised credentials and expertise. As noted in the literature review, stakeholders who have a leadership role can have increased capacity to influence the planning process. In addition, social power, though subtle, can emerge due to a participant's knowledge base (Few 2000). Both MRC respondents and DOC interviewees recognise the value of knowledge brought by NIWA members. However, neither MRC respondents nor DOC staff identify NIWA members as having more power than other MRC members.

All DOC interviewees are satisfied with the current membership structure, apart from non-attendance (section 6.6.3). Any changes in representation need maintain the membership ratio between iwi and non-iwi interests. Looking forward, some DOC interviewees suggest adaptations to make use of expertise and/or reflect growth sectors. These adaptations may include adding environmental and tourism representatives to the MRCs. Committee respondents indicate that no changes are needed to their MRCs, though one person notes adding a local government representative could be useful.

Including representatives from local government can have the benefit of increased contact with another resource management agency and create an atmosphere of accountability (Beuttler 1995). Government representatives, beyond those of the host agency, are not a novel concept; the Atlantic Coastal Action Programme allows all relevant government agencies to become stakeholders (Ellsworth et al. 1997). In the case of MRCs, expanding government representation could mean, including representatives from local government, the Ministry of Agriculture and Fisheries and the Ministry of Transport; the three government bodies with active interests in marine

reserves (Table 2). In most MRCs, there is no regular contact with the government bodies listed above; therefore, MRCs cannot achieve an understanding of issues facing the other agencies. These government bodies do not need MRC membership, but could possibly be brought in as guest presenters or act as experts.¹

Two MRC members voiced concerns over lobby groups having representation: Forest and Bird Protection Society in Te Tapuwae o Rongokako and Marlborough Combined Dive Clubs (CDC) in Long Island-Kokomohua. This issue is not raised in any of the three international case studies presented in Appendix D. The perception of interest groups having greater power than iwi is not a concept restricted to marine reserves, it is an issue noted by the Centre for Research, Evaluation and Social Assessment (1998) in its review of DOC consultation practices.

In contrast to local interest groups, Royal Forest and Bird Protection Society is better organised, has greater resources, funding and long-term stability. Forest and Bird is a national lobby group with strong connection to government and has a history of being involved in marine reserves (e.g., applicants for the Motu Manawa – Pollen Island Marine Reserve). Marlborough Combined Underwater Dive Clubs were the applicants for Long Island-Kokomohua Marine Reserve. The respondent who raised concern over the CDC, states the reserve was established against iwi desires and the CDC agenda continues to provide direction for the marine reserve. If interest group representation is used, a written justification of interest group choices should become common practice; as a written outline of the benefits and knowledge representatives bring would create a more transparent process.

6.2.2 Purpose, Roles and Participation Objectives of MRCs

DOC interviewees cite four roles of MRCs versus the 10 possible, but not limiting roles, outlined in the draft discussion paper, Choosing a Marine Reserve Advisory Committee (Table 4). Table 26 outlines MRC roles from four perspectives: national, Area Office, terms of reference and MRC respondents. Parallels and differences between these roles are discussed in the following paragraphs.

¹ Kapiti MRC has made use of District Council and police experts as discussed in section 6.7.2.

Table 26 – Roles of MRCs According to Different Sources

MRC ROLES ¹	NATIONAL DRAFT DISCUSSION PAPER	AREA LEVEL INTERVIEWS	TERMS OF REFERENCE				MRC SURVEY RESPONSES ²
			Kapiti	Te Whanganui-A-Hei	Long Island-Kokomohua	Te Tapuwae o Rongokako	
ADVISORY BODY							
Advise on applications for research in the reserve	✓	✓	✓	✓	✓	✓	✓
Advise on Conservation Management Plans (CMPs)	✓	✓	✓	✓	✓	✓	✓
Advise on Conservation Management Strategy (CMS) policies	✓	✓	✓	✓	✓	✓	✓
Advise on issues relating to creation/implementation of non- statutory plans	✓	✓	✓	✓	✓	✓	✓
Advise Regional Conservator on management issues	✓	✓	✓	✓	✓	✓	✓
Advise Minister, Conservation Authority or Director General	✓	✓	✓	✓	✓	✓	✓
Advise on public information/education needs	✓	✓	✓	✓	✓	✓	✓
Advise Minister/Director-General reviews of the Marine Reserves Act	✓	✓	✓	✓	✓	✓	✓
Advise on appointment of honorary rangers	✓	✓	✓	✓	✓	✓	✓
Advise on the effects of the reserve on adjoining communities	✓	✓	✓	✓	✓	✓	✓
Advise on commercial opportunities and/or possible licensing	✓	✓	✓	✓	✓	✓	✓
Advise on resource consent applications likely to have adverse effect	✓	✓	✓	✓	✓	✓	✓
Advise on compliance and law enforcement requirements	✓	✓	✓	✓	✓	✓	✓
Advise on management of recreational fishing (only if allowed in the reserve)	✓	✓	✓	✓	✓	✓	✓
COMMUNITY LIAISON							
Communication link between DOC and community	✓	✓	✓	✓	✓	✓	✓
Means of community involvement/participation	✓	✓	✓	✓	✓	✓	✓
Checks and balances – understanding each others' views	✓	✓	✓	✓	✓	✓	✓
OTHER ROLES							
Approve CMPs	✓	✓	✓	✓	✓	✓	✓
Approve policies in the CMS	✓	✓	✓	✓	✓	✓	✓
Contribute towards development of research protocols for marine reserves	✓	✓	✓	✓	✓	✓	✓
Provide local information that may aid reserve management	✓	✓	✓	✓	✓	✓	✓
Promote marine reserves and foster community support	✓	✓	✓	✓	✓	✓	✓
Advocate for the marine reserve	✓	✓	✓	✓	✓	✓	✓
When necessary, raise with the Minister matters relating to the marine reserve, as outlined by S10(a) Marine Reserves Act	✓	✓	✓	✓	✓	✓	✓
Undertake voluntary projects, raise funds and/or obtain sponsorship	✓	✓	✓	✓	✓	✓	✓
Watchdog	✓	✓	✓	✓	✓	✓	✓
Address iwi concerns	✓	✓	✓	✓	✓	✓	✓

¹ Material from: DOC n.d.a; Chapters Four and Five

² Some roles have been sub-divided; therefore, national and Area Office roles are more than 10 and four respectively.

³ Respondents cite other roles: ensuring sustainable development, habitat restoration, access for non-boaters, information gathering, making submissions, representing iwi and interest groups, guardianship.

DOC interviewees state the major role of MRCs is an advisory body. Interviewees expand on another role, community liaison; citing the need to understand multiple views and to make sure DOC understands community needs. This role is in accordance with theory, which states participation increases government awareness of different mental models (Chambers 1997; Ellsworth 1995). The MRC provides a vehicle for expression, exchange and understanding of views about marine protection issues between MRC members, tangata whenua, the groups members represent and DOC.

DOC interviewees affirm MRCs act as an “*intermediary*” or “*interface*” between DOC and iwi, as well as user groups. These terms imply a less than smooth relationship. Emphasising this point is one MRC respondent’s use of “*buffer*” to describe the role of community liaison. The literature review reveals that the public’s perceptions of government and government relations with the public can improve through participation (Ellsworth 1995; Environment Waikato 1997; McClendon 1991). It is fair to state that better relations have been created between MRC members who attend meetings and DOC; however, in general there has probably been less spill-over of good relations with the public than could be attained (section 6.3). Good relations are essential, because recognised, well-supported reserves may influence communities considering marine reserves as a conservation method in their region.

Interviewees also state that the MRC role as a watchdog or scrutiniser is important; providing checks and balances. This role is not mentioned in the draft national discussion paper (DOC n.d.a). Despite all the case study MRCs having a role to provide input to their reserve’s Conservation Management Plan, as outlined in their terms of reference, no DOC interviewees cite plan/policy input or approval as a role. Promoting marine reserves and undertaking projects/securing funds were also not mentioned by DOC staff in response to the question regarding roles of MRCs.

MRC respondents perceive DOC objectives for participation to include community involvement, creating a watchdog and addressing iwi concerns; the first two correspond with those cited by DOC interviewees. Not mentioned by DOC staff or the draft national document is the role of addressing iwi concerns. However, it is an underlying objective, indicated by marine reserve applications discussed in Chapter Four.

Examining MRC respondents’ personal perspectives of MRC roles reveals that they believe acting as an advocate for one’s marine reserve is of primary importance; acting as a communication link between DOC and community is next, followed by the role of advisory body to DOC. The open responses from MRC members indicate much more specific roles as being important, than those indicated by DOC interviewees. One purpose stated by MRC respondents that arose with frequency, and which is not cited as a purpose by DOC interviewees (though it is stated in response to other questions) is education. Respondents believe awareness raising and education roles are important.

6.2.3 Benefits to Committee Members and MRC Achievements

Variation occurs between DOC and MRC perceptions when detailing benefits MRC members receive from participation. DOC interviewees state one MRC member benefit is fulfilling the role of a watchdog; something MRC respondents cite as a role, not a benefit. Another MRC member benefit, according to DOC interviewees, is the ability to provide input into marine reserve management. The most common benefits cited by members include satisfaction in achieving local marine conservation objectives (also cited by one DOC interviewee) and increased personal knowledge of conservation issues. The increased knowledge stems from information sharing, discussion during meetings and scientific data. Knowledge of benefits is key because such knowledge can ensure continued participation. Mitchell (1997) believes that if there are not real, equitable benefits a partnership will most likely be unsuccessful.

MRCs are involved with different issues; therefore, it is difficult to make comparisons of achievements. However, there are two common threads. There is mutual agreement that MRCs establish good relations with the community; this is ranked highly by both DOC staff and the MRC respondents. Another cross-case study achievement, according to DOC interviewees and MRC respondents, is awareness raising.

6.2.4 Section Summary

The surveys and interviews indicate MRC respondents and DOC interviewees rate the importance of MRC roles differently. Perceptions of MRC benefits from participation also vary. Differences may not overtly hinder the advisory group process; however, discussion on roles and benefits could assist the MRCs in creating a shared vision of the committee. Differing beliefs of who MRCs represent, the public or interest groups, may affect which views are sought and which views are overlooked. Key points from this section are illustrated below:

- MRCs are elite or modified elite advisory groups as defined in Table 10;
- Generally, input from the inactive public is not facilitated by the MRC format;
- Possible future changes to MRCs could include incorporating, local government, tourism and environmental groups;

- Dissatisfaction with interest group representation is voiced by two MRC respondents; a more transparent stakeholder selection process may be needed;
- MRC respondents and DOC interviewees rate MRC roles differently;
- DOC interviewees are unaware of benefits of participation to MRC members;
- Both DOC interviewees and MRC respondents agree that good relations with the community and public awareness raising are achievements of MRCs.

6.3 PUBLIC COMMUNICATION AND RELATIONS

DOC interviewees do not clearly specify if information exchange is happening between tangata whenua/interest groups from which MRC members are selected and MRC members. Questions about the quality of communication between MRC members and their represented groups received mixed responses from MRC respondents. There is no overwhelmingly positive response from MRC members about feedback to tangata whenua/member organisations. In Kapiti, members are chosen due to their ability to represent tangata whenua and several interest groups and Long Island-Kokomohua and Te Tapuwae o Rongokako members are representative of fixed-interest groups and tangata whenua. Te Tapuwae o Rongokako is the only reserve where MRC minutes clearly indicate that, in some cases, discussion does occur with people represented by MRC members. For example, minutes indicate significant issues discussed at MRC meetings are raised at hui.

A Kapiti MRC member and a Long Island-Kokomohua MRC respondent both raise the issue of difficulty for tangata whenua MRC members to go back to their people and discuss matters in a culturally appropriate manner. Time and resources are the greatest hindrances cited by both MRC members. It is worthwhile to repeat the quotation from the Long Island-Kokomohua MRC respondent:

“The concern for me is that the time involved and required from an iwi volunteer to productively read, research and discuss with [his/her] own iwi members and then report back to another forum is an issue that is never addressed by this process, or any other Crown established process”

As discussed in section 2.5.3, to provide and ensure meaningful participation, culturally appropriate timeframes, communication and methods need to be used; additional tools

and skills may also be required (Mathias 1995; MfE n.d.; Rennie 1993). Moreover, because a group has culture in common, does not mean there will be homogeneity of opinion (Environment Waikato 1997). One cannot expect an iwi representative to be able to speak for everyone without first making others aware of the issues and discussing them. The Long Island-Kokomohua respondent highlights the fact that the current MRC process, does not formally acknowledge these requirements.

Information exchange to the public also received mixed responses, Te Whanganui-A-Hei respondents rate their communication as good, Kapiti respondents rate theirs as poor, and the two other MRCs have mixed responses. Several DOC interviewees value the everyday interactions, 'rubbing shoulders,' that occur between MRC members and the public. Te Whanganui-A-Hei MRC has concentrated more on community liaison and awareness raising initiatives than the other MRCs. After the MRC survey, Kapiti's public liaison programme was improved through the employment of a contract DOC worker, who assisted in creating a newsletter and other initiatives. The two other MRCs have basic awareness raising initiatives, such as brochures and media releases.

MRC respondents feel they are more effective advocating and awareness raising for their own reserve, than for marine reserves in general. The majority of DOC interviewees believe MRC advocacy initiatives are not fully developed. MRC respondents feel they are an effective means of public participation and communication link between DOC and the public. This sentiment overlooks the ratings respondents give themselves regarding communication to their interest groups and the inactive public. One respondent states that communication to the public is effective as the MRC is independent from DOC; therefore, it has more public credibility. Once again, the lack of resources available to the MRCs was raised. Survey respondents believe MRCs could be more successful communicating to the public if funds were available.

In Chapter Two, Michener's (1998) and Mitchell's (1997) suggestions for internal and external communication mechanisms are discussed. Comparing theory to practice reveals that internal communication mechanisms are good, according to MRC respondents and DOC interviewees. However, there are no formal external communication mechanisms, weakening information exchange from MRC members back to the groups they represent. In addition, public communication mechanisms

could be improved. An appendix in the draft DOC (2002b) strategy Building Community Support for Marine Protection recognises the limited methods used in marine reserve awareness raising activities; a suggestion is made to use the draft Conservation with Communities internal strategy as a means to provide direction (Appendix P). The newsletters, devised in Kapiti and Te Whanganui-A-Hei Marine Reserves, are one mechanism to provide feedback to the public about what is happening in marine reserves; as are the newspaper articles and media releases which occur in all the case studies. Communication from MRCs to the public is one that could benefit from information and product sharing between marine reserves.

6.3.1 Section Summary

To gain local support for marine reserves, the role of MRCs in public liaison, advocacy and awareness raising is quite important. As indicated above, both DOC staff and MRC members feel good community relations and awareness raising initiatives are successes of MRCs. However, when questioned directly about communication to the public, only one reserve had a majority of respondents who believe communication is good. Generally, external communication mechanisms could be improved for both public communication and awareness raising. The actual degree of communication to the public cannot be assessed without asking members of the public themselves; research is needed in this regard. MRCs with representative membership need to ensure the groups represented remain informed. In addition, the need for tangata whenua representatives to consult with their people is not addressed or overtly supported by the current process.

6.4 INCORPORATION OF MRC RECOMMENDATIONS INTO POLICY

When first developed, this question was intended to focus on Conservation Management Plans (CMPs) and Conservation Management Strategy (CMS) policies. These are two areas where MRCs can be given Conservation Board powers. However, since only one case study MRC has approved a CMP, another has had input into the creation of a CMP, and only one MRC has delegated powers of CMS policy input, the scope of 'policy' has been expanded to include other management decisions, strategies and policies.

DOC interviewees believe MRCs have a high degree of influence over DOC management decisions. The majority of MRC respondents believe they are an effective advisory body to DOC and have input into scientific research applications. Though, in two reserves, DOC interviewees minimised the role of research application approval, citing few or no applications. Responses from MRC members are mixed about their input into DOC management plans (Table 27). The comparison of perceptions and actual input into DOC plans by MRC members reveals:

1. The degree of MRC input into CMPs and other plans does not necessarily mean that MRC members feel they have noteworthy input into plans; and
2. MRC respondent beliefs about management plan input do not reflect beliefs about contribution to DOC policy decisions; except in Te Whanganui-A-Hei.

Table 27 – MRC Input into Management Plans

MRC	MANAGEMENT PLANS	MRC RESPONDENT BELIEFS
Kapiti	Approval and input into CMP and Compliance and Law Enforcement (CLE) plan	<ul style="list-style-type: none"> Majority of respondents do not believe the MRC has relevant input into management plans High percentage of respondents believe MRC input contributes to DOC policy decisions CMP input and approval cited as MRC achievements in minutes and annual reports
Te Whanganui-A-Hei	Input into CMP, CLE, Business Plan	<ul style="list-style-type: none"> Respondents believe they have input into plans High percentage of respondents believe MRC input contributes to DOC policy decisions
Long Island-Kokomohua	No plan input indicated in minutes; advise DOC on research applications	<ul style="list-style-type: none"> Respondents divided about input into plans Majority do not believe MRC input contributes to DOC policy decisions
Te Tapuwae o Rongokako	Input into Operational Plan	<ul style="list-style-type: none"> Some respondents neutral while others are divided about input into management plans High percentage of respondents believe MRC input contributes to DOC policy decisions

As illustrated in Table 18, MRC contact above the DOC Area or Conservancy level is limited. The comments of one DOC interviewee, that MRC influence is greater at the local level than national level appear to be true. Most MRC efforts are focused on the local level; therefore, it is not surprising that input beyond the Conservancy in question is not frequent. Te Tapuwae o Rongokako respondents believe they do provide advice to the Minister/Director General of Conservation. Only two case study MRCs made submissions as a committee to the national Marine Reserves Act review. Kapiti, moreover, has been in contact with several Ministers, through a written appeal, to develop a coordinated compliance and law enforcement effort against poachers.

There is no concrete means to track MRC motions, as there is rarely a paper trail, once a motion is passed. Individuals involved may know the extent of MRC influence, and follow-through on recommendations, though it is not always recorded. The best examples of MRC influence on policy that can be tracked are suggested amendments to plans, such as Te Tapuwae o Rongokako MRC's involvement in the Operational Plan.

The argument about advisory committees having no direct authority, and non-binding views is true in New Zealand. However, DOC recognises the views of MRC members and works to incorporate them into policy. Despite not having “*executive power*,” as one DOC interviewee states, MRC input often reaches receptive ears within DOC.

6.4.1 Section Summary

The third research question, MRC influence over DOC policy, did not attain any clear answers due to the lack of a paper trail. There is no obvious defining variable that indicates if MRC members believe they have input into DOC plans or policies – actual input does not play a consistent role. MRCs have more contact, therefore, more influence over Area Offices and Conservancies than national levels of DOC.

6.5 MRC RELATIONS WITH DOC, CBs AND OTHER ORGANISATIONS

MRC respondents deem communication between DOC and MRC members during meetings appropriate. Not only is a successful information exchange occurring, but DOC staff also benefit from a broadened awareness of issues created by the information brought by MRC members. This is a recognised benefit of participation (Agardy 1994; Ellsworth 1995; Neis 1995). Staff get to see issues from a different *reality* and benefit from the diverse experience-base of MRC members.

Communication between DOC staff and MRC members outside committee meetings does not rate as highly as communication during meetings. Long Island-Kokomohua and Te Tapuwae o Rongokako respondents see communication outside MRC meetings as good. However, some respondents from Kapiti and Te Whanganui-A-Hei disagree with the quality of communication. The DOC interviews indicate information provided and contact with MRC members outside meetings varies by reserve.

Building frustration between DOC and MRC members was not a concept that received strong affirmation or denial from MRC respondents. One DOC staff member mentions misperceptions about DOC's powers as a source of frustration, while some MRC respondents highlight minimal feedback and the lack of funding as issues. These first two problems are issues that can be dealt with through clear communication. The last issue, that of funding, is a fundamental flaw in the advisory group system, both internationally and in New Zealand, and is discussed in section 6.6.2 of this chapter.

Conservation Boards have an important role to play with MRCs; if MRCs are a Board or combined committee, the Board that can allocate MRC roles and functions. Literature from Kapiti indicates if a MRC is a combined committee, the powers allocated by the Board are the actual powers, not the advisory role. Results from a DOC (1998) investigation reveal that a combined committee is recommended to provide the most meaningful mechanism of participation available via MRCs. Some MRC respondents record the sentiment that MRCs are limited by their Board and not allocated enough powers (section 5.3.4). This sentiment is also reflected in a portion of the Marine Reserves Act review submissions (Boffa Miskel Limited 2001).

Information exchange from MRCs to Conservation Boards is seen as better than the exchange from Boards to MRCs by MRC respondents. Despite this, there are no real issues raised by MRC respondents regarding communication with CBs; this is interesting as document analysis and some DOC interviews indicate less than ideal relationship with Boards. The most evident examples of poor relations are from Te Whanganui-A-Hei and Te Tapuwae o Rongokako.

Te Whanganui-A-Hei MRC initially did not have roles or direction provided by the Board, despite it being a committee of the Board. The new terms of reference (TOR) should clarify the relationship and provide direction; however, the Board still has not allocated powers to the MRC. Another example of poor communication between a Board and MRC occurs in Te Tapuwae o Rongokako Marine Reserve. The Board representative has attended one of four MRC meetings. In addition, Board minutes do not mention MRC decisions or actions, except when it was reported at a Board meeting that a scheduled meeting of the MRC failed to occur, raising Board concerns over the future of the MRC. In addition, Te Tapuwae o Rongokako MRC has not prepared an

annual report, as required by the TOR. Kapiti and Long Island-Kokomohua have supportive relationships with their Boards, as indicated by the minutes of both bodies.

Both DOC staff and MRC respondents believe that MRCs have less influence on local authorities, than on the Department. Nevertheless, some DOC interviewees believe weight may be given to MRC submissions because they are intended to represent community views and because MRCs are an 'independent' body. It is difficult for either MRC members or DOC staff to say if the MRCs influence other agencies. To fully answer this question, a survey needs to be done of agencies contacted by the MRCs to determine what effect they actually have.

6.5.1 Section Summary

Examination of MRC relationships with DOC, Conservation Boards and external organisations found the following:

- DOC information and communication during meetings is seen as appropriate in all reserves; however, communication outside of meetings varies by reserve;
- MRC relations with DOC can be affected by misconceptions about DOC's powers, the degree of feedback and inadequate funding;
- The Board determines MRC powers; if it is a Board or combined committee;
- MRC relationships with their Boards vary between reserves;
- The majority of MRC respondents believe communication from MRCs to the Board is better than vice versa; and
- MRCs have more influence over DOC than other agencies.

6.6 SATISFACTION WITH THE CURRENT PROCESS

Satisfaction with the current process relates to participant expectations, how well the MRCs function and goal achievement. To determine satisfaction, MRC and DOC perspectives must be evaluated. Satisfaction is examined through several subsections including: relations within MRCs; financial and other resources; meeting attendance and focus; the influence of the terms of reference; perceptions on success; and appropriateness, maintenance and improvements of MRCs.

6.6.1 Evaluating Relations Within MRCs

The question of internal MRC relations is best answered from the viewpoint of MRC members. DOC staff also attend the meetings; therefore, DOC interviewees were asked questions about MRC relations. Elements for successful partnerships were drawn from Mitchell's (1997) suggestions and other literature in Chapter Two – these elements provide a basis for discussion about satisfaction, of both DOC staff and MRC members, in regards to the current process. Participant compatibility, respect, listening ability, trust, adaptability, frustration and power are discussed.

A means of broadening member horizons beyond individual realities is member compatibility, based on respect and trust (Mitchell 1997). DOC interviewees believe MRC members are compatible and have respect for each other. The views of MRC respondents regarding compatibility, respect and listening ability between members vary between high agreement and neutrality. Trust between members does exist, according to DOC interviewees. According to MRC respondents, trust is high in all committees, except Long Island-Kokomohua. Document analysis does not provide much insight into these matters.

Adaptability, according to Mitchell (1997) allows groups to become successful. In two reserves, a portion of MRC members believe some members are fixed in their ways, thus limiting their adaptability. The strongest belief of members having fixed views comes from Te Tapuwae o Rongokako respondents. Though other variables cannot be ruled out, it is possible, because Te Tapuwae o Rongokako is a new committee, having only been established for approximately 16 months at the time of the survey, MRC members have not had the time to form as a committee, discovering the *realities* of different members' views and coming up with a consensus driven reality for the MRC. Kapiti respondents, however, also had strong agreement that some members are fixed in their ways, though not as strong as Te Tapuwae o Rongokako; which could rule out the possibility of committee newness affecting this result.

Patience is needed amongst a group's members, so that barriers presented to the group can be overcome (Mitchell 1997). Frustration sometimes arises amongst members according to MRC respondents. One DOC interviewee states frustration can arise due

to lack of a quorum, not differences in MRC members' views. MRC respondents note that frustration can build between committee members in Kapiti, Long Island-Kokomohua and Te Tapuwae o Rongokako. Te Whanganui-A-Hei respondents however are neutral. Moreover, it is interesting that the majority of Te Whanganui-A-Hei respondents disagree members are fixed in their ways. A possible explanation is that not all Te Whanganui-A-Hei MRC's non-iwi members are drawn from interest groups – as is the case of the other MRCs.

Some DOC interviewees believe power differences occur due to unequal resources or capacity. Resources and capacity are two founding elements that define who has power (Mitchell 1997). Kapiti respondents note no power differences. Te Whanganui-A-Hei and Long Island-Kokomohua respondents, however, believe there are notable power differences, and the majority of Te Tapuwae o Rongokako respondents agree there are power differences. However, unlike the other MRCs, Te Tapuwae o Rongokako respondents believe there are no capacity or resource differences between members. This suggests that perhaps power differences in Te Tapuwae o Rongokako may occur due to social power derived subtly from negotiation, networking and/or knowledge. Mitchell (1997) strongly supports the concept that equity must be achieved and power differences resolved for successful participation.

6.6.2 Financial and Other Resources Available to MRCs

MRC respondents are positive about advice provided by DOC staff. MRC survey responses indicate access to information, particularly scientific information is good. Social scientific and traditional/cultural information, according to MRC respondents is less available; this is similar to the international trend of information availability discussed in the literature review.

Funding is a resource that needs to be addressed, as three case study MRCs rate funding as insufficient. Only Te Tapuwae o Rongokako respondents rate funding as adequate; in addition, the issue of funding is not raised in the MRC's minutes, unlike in other MRC case studies. MRC respondents want funding for education, promotion, compliance and research purposes. One MRC respondent states members would feel more useful if they could run educational and promotional campaigns. A DOC

interviewee seconds this statement, acknowledging MRC members can feel ineffectual because they do not have control over funds. DOC interviewees recognise inadequate funding as an issue; one interviewee mentions, MRCs cannot be under resourced if they are to be effective.

Until recently, there was uncertainty within DOC, if MRCs could raise and hold funds. Investigations carried out by Te Whanganui-A-Hei and Kapiti DOC staff indicate DOC managed committee trust funds are no longer possible. However, monies can be held in an Area Office account, or a separate 'Friends of the Marine Reserve' group could be established to handle donations, sponsorships, grants and monies raised through merchandising. Te Whanganui-A-Hei Marine Reserve has two donation boxes; the donations are currently controlled by DOC and allocated to landscaping around the interpretation kiosk. One MRC respondent believes the money should be given to the MRC for use in the marine reserve. The funds raised by initiatives such as donation boxes and merchandising could be two means for MRCs to have a small workable budget, which does not detract from the Area Office budget. Giving MRCs control of these funds would mean that the MRC could complete small projects without the need to request funding, increasing MRC capacity and effectiveness.

Remuneration of MRC members is also an issue. Members of the two combined MRCs, Kapiti and Te Tapuwae o Rongokako; receive remuneration, because statutory advisory committees members must be paid. Te Whanganui-A-Hei is a Conservation Board MRC, which means there is no obligation to pay non-Board members. However, the Board decided to offer remuneration to MRC members. Currently, Te Whanganui-A-Hei MRC has a \$1000 'budget' from which they can allocate remuneration money. In Long Island-Kokomohua, also a Conservation Board MRC, non-Board members do not receive remuneration. Equal remuneration is an idea supported in the draft discussion document regarding MRCs, to avoid inequalities amongst MRC members.

6.6.3 Meeting Attendance, Frequency and Focus

Non-attendance results in diminished communication with the absent interest group, and can lead to situations where meeting quorums are not achieved; without a quorum, decisions cannot be made. Long Island-Kokomohua MRC has a poor attendance rate

that influences decision-making ability. Kapiti has always had a quorum, for at least a portion of each meeting. Poor attendance for Te Whanganui-A-Hei MRC meetings caused a MRC review. Te Tapuwae o Rongokako also suffers from poor attendance, having a meeting cancelled in 2001 due to lack of a quorum. Prolonged non-attendance at meetings is an issue for both DOC and MRC members (Table 16, section 4.4).

Long Island-Kokomohua has the lowest rate of attendance; possibly affected, in part, by the lack of remuneration to non-Board MRC members (section 6.6.2). The fact that the majority of Te Whanganui-A-Hei MRC survey respondents state that they do not miss meetings; means that most likely it was those people who attend meetings who completed the questionnaire. MRC respondents state meeting attendance is most often affected by other commitments and health; however, another reason for non-attendance is no new agenda items. Questioning DOC commitment to MRC meetings, all DOC interviewees replied that preparing for and attending MRC meetings is a beneficial time allocation; and some interviewees would allocate more time if needed.

Published studies of marine reserve committees have not yet developed into explanatory studies, thus they do not provide reasons for non-attendance. There are several plausible reasons for non-attendance that can be derived from literature in Chapter Two; including, but not limited to: scheduling conflicts; not enough personal benefit; no capacity building; and protest against the system. Non-attendance is a major issue; recommendations to encourage attendance are presented in Chapter Seven.

The frequency of MRC meetings per annum, incorporating all the case study reserves varies between one and two, depending on how averages are calculated: 1.85 (mean), 2 (median) and 1 (mode). These averages are similar to those of the Scandola Marine Reserve Advisory Committee, which Beuttler (1995) states would benefit from more frequent meetings. One MRC has fluctuated between five meetings and no meetings per year, creating an inconsistent approach to the advisory committee format. Infrequent meetings are a flaw of the advisory committee system; as few meetings mean members cannot provide timely advice on management issues.

The focus of meetings varies between reserves; for the most part DOC staff and MRC respondents believe meetings do remain focussed on issues that pertain to the marine

reserve. Document analysis of the minutes indicates this is true. However, some MRCs are not concentrating on issues directly related to their terms of reference, as outlined in section 6.6.4. In addition, some issues discussed are cross-boundary issues involving local authorities or other government agencies.

6.6.4 Influence of Terms of Reference the MRC

In Te Whanganui-A-Hei, Long Island-Kokomohua and Te Tapuwae o Rongokako, the majority of MRC respondents feel they are successful in accomplishing tasks under their terms of reference. However, it should be noted some members indicate they do not know their TOR. Kapiti and Te Whanganui-A-Hei MRCs are the closest to achieving the objectives and roles setout for them in their TORs.

Kapiti MRC's focus on compliance and law enforcement (CLE) is outside the realms of its TOR; however, this focus is evolving to one of public information and awareness raising. Kapiti MRC has addressed all functions outlined in its TOR over the years. Te Whanganui-A-Hei MRC, unlike Kapiti, has an official role to provide CLE advice. Despite Te Whanganui-A-Hei MRC's TOR only recently being created, the MRC has been involved in all the roles outlined, with an extra emphasis on public awareness and fostering support for the reserve. Long Island-Kokomohua MRC, as discussed in Chapter Four, has not made use of all the roles allocated to it by the Nelson/Marlborough Conservation Board – having scientific research application approval as its key focal point. Te Tapuwae o Rongokako is a new MRC and has not yet been tested in all elements of its TOR; however, a significant focus to date has been on Operational Plan creation, rather than other elements.

6.6.5 MRC Success, Appropriateness, Maintenance and Improvements

All DOC interviewees are positive about MRCs; the majority of MRC respondents believe their committee is effective. Success achieving objectives under the Marine Reserves Act and individual Conservation Management Strategies is not unanimous; rather, a mixed response was received from respondents. The majority of MRC respondents support MRCs as an appropriate mechanism for public participation. However, it should be noted, Te Whanganui-A-Hei is the only MRC in which no

respondents indicate a negative view of the current system. Each marine reserve and MRC is forging its own way, learning from mistakes and creating successes.

The lack of communication between reserves is mentioned by all DOC interviewees, is indicated in MRC survey responses, and is reflected in MRC minutes. The need for networking amongst DOC marine staff is recognised as a priority action (DOC 2002b). For almost a decade, both DOC staff and MRC members have requested information exchanges. Networking and information exchanges do not appear to be permanent fixtures once established. Means of networking are examined in section 6.7.1.

Kapiti and Te Whanganui-A-Hei respondents indicate 100 percent support to maintain the existing MRC system. The situation is different in Long Island-Kokomohua and Te Tapuwae o Rongokako, where respondents who want to maintain the system are only a small percentage ahead of those respondents who believe DOC should not continue with the current system. Criticisms of the system returns to issues presented in Chapter Two: funding, superficial nature of the MRC (no power/resources/responsibility), lack of general public involvement and infrequent meetings (Barchard & Hilderbrand; Beuttler 1995; Ellsworth et al. 1997; Kriwoken 1991). Two Long Island-Kokomohua MRC respondents do not believe marine reserves are an appropriate marine conservation mechanism. Other methods, such as mataitai reserves, are cited as being more flexible in reflecting the desires and rights of tangata whenua.

Survey responses from MRC members also include positive and constructive comments about the MRC system. Recommendations from respondents include:

- Scheduled reviews of each MRC relative to its effectiveness and TOR;
- Making MRCs autonomous bodies, separate from Conservation Boards, as Boards limit MRCs;
- Encouraging more general public input;
- Providing skill training from MRC members;
- Remuneration for participation, if it does not already occur;
- DOC assistance to MRCs to create an educational role; and
- Ensuring the MRC is proactive rather than reactive, allowing MRC growth.

Many of these suggestions correspond to theory and international practice presented in Chapter Two; for example, the need for capacity building. Some suggestions are not reflected in the literature of Chapter Two, such as the need for MRC reviews.

6.6.6 Section Summary

DOC interviewees and MRC respondents indicate varying degrees of satisfaction with the MRC process; the majority are positive.

- Generally, MRC members are compatible, though frustration is possible;
- Perceptions of MRC member power differences vary between reserves;
- Good information is provided to the MRCs; however, it has a scientific bias;
- Inadequate MRC funding is a frequently occurring issue:
 - The ability for MRCs to hold/control funds is not possible under the current system; however, members would feel more effective if they did have a budget they could control;
- Non-attendance at meetings is an issue for some MRCs;
- An average of all the MRC case studies indicates a low per annum meeting rate of just under two meetings a year;
- Some MRCs have been restricted by their TOR while others have not accomplished all the roles and objectives set in their TOR;
- Networking between marine reserves and MRCs is a frequent request; and
- Respondents and interviewees believe MRCs are effective; however, there are some suggestions for improvement.

6.7 RELATING NEW ZEALAND PRACTICE TO THEORY

Relating New Zealand practice to theory involves returning to the literature reviewed in Chapter Two. The structure of Chapter Two is followed to compare New Zealand MRCs to theory. Theoretical elements examined include: defining the process; a comparison to inclusionary argumentation and the participatory elements (power, capacity building, empowerment and consensus building); and situating MRCs in relation to the levels of participation.

6.7.1 Defining the Process Using Terms from Theory

Theoretical terminology assists in understanding the MRC system; meaning the current MRC status can be compared to desired status and knowledge gained about how the process can evolve. MRCs are a participatory resource management and planning mechanism, as defined in Chapter Two; they involve members of the public and/or interest groups to help create socially acceptable resource management decisions via a communicative process. The stakeholders, as discussed in section 6.2, are not representative of the inactive public, making the MRCs *elite*, or modified elite in the case of Te Whanganui-A-Hei, models of stakeholder representation.

MRCs members benefit from the participatory *process* end result of better stakeholder relations; better relations achieved through communication and understanding each other's worldviews (Table 5). The aim of MRCs, however, is *outcome* focussed – resulting in action and plan creation. Three of the MRCs have played a role in the development of plans for their marine reserve: Kapiti and Te Whanganui-A-Hei MRCs' contribution to their CMPs and other plans, and Te Tapuwae o Rongokako MRC's contribution to an Operational Plan. Te Whanganui-A-Hei MRC has also focussed on awareness raising initiatives; the MRC has been involved in the creation of a significant interpretation infrastructure. The Long Island-Kokomohua MRC does not have either a governance plan, nor a comprehensive awareness raising programme to its credit; however, it has influence on scientific activities conducted in the reserve.

The results of the literature review in Chapter Two suggest that problems with implementing participatory practices include: 1) not involving stakeholders early in the process; 2) misconceptions of the meaning of participation; 3) hesitation to invest time, finances and effort; and 4) an experimental nature. There is evidence that all these issues occur to some extent within the New Zealand marine reserve system. The first point is not as relevant to marine reserve management as to the establishment process, and is discussed in relation to Te Whanganui-A-Hei in Appendix K.

In New Zealand, there have been misconceptions about the meaning of participation. Unintentional misinformation, caused by different realities, occurs. Te Tapuwae o Rongokako Marine Reserve establishment was delayed due to the Ngati Konohi Marine

Reserve Task Force's concerns about no mechanisms for partnership in management; concerns reflected in other regions. A combined committee was one solution proposed (DOC 1998). However, a combined committee does not solve all issues. For example, one Te Tapuwae o Rongokako MRC respondent indicates that he/she had greater expectations about the degree of participation than what is currently the case and states Ngati Konohi were "*mislead*" (section 5.3.6). DOC is offering an advisory body, in the form of MRCs; clearly stated in the name – marine reserve advisory committees² – and often clarified (DOC n.d.a; DOC 1998b).

Historically, DOC states that MRCs offer tangata whenua, communities and interest groups an opportunity to participate in management; sometimes the term *management partnership* is used (DOC n.d.b; Roxburgh 1993). What is not always clearly specified is the only management power delegated is that of CMP input and approval – and only if the MRC is a committee of the Conservation Board, which delegates that power. Stakeholders, especially iwi, expect more of a partnership, as outlined in previous research conducted in regards to DOC consultation (Centre for Research 1998). Because the survey did not directly question if MRC members considered themselves to be in partnership with DOC, perceptions of partnership from the MRC perspective cannot be assessed. However, a number of MRC respondents indicate their dissatisfaction with the current system. DOC needs to improve communication, as expectations differ between some MRC members and the reality of what DOC can offer MRCs under current legislation.

All DOC staff interviewed state time allocated to their role with MRCs is well worth the effort; some staff members state they would gladly put more time into the process if it was requested or required. Therefore, staff time and effort are not issues affecting participation. However, lack of funding for MRC activities is a problem in New Zealand, as it is with advisory groups internationally. Advisory committee format is noted for not allowing committees to control funds, limiting committee ability to act and participant satisfaction. Increased funding is cited as an improvement that could be made to the Great Barrier Reef Consultative Committee (section 2.5.2; Appendix D). In open responses, throughout the survey, several MRC respondents raise DOC control of

² The minutes of the Long Island-Kokomohua MRC alternate between the use of 'advisory' and 'management' in the title of the committee

funds as a flaw in the current system; many more respondents cite inadequate marine reserve funding as an issue. A number of DOC interviewees also note fund control and inadequate funding as issues of concern (section 6.6.2)

DOC has been involved with MRCs for almost a decade since the establishment of the first marine reserve advisory committee in 1993. However, the system appears to still be experimental. Lack of knowledge of DOC's national direction for marine reserves is a concern for some staff members interviewed and is recognised nationally (DOC 2002b; Appendix P). In one case, uncertainty leads to hesitation on how to incorporate the MRC into the management system. There are some national guidelines for marine reserves (e.g., signage and boundary markers); however, the overall availability of information on management matters is not sufficient, as indicated by consistent information requests by both DOC staff and MRC members. A central information exchange could assist individual MRCs overcome hurdles encountered by other committees, rather than each MRC and marine reserve struggling through the same problems individually and duplicating resources. A national information exchange and resource collection (e.g., education packages, newsletters, programmes) means that MRCs can benefit from the successes of other MRCs and international experience.

6.7.2 Comparison to Inclusionary Argumentation and Participatory Elements

Comparison of MRCs to characteristics from Healey's (1997) inclusionary argumentation model, presented in Chapter Two, reveals several points for discussion. While the MRC process does not equate to inclusionary argumentation, where power and responsibility, along with ideas are shared; it is worthwhile to examine components of Healey's (1997) model as they could help improve the MRC process. Components examined include: long-term vision, use of experts, and the participatory elements – consensus building, power, empowerment and capacity building.

One weakness of inclusionary argumentation is that the 'big picture' or long-term vision may be overlooked during stakeholder discussion and decisions. Kapiti MRC worked for much of its existence on the 'big picture' – that of a management plan. Te Tapuwae o Rongokako is following suit, with much attention going into the Operational Plan. Te Whanganui-A-Hei MRC has been slower developing strategic plans; however, the MRC

developed a vision and initiatives for community awareness raising. The lack of direction and guidance given to Te Whanganui-A-Hei MRC from the Board resulted in conflict and several reviews of the MRC (Appendix N). The Long Island-Kokomohua MRC appears to be struggling with direction; there is no overall vision for the MRC. Both long-term vision and achievable objectives must be created if a MRC is to create tangible outcomes that contribute to the overall management direction.

Healey (1997; 1999), writing about inclusionary argumentation theory, calls for the use of experts when needed. Police and Kapiti Coast District Council members, have attended Kapiti MRC meetings to discuss issues such as compliance and law enforcement and Council plans for sewage outfall; the MRC is making use of experts on an as-required basis. The use of Ministry of Transport, Ministry of Agriculture and Fisheries and local authorities experts, was suggested in section 6.2. External experts aid MRCs in making informed decisions, as well as, creating mutual understanding. Within MRCs is a wide range of expertise. Members bring different knowledge and skills to the meetings including, but not limited to: law, traditional conservation, oceanography, education and public relations. The MRCs have been formed, in part, to make use of internal expertise from members.

Inclusionary argumentation calls for the sharing of power, ideas and responsibility (section 2.2.1) – this does not occur in MRCs. Ideas are exchanged, however, responsibility rests with DOC, as does power. The acknowledgement of different knowledge, values and beliefs does occur within MRCs, but within the constraints of a scientific focus. Generally, from the research conducted, it appears both DOC and MRCs are reluctant to empower, and to take-on more power respectively. Kapiti respondents are the only ones with a majority who want increased decision-making power. Section 6.7.3 provides further discussion of this issue.

Consensus building, a required element of inclusionary argumentation, occurs through MRC meetings and knowledge sharing. Table 28 provides a more detailed examination of MRCs, consensus building and three other essential participatory elements, discussed in the literature review: power, empowerment and capacity building. Capacity building is one issue from Table 28 that needs to be examined in detail. While MRC members are increasing their capacity to act through information and networking with Area

Office staff and other officials, the capacity of members is not being fully developed. One MRC respondent believes skill training should be offered to create a more effective MRC – benefiting both members and the validity of decisions made (section 6.4.5). The need for DOC (2002b) marine staff training is identified in a new draft strategy; perhaps MRC members could also participate (Appendix P). Comparing MRCs to inclusionary argumentation and the participatory elements provides clear indication that MRCs are advisory groups, as discussed in detail in the following section.

Table 28 – MRC Performance in Regards to the Essential Participatory Elements

ELEMENTS	MARINE RESERVE COMMITTEE COMMENTARY
Power	Some MRCs are delegated power to provide input and approve CMPs. Ultimate power is retained by DOC under current legislation. The power imbalance is further accentuated, but unpreventable, because DOC is the main source of information to MRC members, and as such retains control of information. Information also flows from MRC members to DOC. Responsibility for decisions rests with DOC, however the MRC can provide input which DOC staff take seriously – as such the MRC system is making one small step in transforming the rules, resource flow and power interactions.
Empowerment	Empowerment cannot be achieved due to the information flow, lack of MRC responsibility and power inequalities. Participation within MRCs is democratic; representation is elite – thus negating overall democracy. The majority of MRC respondents do not see empowerment as a benefit of participation.
Capacity Building	MRC members do not have the right to self-determination nor are they allocated power. However, information exchange does occur – with both DOC staff and members benefiting from the knowledge gained. MRC members' awareness of conservation issues has been raised, allowing them to make better decisions regarding their marine reserve. The MRC offers members the ability to network amongst themselves and DOC, increasing their capacity, beyond that of individuals, to act. Listening and respect amongst players is achieved.
Consensus Building	A degree of openness, compatibility and trust is achieved between MRC members. Some members are viewed as fixed in their ways. In the case of Te Tapuwae o Rongokako, it is suggested that the MRC members have not had enough time to 'form' and discover each other's realities – and create a shared vision of the future. Communication between members and Area Office DOC staff is open.

6.7.3 Levels of Participation

The levels of participation examined in Chapter Two are important for evaluating MRCs as effective participatory mechanisms. Not only can the level of participation achieved by MRCs be determined; but also the levels of participation used by the MRCs, in regards to the public. Examination of participation levels allows stipulation of possible future direction for MRC actions and MRCs. Education, advisory groups and co-management are the three levels examined in detail.

Education occurs in MRCs in two manners, the first is the MRC acting as a mechanism to aid in the release of awareness raising material. Te Whanganui-A-Hei Marine Reserve provides the best examples of education and awareness raising initiatives, with several completed and others underway. Awareness raising material contributes to marine reserve interpretive enforcement campaigns. Information flow is unidirectional to the public, as awareness raising initiatives are concerned with alerting people to issues and programmes within the reserve. As such, MRC initiatives fit the mould of awareness raising programmes, and Arnstein's (1969) levels of *therapy* and *informing*.

Secondly, MRC respondents claim their awareness of marine issues is raised through MRC participation. The awareness raising goes beyond awareness to education, when combined with the idea that MRC members should have the capacity to act for their reserve. The information provided to members is intended to allow informed discussion, decisions and follow-through – all elements of education, outlined in Table 8. DOC staff are the usual disseminators of information, thereby maintaining power. However, DOC staff also benefit from raised awareness of MRC member perspectives; enabling staff to make well-informed decisions.

Improvements that can be made to the education level of participation return to the issue of funding. In the literature review, it is stated that adequate funding aids in the development of stewardship³ (Alder et al. 1994). That is not to suggest that a degree of stewardship is not gained currently, as some MRC respondent comments indicate otherwise. The best example is a comment made by one respondent who states initially he supported fishing and now supports the reserve. Stewardship, however, could be strengthened through greater funding and tangible results from MRC efforts.

Characteristics of advisory groups are: representation, information sharing, consensus building, communication and feedback. The advisory group discussion focuses on the last element, feedback, as the first four elements are considered in previous sections and paragraphs. Feedback to MRCs does not have to be a 'pat on the back.' Visual success from MRC efforts provides feedback and can assist in preventing volunteer burnout.

³ Roberts et al. (1995) indicate that the term stewardship is a foreign notion that has a connotation of ownership and does not reflect the Maori values; *kaitiakitanga* (the act of guardianship) better defines the role of *tangata whenua*.

Kapiti and Te Whanganui-A-Hei MRC both have visual products from their efforts, including a CMP, and a kiosk, snorkel trail and interpretation panels for Te Whanganui-A-Hei. MRC respondents from both these reserves indicate 100 percent support for maintenance of the current MRC system. Long Island-Kokomohua MRC is lacking the small victories that result from tangible goals; this is possibly one reason why the MRC has not succeeded in having many meetings with a quorum. Te Tapuwae o Rongokako MRC has aided in developing an Operational Plan and brochure; since the reserve is relatively new, it is not expected there will be many visual reflections of MRC efforts. Suggestions for more frequent meetings, greater power to committees, committee control of finances and co-operation/inclusion of regional and local authorities are raised in the international case studies presented in Chapter Two are combined with the advisory group strengths and weaknesses categories from Table 8, to an advisory group checklist (Table 29). Comparing New Zealand MRCs to this list indicates MRCs are classic examples of advisory groups. The exclusion of the inactive public is a recognised advisory group trait that should be addressed, as it is an oversight perpetuated internationally (Ellsworth et al. 1997).

Table 29 – Advisory Group Checklist

STRENGTHS/WEAKNESSES	CHECK	MRC CHARACTERISTICS
1. Community contact with government officials	✓	Community, through tangata whenua and interest group representatives, work with DOC staff
2. Informs government of community view	✓	MRC members share their views with DOC staff
3. Government accountability	✓	MRC serves as a 'checks and balances' system
4. General public not usually involved in group	✓	Elite stakeholder groups, with the exception of Te Whanganui-A-Hei which is a modified elite group
5. Government controls finances	✓	DOC retains control of finances ¹
6. Low meeting frequency	✓	Case study mean of 1.85 MRC meetings per annum
7. Group has little/no decision making power/ responsibility	✓	CMP approval only true power allocated to MRCs
8. Volunteer burnout	Possible	Volunteer burnout in Long Island-Kokomohua – could be a reason for poor attendance
9. Little contact with local authorities	✓	Contact with local authorities usually in the form of letters or submissions; little direct contact

¹Te Whanganui-A-Hei MRC has a \$1000 Board budget; member remuneration comes from this sum.

Figure 8 illustrates the position of MRCs in relation to theoretical participation levels, MRC aspirations, current practices, and DOC views and statements. The ladder on the left of the figure is an abridged version of Table 7, using Arnstein's (1969) levels as the foundation. Rectangles indicate practices, ovals represent DOC statements and

interviewee views, the diamond indicates the aspirations of some tangata whenua MRC representatives. Arrows, and the associated text, indicate elements desired by MRC respondents. One theoretical option that is not included in the ladder in Figure 8 is the operational/work sharing committee, used by the Ontario Ministry for Natural Resources (Mitchell 1997). Work sharing means the government retains control; however, participants are allowed practical involvement. As indicated in the figure, a New Zealand practice that emulates work sharing, is in Te Whanganui-A-Hei Marine Reserve where Ngati Hei have been involved in compliance and law enforcement work.

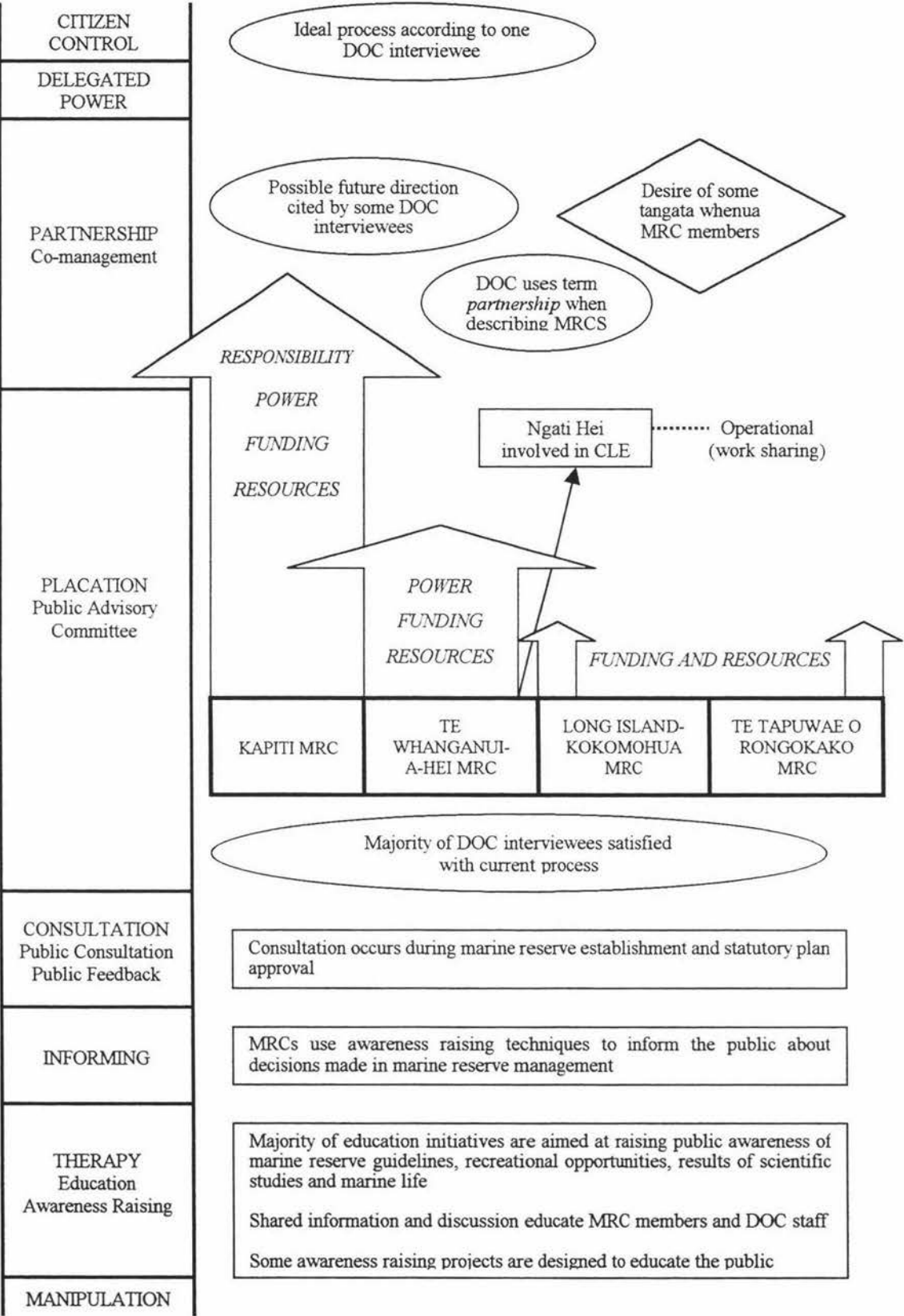
Advisory groups by definition are not full-sharing partnerships; however, there are some co-management elements that may be achieved, including:

- Long-term solutions to resource management issues;
- Democratic process, co-operation;
- Sense of ownership;
- Increased compliance;
- Information sharing results in a wider knowledge base; and
- All types of knowledge used and respected.

One element not fully developed within MRCs is the use of different forms of knowledge. Several MRC respondents state that information has a scientific bias, overlooking the traditional conservation knowledge that can be offered by tangata whenua.⁴ The concern about scientific dominant information is one that can be addressed in the advisory committee format. A scientific focus, at the expense of social and traditional knowledge, is common, as illustrated in the literature review. It needs to be clearly stated that what exists now is not co-management. Co-management is a level that is not reached by MRCs, but is aspired to by some committee members, notably tangata whenua representatives.

⁴ Some of the respondents argue against marine reserves, desiring other forms of marine protection that take into account iwi conservation practices. However, some respondents would like greater attention paid to iwi knowledge, traditions and research to better assist the management of marine reserves.

Figure 8 – Position of MRCs in Relation to Theoretical Participation Levels



Material for ladder from: Arnstein 1969; Clark 1996; Donaldson 1994; Howard et al. 1984; Mitchell 1997

Co-management is not achieved, or even possible, for several reasons, including: retention of power and responsibility by DOC, inadequate funding, lack of trust and current policy. Examples from presented in Chapter Two demonstrate that these reasons are not isolated to New Zealand. Concern is often expressed about the public's lack of capacity to manage resources and the state's responsibilities towards future generations and the wider community (Bens 1994; Sandersen & Koester 2000); DOC interviewees reflect these concerns. Some DOC interviewees believe MRC capacity can improve so that MRCs could eventually be responsible for marine reserve management. However, legislation does not allow MRCs more than advisory powers.

Any change from an advisory role to a co-management role requires funding, resources, power and responsibility that are not currently available to MRCs (Arnstein 1969; Donaldson 1994; Mitchell 1997). Therefore, MRC members were asked if they desired to increase any of the above elements. The majority of respondents from all four reserves state they want increased funding and resources. However, respondents are divided about increased power and responsibility for MRCs. These results imply that while MRCs would like to use funds and greater resources to achieve their missions, they are hesitant to take on greater power and responsibility. The last two elements are essential if any move is to be made to a co-management body (Arnstein 1969; Donaldson 1994; Mitchell 1997). DOC interviewees are also mixed about their desire for the advisory committees to develop an increased level of community participation.

At this point, only Kapiti MRC has the capability to augment the level of participation to co-management. This is because Kapiti MRC has a strong member turnout at meetings and is active in decision making. The majority of Kapiti MRC respondents desire more responsibility, funding, resources and decision-making power, unlike other MRC respondents. Kapiti is also the most successful MRC as an advisory body, not necessarily in terms of physical successes, but because the MRC works well within the system, having support from the CB and DOC staff. Kapiti MRC is also the only MRC that has not had its future called into question through a review process, indicating that all players are working together to assure that goals and objectives are achieved.

Currently, the only possible structure for MRCs is an advisory body. However, as demonstrated by MRC respondents, there are changes desired in the system especially

in regards to funding and resource allocation. If a MRC desires increased input into management, who should decide if the members have adequate capacity? DOC is responsible, under legislation, for marine reserve management; therefore, DOC has the power to decide. If a checklist of community participation levels, within the advisory committee context were to be developed, then those MRCs that satisfy the elements for one category could move-up to the next. A framework is presented in section 7.2.6 of Chapter Seven, which could allow more meaningful participation and encourage capacity building. While such changes may not be possible under current legislation, perhaps it is a concept which requires further examination to assist in the creation of a more effective advisory group process.

6.7.4 Section Summary

Relating MRC practice to theory demonstrates MRCs are archetypal advisory groups. Like examples from the literature review, misconceptions about the extent of participation allowed by MRCs and inadequate funding are two issues that restrict MRC development. Comparison to Healey's (1997; 1999) inclusionary argumentation model reveals MRCs could benefit from long-term visioning and the use of experts. In addition, the advisory group process may benefit from increased MRC member capacity attained through skill training. Not only are MRCs an advisory group, but they also have a role in education and awareness raising. The majority of MRC respondents desire increased funding and resources. However, Kapiti MRC respondents are the only ones that want increased funding resources, decision-making power and responsibility.

New Zealand MRCs display traits of advisory groups, meaning participatory theory effectively describes MRCs. Problems indicated in advisory group theory and international practices are mirrored in MRCs. In regards to MRCs, practice does not exceed theory, rather MRCs lag behind theory in some respects.⁵ Attention has not been paid to the need for culturally appropriate mechanisms to ensure tangata whenua representation. In addition, steps have not been made to develop meaningful participation, beyond advisory committees; exemplified by the Atlantic Coastal Action

⁵ One area where some MRCs are more advanced than international practice is the ability to appoint working parties (Kapiti, Te Tapuwae o Rongokako – Table 17); Kriwoken (1991) notes this as a necessary improvement to the Great Barrier Reef Consultative Committee.

Program model. Some respite can be given as presently only one MRC indicates a desire to progress towards a co-management role; the other MRCs indicate they would like certain changes to the current advisory group system.

6.8 CHAPTER SUMMARY

The previous chapters have set-up the study: posing questions, examining literature, creating methods and presenting data. The intention of Chapter Six is to bring together the data from the previous chapters through discussion with the aim of establishing if *marine reserve committees are an effective participatory mechanism*. Discussion to this point has answered the six research questions.

MRCs do not allow for co-management or community control; however, these are not requirements for participation. In the literature review it is indicated that some authors believe the highest possible level of participation should be used in practice. Under the current legislative context, an advisory group is the highest level possible. Therefore, MRCs are examined for their effectiveness as advisory groups.

MRCs are effective at transmitting MRC member views to DOC; however, these are not necessarily community views. DOC has established elite or modified elite MRCs; meaning membership excludes the inactive public. Interaction and communication with the public are important factors that contribute to a MRC's effectiveness as a *public* participation mechanism. Community liaison is an important role; however, the quality of liaison and awareness raising activities vary by marine reserve. Internal MRC relations vary; generally, there is compatibility, respect and trust amongst members. Fixed ways, power differences and building frustration are some variables that do occur, to varying extents in most of the MRCs.

MRCs are also affected by their relationships with their Area Office DOC staff and Conservation Board. The Boards and DOC determine support, financial and otherwise, and role delegation. As such, there is variation between the case study MRCs; some have supportive relationships that enhance MRC ability. Issues DOC has control over include funding, and networking between MRCs and marine reserves. If solutions for these two issues can be found, then the current effectiveness of MRCs could be

improved as MRC members could draw on resources from other committees and have a greater degree of self-determination and feelings of success.

There is no doubt that MRCs provide DOC staff with advice, insight and views that would not be possible in a marine reserve without a committee; however, improvements can be made to the current process. The major points carried forward into Chapter Seven include:

- Better DOC and MRC member understanding of MRC roles and benefits, as seen by both parties;
- Advice to improve tangible results and meeting attendance;
- Considerations for tangata whenua representatives;
- Funding opportunities;
- Establishment of an information network and resource collection;
- Guidelines for MRC participation, including transparency, communication, relationships and responsibilities; and
- Structure for possible participation levels within the advisory committee format.

In Chapter Seven, the final chapter of this thesis, the work is summarised, recommendations for future practice made and conclusions offered.

CHAPTER SEVEN – SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

7.1 THESIS SUMMARY

Knowledge about participatory management in marine protection is lacking; despite this, participatory approaches are used with increasing frequency. New marine reserves in New Zealand often include a marine reserve advisory committee (MRC), as a means to involve local people in management. Six research questions guide the process to determine if MRCs are an effective participatory mechanism.

The literature reviewed in Chapter Two indicates there are different definitions of participation. Three levels of the participation continuum are relevant to MRCs: education, advisory groups and co-management. These levels provide means by which to compare MRC practice with theory. In addition, elements such as power, empowerment, capacity and consensus building, and definitions of community, stakeholders and committee types assist in defining MRCs.

Primarily qualitative techniques are used to examine four MRC case studies: Kapiti, Te Whanganui-A-Hei, Long Island-Kokomohua and Te Tapuwae o Rongokako. Interviews with DOC Area Office staff, a survey of MRC members and document analysis combine to triangulate data. Information from data analysis is presented in Chapter Four, introducing the case study MRCs and highlighting their similarities and differences. Data from the interviews and surveys is presented in Chapter Five.

Several findings can be drawn from the discussion in Chapter Six. MRCs are representative of interest groups, not the inactive public. Moreover, a disparity exists between DOC interviewees who believe MRCs represent interest groups and MRC respondents who believe they represent the public. Some MRCs are affected by poor attendance, either from one interest group or from members in general. Absenteeism can result in meetings without quorums, thereby limiting the MRC. Non-attendance also affects relationships between DOC and the MRC, with the absentee interest group.

Community relations and awareness raising are cited as two areas where MRCs are successful. However, there are no formal mechanisms to ensure external communication to interest groups or the public. In addition, only one MRC rates their communication to the public as adequate.

MRCs have more influence over local than national levels of DOC management; and more influence over DOC than other agencies. Interviews and survey responses reveal no linking variable between actual MRC influence on DOC policy and perceptions of influence. Committee relations with DOC are good; advice and communication from DOC during meetings are also rated highly by MRC respondents. Communication outside of meetings varies. Frustration arises due to misperceptions about DOC's powers, minimal feedback and inadequate funding. In all four case study MRCs, Conservation Boards have the ability to delegate Board powers to the MRC. The link between the Boards and MRCs means good communication should occur between the bodies; this is not the situation in all the case studies.

DOC interviewees are positive about MRCs. Moreover, committee respondents believe their MRCs are effective. Not all case study MRCs, however, have a strong majority of respondents who would like to keep the current system. Inadequate funding, meeting attendance and frequency, and networking are the three most important issues that need further examination. MRCs are classic examples of advisory groups. Learning from literature and theory, areas where improvements could be implemented to the MRC system are: funding, long-term visioning, tangible benefits, the use of experts, capacity building and culturally appropriate participation. The major findings of Chapter Six serve as foundations for the conclusions and recommendations of this chapter.

7.2 CONCLUSIONS AND RECOMMENDATIONS

This section is divided into subsections, which reflect key areas needing attention. MRC roles, benefits to MRC members, networking, funding, meeting attendance and frequency, membership and representation, and terminology are examined. Points from the subsections listed above are then incorporated into guidelines and advice. Areas requiring future research are highlighted and the culminating conclusions made.

7.2.1 MRC Roles and Benefits MRC Members Receive from Participation

DOC staff and MRC members need to discuss the purpose and roles of the MRC so that both parties can be guided by the same vision. The benefits members receive from participation also need to be discussed, as views between the two bodies differ. Knowledge of benefits that MRC members receive and would like to receive can assist in creating a more meaningful participation process. For example, if members cite increased knowledge and decision-making capacity as benefits, then opportunities could be provided that allow MRC members to maximise those benefits, such as conferences and workshops. Increasing benefits to MRC members would recognise and reward their efforts. Results could include:

- Greater participant ‘buy-in’ to the process;
- Increased attendance; and
- Increased capacity.

7.2.2 Networking Between MRCs

An information network between marine reserves could result in better system-wide practices. Historically, there have been several efforts to implement information exchanges. Three of the case study MRCs have been involved in minutes exchanges at various periods over the years. A minutes-summary of key points, as suggested by Te Whanganui-A-Hei MRC, might be more appropriate; allowing DOC staff or MRC members to contact the MRC/Area Office on areas of interest. Some marine reserves create annual reports and/or newsletters; the circulation of these amongst other reserves could also be useful. Research, compliance and MRC initiatives have been highlighted as areas of interest for networking. The creation of a central database of all MRCs and marine reserves, which includes agreed-upon topics of importance would be beneficial; and could be compiled from MRC minutes. Options for networking include:

1. A minutes exchange – this is the easiest option to implement as there is no additional work (except mailing the minutes) and minutes provide insight into MRC discussions;
2. A summary of minutes – there is more work involved in this option than the first, creating a time delay; however, it eliminates extraneous information;

3. Annual report and/or newsletter mail-outs – this option is easy as the products have already been created and provide a summary of events in the marine reserve; however, the information may not be detailed enough and not all reserves produce reports or newsletters; and/or
4. A central database of selected marine reserve management topics – this option requires extra staffing, as someone is needed to compile minutes; a database would provide an easy means for reserve staff to locate topics of interest.

In addition to an information network, a central resource collection could be created. The collection should include: newsletter templates, brochures, education packages and other awareness raising initiatives. This collection would facilitate access and allow MRCs and staff to adapt materials already created; thereby, reducing time and resources required to produce a similar project. DOC staff involved in marine reserve management could be notified via e-mail each time a new item is added to the collection. Networking and a resource collection have the benefits of:

- Increasing knowledge of initiatives and actions implemented elsewhere;
- Reducing duplication of efforts and resource expenditure;
- Learning from the mistakes and successes of other marine reserves;
- Providing inspiration for action; and
- Allowing a ‘pick and choose’ method; MRCs and DOC staff can select initiatives that are appropriate to their local context.

7.2.3 Funding of Marine Reserve and MRCs

Funding of MRCs is an issue requiring attention. There are three separate funding issues: marine reserve funding, MRC control over funds, and remuneration. Several MRC respondents have expressed their frustration with inadequate funding for marine reserves. Moreover, the majority of MRC respondents would like increased funding for marine reserves. Recently, the Sounds Area Office received its first funding directed specifically at Long Island-Kokomohua Marine Reserve management. In addition, Kapiti Marine Reserve lately benefited from a contract public awareness DOC employee who dedicated three months to the MRC. If there is modest funding of marine reserves, then MRCs can influence few initiatives.

From DOC investigations, it appears that direct MRC control of funds is not currently possible. However, Te Whanganui-A-Hei MRC has been allocated a \$1000 'budget,' from the Waikato Conservation Board, to be held by the Area Office. Considering that member remuneration (if desired) is provided for by this money,¹ the sum is not large. However, this is the first money directly allocated to one of the case study MRCs, where the MRC is responsible for expenditures.

MRCs cannot apply for charitable grants as they are seen as an extension of a government agency. The creation of a 'Friends of the Marine Reserve' organisation, run in partnership with the MRC, is one means for members to apply for grants and retain control of other monies raised. Possible fundraising ideas include: merchandising, donation boxes, grants, donations and sponsorships. Many funding organisations require evidence of matching financial support from a statutory authority when considering funding requests regarding public lands or reserves; the relationship between MRCs and DOC may assist in such matters.

Allowing a MRC control over a budget means it can act as an independent body; thereby, increasing capacity and power to be an effective organisation. Possible options for fund management, listed in ascending order, according to MRC control are:

1. MRC provides a list of suggested marine reserve priorities;
2. MRC has input into budget allocation for marine reserve activities;
3. A portion of the marine reserve budget is set-aside for MRC initiatives;
4. A budget is allocated to the MRC, either by the Area Office or Conservation Board; funds are held by the Area Office, but MRC is accountable for expenditure; and
5. A 'Friends of the Marine Reserve' organisation is established, allowing the MRC to have independent control of funds; however, the MRC is retained as a combined or Board committee – thereby, maintaining a direct line of communication with DOC.

Remuneration of MRCs is not consistent across the case studies. Statutory advisory and combined MRC members must be paid. However, the only obligation concerning

¹ Te Whanganui-A-Hei is a committee of the Conservation Board; therefore, remuneration is not required, but has been supported by the Board in the past.

member remuneration of Conservation Board MRCs is to Board members who sit on the MRC. The Waikato Conservation Board made the decision to pay the Te Whanganui-A-Hei MRC, though the Board encouraged those MRC members with means not to take remuneration. In Long Island-Kokomohua MRC, only the two Board members are remunerated, creating inequity amongst members. When Long Island-Kokomohua MRC members first found out that other MRCs were remunerated, they requested further investigation of the issue. Remuneration aids in acknowledging the value of volunteers' time. Long Island-Kokomohua has the lowest attendance rate of all the case study MRCs; while this is most likely an effect of several variables, lack of remuneration is one variable that cannot be dismissed.

7.2.4 Meeting Attendance and Frequency

Meetings are the places where the majority of MRC decisions are made, if there are no meetings or no quorums, then decisions cannot be made and the committee becomes ineffective. Two issues apply to meetings, frequency of meetings and absenteeism. As discussed in Chapter Six, MRC meeting frequency is between one and two meetings per year. Experience in France suggests that such a low meeting frequency does not allow timely advice on issues; thereby, reducing committee effectiveness. It is recommended that MRCs be encouraged to meet at least twice per annum.

The second issue that needs addressing is meeting attendance. Respondents cite health, other commitments and no new agenda items as reasons for occasional non-attendance. Data analysis indicates possible additional reasons may include: protest against the established system of involvement; frustration with the advisory committee system; no feedback; lack of remuneration; no benefits for MRC members; little MRC member capacity building; no concrete objectives to strive for and few tangible results. Non-attendance, apart from health reasons, should be able to be solved through discussion. The following list provides suggestions to encourage attendance and create stronger buy-in amongst members:

1. Determine if frustrations exist in regards to the current operations of the MRC system, if so work to resolve them;
2. Encourage MRC members to create an overall vision and concrete, obtainable objectives – tangible results will come from each objective achieved;

3. Provide feedback to MRC members on how their actions benefit the reserve;
4. Determine the benefits MRC members derive from participation and work towards achieving those benefits;
5. Provide skill training and encourage capacity building for interested members;
6. Provide tokens of appreciation to MRC members; from a simple thank you card, a boat trip through the marine reserve or funding attendance at relevant conferences and scientific meetings; and
7. Determine if remuneration of members is an appropriate means to: a) acknowledge the value of their time and effort, and b) ensure member equality.

For those MRC members for whom non-attendance is a continuing issue, the member should be contacted to determine the reasons. If non-attendance continues, the interest group, if applicable, should be contacted to outline the situation and suggest a possible change of representatives. If non-attendance continues, then a change in committee membership structure may need to be considered. Such a process should be outlined in the terms of reference for the MRC. Non-attendance of an interest group is an issue with no easy solutions. By not attending meetings, the absent interest group cannot share their perspectives of marine reserve management. Changing membership structure to exclude a non-attending interest group means that the chances of obtaining views from that interest group are further reduced.

7.2.5 Committee Membership and Representation

There is no easy answer to creating a MRC that is representative of the public. Funding and member coordination are probably the greatest limitations to larger membership numbers; however, increasing membership by five members is not going to make MRCs representative of the public. What does need to occur is clarification of who is and is not represented. The public and those groups which are not represented need to be recognised so they can be targeted with information and made aware of the process on how they can be involved, if they so desire; such as through attending the MRC meetings as a visitor, being placed on a mailing list or contacting MRC members.

Those groups/tangata whenua that are represented need a mechanism to ensure information is passed-on to them. The majority of MRC members from the four case

study reserves are on the committees because they represent tangata whenua, or one or more interest groups. Tangata whenua representation is addressed later in this subsection. Communication with represented interest groups is one means to reach members of the community beyond MRC members. However, there is no solid affirmation that communication is happening between interest groups and their representatives on MRCs. A mailing out of MRC minutes to the executive of the interest group is the minimum that should occur. To determine the extent of communication, represented interest groups' members need to be surveyed.

Concern has been expressed over lobby groups being represented on MRCs; though only raised by two respondents this issue needs addressing. To address concerns, member selection should be a transparent process. The benefits, knowledge and experience brought by MRC representatives should be outlined in a written statement. However, this problem has deeper foundations. Previous research conducted for DOC reveals that a perception exists amongst iwi that certain interest groups, such as Royal Forest and Bird Protection Society, have a better relationship than iwi have with DOC (Centre for Research 1998). If the perception exists, it should be addressed; DOC may possibly need to reassess its facilitation of iwi participation in management.

Following-on from the last issue is the need for culturally appropriate participation. The MRC process does not formally recognise tikanga Maori in the design of meeting protocols. The requirements of iwi representatives to consult with their people is not formally provided. Preferred solutions to resolve this issue are not suggested in this thesis, as it is an issue that must be discussed between the iwi concerned and DOC.

7.2.6 Clarifying Terminology

There appears to be no clear use of terminology regarding MRCs. Often in DOC publications, MRCs are referred to as *partnerships with the community*. As outlined previously, the iwi definition of partnership differs from what an advisory committee can offer. A move to a more meaningful level of participation, such as *partnership* defined by Arnstein (1969), is currently not desired by the majority of MRC respondents or DOC staff. However, improvements can be made to MRCs to address concerns, such as clear definitions and levels within the advisory group format.

It is suggested that different levels of advisory bodies be created. Table 30 presents five possible advisory group levels. Each level is numbered and described in the first two columns of the table. Resource allocations are outlined in the third column. The final column presents a checklist of minimum factors that should be met before an advisory group is to proceed to the next level. When an advisory committee reaches the minimum requirements of its current level in the framework, then the MRC should be allowed to step-up to the next level, if it so desires.

Table 30 – Advisory Committee Levels and Checklist

LEVEL	DESCRIPTION	RESOURCES	CHECKLIST TO MOVE UP TO THE NEXT LEVEL
I	Basic advisory body, providing input to DOC. Government retains control of finances, responsibility and power.	<ul style="list-style-type: none"> Information provided by DOC¹ Funds are held and managed by DOC 	<ul style="list-style-type: none"> ✓ At least one meeting per annum ✓ 65 percent attendance rate ✓ Members want more input
II	Advisory body, with greater input into allocation of funds. Government retains control of finances, power and responsibility.	<ul style="list-style-type: none"> DOC provides majority of information; outside experts used when required Funds are held and managed by DOC, MRC aids in prioritisation of activities 	<ul style="list-style-type: none"> ✓ At least one meeting per annum ✓ 70 percent attendance rate ✓ Use of outside experts when required ✓ Members want more input
III	Advisory body, with input into allocation of funds, and control over a small budget (e.g., \$1000). MRC responsible for allocated budget.	<ul style="list-style-type: none"> DOC provides majority of information; outside experts used when required Funds are held by DOC; MRC responsible for expenditures from allocated budget 	<ul style="list-style-type: none"> ✓ At least two meetings per annum ✓ 75 percent attendance rate ✓ Use of outside experts when required ✓ Members want more input and fund control
IV	Advisory body, however, capacity building of MRC members is a new focus. The MRC is responsible for a medium-sized budget (e.g., \$5000).	<ul style="list-style-type: none"> DOC provides majority of information; outside experts used when required Funds are held by DOC; MRC responsible for expenditures from allocated budget 	<ul style="list-style-type: none"> ✓ At least three meetings per annum ✓ 80 percent attendance rate ✓ Use of outside experts when required ✓ Capacity building and skill training initiatives sought for MRC members ✓ Members want more input, fund control and responsibility
V	Advisory body paired with a 'Friends of Marine Reserve' group. MRC provides input to DOC and retains control over its DOC budget (e.g., \$5000). Using 'Friends of' status, the MRC seeks grants and sponsorship, using the money in the reserve as it sees fit, consulting with DOC.	<ul style="list-style-type: none"> Information provided by DOC and outside experts Marine reserve funds are managed by DOC, the MRC is responsible for expenditures from allocated budget MRC controls monies raised by the 'Friends of' organisation 	<ul style="list-style-type: none"> ✓ At least three meetings per annum ✓ 80 percent attendance rate ✓ Use of outside experts ✓ Capacity building and skill training initiatives sought for MRC members ✓ Members want more input, fund control and responsibility → consider co-management options

¹ In all five levels, members also contribute expertise and local, traditional and scientific knowledge.

An advisory group framework could provide MRC members with an incentive to participate, as each success leads towards more meaningful participation – a tangible reward in itself. In addition, if the MRC does not want added responsibility, then it does not have to develop beyond its present status. Such a framework would mean that DOC does not decide what level of participation a MRC has, rather through demonstrated capacity, the MRC works within the limits of its ability.

Currently, Long Island-Kokomohua and Te Tapuwae o Rongokako MRCs are Level I advisory committees, and Kapiti is a Level II MRC. Te Whanganui-A-Hei MRC displays elements of Level I, II and III advisory committees. The MRC has a small budget allocated; however, it does not make use of outside experts nor does it have a high meeting attendance rate.

One option for advisory committees that is not highlighted in Table 30 is an operational/work sharing committee; the concept is first presented in Table 7 and revisited in section 6.7.3. There have not been significant advertised developments in the direction of work sharing of day-to-day management activities of New Zealand marine reserves, with the exception of Ngati Hei being involved in compliance and law enforcement in Te Whanganui-A-Hei Marine Reserve. The concept of work sharing, therefore, is an area requiring future research. Also not included in the table are co-management options. Advisory group Level V provides a platform from which MRCs could develop into co-management bodies. As demonstrated by data, only one MRC currently desires all elements required of co-management. Moreover, legislation does not currently allow for a co-management body; as such, possible co-management levels are not included.

7.2.7 Guidelines and Advice

Referring to marine protected areas, Kelleher and Kenchington (1991) believe, *“there is no simple or ‘turn-key’ solution...nevertheless, there are strategic principles which are virtually universally applicable”* (Shafer 1999, 142; Agardy 1993; Kennedy 1990). Currently, there is no set of guidelines that can assist DOC staff in creating the best possible liaison with MRC members. The effectiveness of the MRC depends, in part, on the relationships with Area Level DOC staff and the Conservation Board.

Ideally, to create a process supported by everyone, new MRCs will be formed through dialogue with relevant groups. International practice, national strategies (Appendix P) and theoretical principles play a role in any guidelines prepared for MRCs; experience from other systems can be incorporated into New Zealand practice. Local variation will affect the extent to which guidelines are integrated. However, a general list of suggestions to guide MRC development and practice include:

1. When considering forming an MRC, the following need to be clearly outlined:
 - a. The degree of input the MRC can have;
 - b. DOC's powers and responsibilities: i) in relation to other government agencies and authorities; ii) within the levels of DOC; and iii) in regards to marine reserves and control of marine reserve funds.
2. Clearly identify why stakeholders are chosen as MRC members.
3. Identify what MRC members believe they can achieve from participation and what benefits they can incur - facilitate those achievements and benefits.
4. Identify how to build member capacity (e.g., provide skills training).
5. Create the terms of reference in consultation with the MRC, DOC and the Conservation Board (if applicable).
6. Outline expectations of MRC membership, including meeting attendance.
7. Create a long-term vision for the marine reserve and MRC:
 - a. Identify goals and tangible objectives;
 - b. Identify projects members would like to work on and set objectives;
 - c. Ensure the vision is incorporated into the Conservation Management Plan and Conservation Management Strategy.
8. Create a tracking mechanism to reveal how MRC motions are followed through.
9. Seek to network with other marine reserves.
10. Identify who is represented by the MRC and outline mechanisms to facilitate communication with those represented.
11. Identify who is not represented and outline communication mechanisms
12. Conduct research to ensure MRC and marine reserve messages are reaching interest groups and the public.
13. Bring in experts to provide information to the MRC, when required.
14. Increase the amount of perceptual and traditional knowledge considered by MRCs, to help balance scientific knowledge.
15. Network with other Ministries and authorities involved in marine reserves.

7.2.8 Future Research Initiatives

This research is the first detailed examination of the relationship between DOC and MRCs and their respective perceptions about public participation. Therefore, the examination of participatory management practices has just begun. This is not a definitive work on MRCs; more questions are raised than those the study set out to address. It is hoped that this study will serve as a foundation and provide future research. Suggested areas for more detailed research include:

1. Local iwi issues noted in Appendix Q;
2. Opinions from the public on what they would like to see from participation;
3. The degree of communication to the public about marine reserve initiatives; how successful are public awareness raising activities?
4. The degree of influence MRCs have on policy of other government bodies;
5. Means for MRCs to control funds;
6. Means to encourage attendance, including benefits to MRC members and how they can be facilitated;
7. Objectives and goals MRC members have for their marine reserve;
8. MRC internal relations;
9. Opportunities for work sharing; and
10. Topics and issues, that MRCs and DOC staff consider important for networking.

7.2.9 Conclusion

In Chapter One, it was outlined that this study has two major points of significance. The first is to gain knowledge about the effectiveness of MRCs. The second is to begin filling the gap in international literature about marine reserve advisory committees, their perceived and actual effectiveness – from multiple perspectives. Both of these are accomplished through this body of work. MRCs are effective in communicating MRC member perspectives to DOC. Committee effectiveness is influenced by: DOC and Conservation Board support; funds available; the terms of reference; and meeting frequency and attendance. Effectiveness can be assisted by networking between marine reserves and other government agencies, and the use of experts when required. Focus, a long-term vision and tangible results also increase a MRC's effectiveness and member satisfaction. Of the current MRC types, combined committees may be the most

effective. A combined committee has no issues regarding remuneration as all members are paid. In addition, MRC stability is ensured, because the MRC is not solely dependent on the Conservation Board for its existence.

This thesis contributes to the understanding of participatory involvement in marine reserve management and marine reserve advisory committees. It has built on other research and improved understanding of the interaction between DOC and MRCs. Suggestions provided may be useful for DOC, when building on current efforts to engage the local community in marine conservation.

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GLOSSARY

Awareness Raising	The provision of information to alert people to projects, programmes or actions (Clark 1996).
Conservation Board	An independent statutory body that advises the Department of Conservation; made up of members (12) of the public/interest groups within a Conservancy. Fourteen Conservation Boards exist in New Zealand.
Co-management	Power sharing between stakeholders, one of which is government, to legitimise resource management policy and practices through meaningful participation in the establishment and management process.
Education	Divided into two categories: 1) awareness raising and 2) education. Awareness raising alerts people to projects while education builds capacity to help people accomplish tasks themselves (Clark 1996)
General Public	See inactive public.
Hui	A meeting according to Maori protocol
Inactive Public	The portion of the population, not belonging to interest groups, which does not actively seek to participation. Also termed general public.
Integrated Coastal Zone Management	ICZM is <i>"a continuous and dynamic process by which decisions are made for sustainable use, development and protection of coastal and marine areas and resources"</i> (Cicin-Sain & Knecht 1998, 39).
Kaimoana	Seafood
Kaitiakitanga	The act of guardianship
Marine Protected Area	<i>"Any area of intertidal or subtidal terrain, together with its overlying water and associated flora, fauna, historical and cultural features, which has been reserved by law or other effective means to protect part or all of the enclosed environment"</i> (Kelleher & Kenchington 1992, 7). Also called Marine and Estuarine Protected Areas (to include the estuarine environments) and Aquatic Protected Areas (to include freshwater environments).

Marine Reserve	Defined in New Zealand as “[s]pecified areas of the territorial sea, seabed and foreshore managed for scientific study and to preserve the marine habitat in its natural state. Reserves may be established in areas that contain underwater scenery, natural features, or marine life of such distinctive quality, or so typical, beautiful or unique that their continued preservation is in the national interest” (DoC 2000a, 1).
Marine Reserve Advisory Committee	A local mechanism to provide community input into New Zealand marine reserve management. Designed as advisory bodies; there are four types: statutory advisory; Conservation Board committee; combined and ad hoc. Representatives consist of tangata whenua, members of the community and interest groups.
Mataitai reserve	A local mechanism for fishery management that recognises Maori values, and recognises traditional fishing grounds established under the Fisheries Act. Management is via a committee nominated by tangata whenua.
Participation	The inclusion of the public, either general and/or special interest groups, to help create socially acceptable resource management decisions via a communicative process.
Stakeholder	A person who has an interest in a resource management issue. This interest can range from spatial, financial, traditional, spiritual, environmental and/or resource concerns for an area or issue (Borrini-Feyerabend 1996).
Tangata whenua	First people of the land
Taiapure	A local mechanism for fishery management that recognises Maori values, established under the Fisheries Act; commercial fishing is allowed. Committee advises the Minister of Fisheries.
Tikanga	Customary practices

ACRONYMS

ACAP	Atlantic Coastal Action Program
CB	Conservation Board
CDC	Marlborough Combined Dive Clubs
CLE	Compliance and Law Enforcement
CMP	Conservation Management Plan
CMS	Conservation Management Strategy
DOC	Department of Conservation
GBRCC	Great Barrier Reef Consultative Committee
GBRMPA	Great Barrier Reef Marine Park Authority
Hahei MRC	Te Whanganui-A-Hei Marine Reserve Committee
ICZM	Integrated Coastal Zone Management
IUCN	World Conservation Union
LIK	Long Island-Kokomohua
LIKMRC	Long Island-Kokomohua Marine Reserve Committee
MAF	Ministry of Agriculture and Fisheries
MfE	Ministry for the Environment
MFish	Ministry of Fisheries
MPA	Marine Protected Area
MRA	Marine Reserves Act
MRC	Marine Reserve Committee
MUHEC	Massey University Human Ethics Committee
NIWA	National Institute of Water and Atmospheric Research
OECD	Organisation for Economic Co-operation and Development
OMNR	Ontario Ministry for Natural Resources
PCE	Parliamentary Commissioner for the Environment
Quangos	quasi-autonomous non-governmental organisations
RMA	Resource Management Act
Rongokako	Te Tapuwae o Rongokako
TOR	Terms of Reference

APPENDIX A – DEFICIENCIES IN PAST STUDIES

The focus of marine reserve research has changed in the past dozen years. In the mid-1990s, the past practice of describing ideals or general facts is replaced, by some authors, with the recognition of the need to study the perceptions of local people. While experts and researchers are now recognising the need for public participation, there are still several gaps in the studies that have been conducted. The following table outlines the progression of marine management methods and protected area studies since the early 1990s. Positive contributions are noted, as well as deficiencies.

AUTHOR(S)	DESCRIPTION
Kennedy (1990)	Case Study. Assessment of Mida Creek marine reserve management; no mention was made of public involvement, save for educating locals and tourists.
Fiske (1992)	Case Study. Examination of establishment process of two US National Marine Sanctuaries. The political process is outlined, and there is an overview of local perspectives and issues in relation to national policy and practice. Local people involved are not surveyed. Both sides, public and government, are examined. Lessons learned are linked to the need for participatory planning.
Barchard and Hilderbrand (1993)	Case Study. A description of stakeholder groups involved is provided, but not their perspectives of the process. This study, while not directly related to MPAs, relates to the Atlantic Coastal Action Program [ACAP] and coastal zone management.
Meeuwig and Ricketts (1993)	Case Study. Presents an idealised scenario of community cooperative management in Canada. Cooperative management ideals are highlighted and benefits examined with no mention of drawbacks or if the community is interested in such an approach.
Andersson and Ngazi (1995)	Case Study. Survey of community perceptions to create more effective community participation in planning for a marine park, Mafia Island, Tanzania. Focus on current marine park uses and the perceptions and expectations of the local community during the development of the park.
Beuttler (1995)	Case Study. Descriptive format, though a level of public participation, an advisory committee, is examined in detail as part of an examination of the process for selection and designation and an overview of France's Scandola Marine Reserve.
Haward and VanderZwagg (1995)	Comparative Study. Compares Canada and Australia's ocean policies in response to Agenda 21, Chapter 17; emphasises need for comparative studies.
Wolfenden et al. (1995)	Case Study. Ground-breaking study regarding marine reserve establishment in New Zealand; cited by many authors (e.g. Sant 1996; Suman et al. 1999). Ratepayers surveyed regarding their levels of participation, their perceptions of marine reserves and how the Department of Conservation handled the establishment process. The problem of lack of faith in the public by government officials is identified; as early involvement in formulating alternatives did not occur. The first article in marine management journals that discusses involvement level differences desired by the public and government.
Alder (1996)	Quantitative Study. Focuses on management plans and their constraints. Findings are not gained from multiple perspectives; only management: MPA managers from government, non-governmental organisations [NGOs] and academic/research institutes. No acknowledgement of perspective bias of surveying only managers. Does not satisfy the question of the effectiveness of participation as viewed by members of the public or special interest groups.
Sant (1996)	Case Study. Similar to Wolfenden et al.'s (1995) study. People's perceptions of a proposed marine reserve, New South Wales, Australia.
Ellsworth et al. (1997)	Case Study. Discusses process and theory related to the Atlantic Canada Action Program and makes mention of perception. Recognition of different perspectives between government and locals is key; however, the authors do not examine the difference in detail beyond stating the public was apprehensive of trusting the government.
Gilman (1997)	Comparative Study. Several case studies illustrate why MPA management is successful in the Pacific Islands, including levels of participation and roles. Outlines several guidelines for community involvement. Once public participation is achieved, it appears that government and the public simply meld in terms of the degree of participation acquired and desired.

Continued...

... Continued

Hersoug and Raner (1997)	Case Study. In this Norwegian case, the strength of the co-management system is related to specific features of the country's profile and history.
Rivera and Newkirk (1997)	Case Study. There is " <i>limited documentation...mostly written by academics or researchers</i> " (79) about NGO involvement in community-based coastal resource management. Nine case studies; all of which are descriptive of the overall process, not of multiple perspectives.
White et al. (1997)	Case Study. Does not consider the perspectives of government or the public in their study on using economics to preserve coastal tourism; rather they question tourists and businesses.
Adams (1998)	Case Study. The view of locals are described and discussed in relation to fishery management in the Pacific Islands via case studies. Though the views of government and community are described, it is done from an etic perspective, not from the eyes of an insider. Highlights the fact of multiple realities and the need to understand all perspectives.
Cocklin et al. (1998)	Case Study. Examines community attitudes and social impacts in regards to establishment. Though the authors do not examine management, the public perceptions they discuss are important, as it is one of the few studies that examine changes in opinion and the consultation process used by the New Zealand Department of Conservation.
Wilson and McCay (1998)	Case Study. Examining fishery industry participation, takes a unique approach, and examine the 'storylines' of participants. A variety of techniques are from interviews, to document analysis and meeting attendance. The authors analyse participatory process mechanisms, how people interpret participation and categorise the results. A key point raised is that "[t]ension results from the simple fact that some people at these meetings are participating in an advisory capacity while others are actual decision makers" (Wilson & McCay 1998, 55). In order for participation to occur "[p]articipants have to forge a shared definition of the process in order to participate at all" (Wilson & McCay 1998, 60).
Aston (1999)	Case Study. Recognises the need to create inventories of species that are important to communities. States how differing perspectives, those of community and government, resulted in a Papua New Guinea project being terminated.
Jones (1999)	Case Study. Demonstrates how different perspectives of participation levels have impacted MPA establishment in Britain. Discusses possible participation levels for future initiatives.
King and Faasili (1999)	Case Study. " <i>Motivation not education</i> " (135) are key steps for successful fisheries management. Some communities discontinued the programme because of differences in expectations. The definitions of conservation and sustainable development held by the community and government differed, resulting in the village not receiving what it expected. However, once the results of the program were demonstrated, other communities approached the government, aware of the benefits they could achieve.
Lowry et al. (1999)	Case Study – special area management plans. The questions that Lowry et al. raise link marine protection to participatory theory. They go beyond the rhetoric of participation and state that information is lacking and generalisations have been made in terms of community/public involvement in management issues.
Mascia (1999)	Quantitative Study – comparative. Survey of Wider Caribbean Marine Protected Area managers, to " <i>develop a governance profile</i> " (392). Managers across Wider Caribbean have different perspectives on how to manage MPAs. Recognises fact that level of public involvement if reported by participants might be lower than that reported by managers. Creates a profile of MPAs in the Wider Caribbean.
Suman et al. (1999)	Case Study/Stakeholder Survey. Three stakeholder groups surveyed to assess participation and perceptions in relation to a marine sanctuary. The authors did not ask groups what level of participation they desired; however, the authors do make suggestions for the improvement of the public participation strategy used, based on feedback from the groups.
Few (2000)	Case Study. Key article. Examines several issues that relate to this current study. However, despite publishing his findings in the <i>Journal of Planning Education and Research</i> he fails to cite planning literature on participation. This is exemplified by the fact that he chooses not to acknowledge Arnstein's (1969) definitive article on levels of participation. Rather, Few chooses to cite Pretty (1995) as identifying a range of participation levels. This is an issue of concern that planning literature has not been considered in the context of a planning researcher and marine issues; even people not in the planning field cite Arnstein's article.
Hollup (2000)	Case Study. Discusses lack of cooperation, trust and poor communication between a consultative committee and the Minister of Fisheries. Due to no power sharing, a fear of reprisal, a lack of transparency in the new regulations, ethnic differences and stereotypes held by government agencies, the project resulted in poor cooperation.
Sandersen and Koester (2000)	Case Study. Illustrates the problems of less than full transparency and participation. The perspectives of the user groups differed. Fishers felt more enforcement was directed at them than at divers. Examines the actions and results of group participation in St. Lucia.
Virdin (2000)	Descriptive Study. Examines government agencies and traditional practices; looks at the joint committee option, as derived from literature, but does not ask the people.
Jones (2002)	Evaluation of Participation. Examines urban/rural stakeholder expectations, the need for participation and the need for discussion regarding participation types. Looks at factors that influence participation in marine protected area planning and management.

APPENDIX B – HEALEY'S INCLUSIONARY ARGUMENTATION TOOLS

Healey's (1997; 1999) tools for inclusionary argumentation are outlined in the table. There are five categories, indicated in bold, requiring attention; followed by a brief description and the tools needed to achieve them.

<p>Collaboration. Collaboration is not merely an idea exchange; it is a sharing of ideas, power and responsibility.</p> <ul style="list-style-type: none"> • Outline power distribution and authority; • An incentive system for participation; • Focus on problems with a foreseeable end; • Ensure all stakeholders are present (gather via notices, meetings, networking via established groups, etc.); • Question! Criticise misuse of power; reveal hidden motives; disclose system created conflict; • Minimise communication and power distortions; • Adhere to seven core values of collaboration: respect, honour and integrity, ownership, consensus, responsibility and accountability, trust, recognition and growth; • Situational leadership; and • Facilitation. <p>Pay Attention to Different Knowledge, Values and Beliefs. Multiple realities exist (Chambers 1997), resulting from differences in cultures, education, and lifestyle. Therefore, all forms of knowledge, values and beliefs must be considered to avoid power distortions (Healey 1997).</p> <ul style="list-style-type: none"> • Develop listening abilities; • Facilitation/mediation; • Pay attention to the arenas (formal settings can impinge on the ability of some people/groups to present their ideas; informal is often more appropriate, especially at the beginning of the process); • Style of discussion needs to be chosen (as a group); • Facilitators need to pay attention to <i>language</i>, translation of images/meanings may be required; and • Ensure <i>representation</i>, that all people are a part of the process, even if there is no verbal input. <p>Consensus Building. Consensus building aids in the creation of shared capital (Margerum 1999a; 1999b), allowing multiple realities to be reformulated into a shared vision for the future.</p> <ul style="list-style-type: none"> • Explore interests, agree on facts, create options, develop criteria for choice, make decisions; • Share learning, discuss and problem solve; • Conditions of ideal speech should be strived for; • Face-to-face discussions; • Use of virtual reality/computer models/3-D models to discuss and manipulate possible outcomes; and • Training for participants. <p><i>Planner/Manager:</i></p> <ul style="list-style-type: none"> • Initiates the consensus-building process; • Finds and presents background information, answers questions; • Focuses and moves the process forward; • Carefully designs procedures to facilitate the process; redesign the process if found deficient; • Identifies experts to present/participate; • Creates new discourses through questioning of claims, assumptions and constraints; • Mediation/facilitation/negotiation, or hires expert; • Shuttle diplomacy; • Guards for misinformation; • Ensures equal empowerment and everyone fully informed; and • Considers long-term, even if group focussed on short-term problem. <p>Build Institutional Capacity. Institutional capacity occurs through consensus when links are formed between previously individual networks. This capacity is a form of social mobilisation; it has the potential to transform rules, resource flow, interactions and power relations (Healey 1997).</p> <ul style="list-style-type: none"> • Achieved through consensus building. <p>Recognise Field of Struggle. Healey (1997) acknowledges that collaboration and consensus building can be hard to achieve, and that power struggles do exist. She suggests that to try and moderate the struggle, dialogue should be evaluated according to ideal speech. Participants must:</p> <ul style="list-style-type: none"> • Be sincere and honest; • Have a legitimate position; • Have the credentials and background to support their position; • Speak comprehensibly (no jargon); and • Be factually accurate.

Bullet point material from: Andrews 1992; Bryson & Delbecq 1979; Forester, 1993; Healey 1997; Hutcheson 1984; Innes 1996; 1998; Innes & Booher 1999b; Klosterman 1999; Reeves & Littlejohn 1999; Sager 1994; Saunier & Meganck 1995; Tauxe 1995; Tewdwr-Jones & Thomas 1998

APPENDIX C – ENVIRONMENT CANADA’S DEFINITION OF COMMUNITY

The following vignette on Environment Canada’s Atlantic Coastal Action Program [ACAP] provides an example of how community can be defined. The definition of community is flexible to situation. This flexibility is in-line with the fact that management strategies and techniques need to be wide-ranging, while actual practices employed should be moulded to the situation at hand (Kaza 1988).

VIGNETTE: DEFINING COMMUNITY

Location: Atlantic Canada

Initiator: Environment Canada

Project Description: The Atlantic Coastal Action Program was initiated by Environment Canada to create community-based management of the coastal environment in select regions of Atlantic Canada.

Definition of Community: *“Within ACAP, community-based does not refer to the traditional geographical or political definition of community. Community in this instance refers to the degree of common unity amongst social, economic, and environmental stakeholders including: citizens at large, municipalities, businesses and industries, universities, federal and provincial government departments, non-governmental organizations, First Nations, environmental groups, and more”* (Ellsworth et al. 1997, 126).

How Community Boundaries are Set: On an individual programme basis, based on the issues in each region.

Source: Ellsworth et al. 1997

APPENDIX D – INTERNATIONAL ADVISORY GROUP EXAMPLES

Three vignettes are provided to illustrate examples of marine advisory groups from other countries. The first two vignettes, France and Australia, use the elite model for establishing stakeholder groups, while the last vignette, Canada, uses the new and established group approaches.

SCANDOLA MARINE RESERVE ADVISORY COMMITTEE, France

Stakeholders: User and environmental groups, local and regional government, national agencies. There are two permanent members – the head of the regional *Affaires Maritimes* and the director of the Regional Nature Park of Corsica. The Scandola Reserve also has a separate Scientific Advisory Committee.

Stakeholder Selection: The committee members are selected by the Perfect

Number of Members: 15

Committee Type: Appointed advisory body

Level of Participation: Consultative

Reason for Formation: For reserve managers to have formal contact with concerned user groups and relevant government agencies

Legislation: Article 24 creates an advisory committee.

Role: The Advisory Committee meets one or two times a year to discuss management issues. The committee can voice their opinions; however, because they are only an advisory body. Within the reserve, issuing fishing permits and vessel operations require committee consultation. The committee: 1) can create commissions to assist it; 2) can seek opinions and advice from technical and scientific experts; 3) is authorised to propose amendments to regulations; and 4) reviews the annual budget and park management plan (once completed).

Related Committee: The Scandola Marine Reserve Scientific Advisory Committee. Meeting annually, this committee of academic scientists is charged with: 1) creating the research agenda, 2) conducting research and 3) publishing in scientific and popular publications to increase public awareness. The link between the two committees is the president of the Scientific Committee, who attends Advisory Committee meetings, and advises the committee.

Role of Government: The Perfect selects members

Supporting Statement: Beuttler (1995) attributes the success of French marine protected areas to:

1. *User group and local government participation in establishment;*
2. *Small, but regulated protected areas;*
3. *A centralised activity restriction zone; and*
4. *The fact both scientific and advisory committees aid reserve managers (emphasis added, 1995, 2).*

Source: Beuttler 1995

THE GREAT BARRIER REEF CONSULTATIVE COMMITTEE,¹ Australia

Stakeholders: Major interest groups – fisheries, tourism, conservation, recreation, local government, Aboriginal and Torres Strait Islanders, universities, scientists, etc.

Stakeholder Selection: Members are appointed for three year terms by the Commonwealth Minister; the Great Barrier Reef Marine Park Authority [GBRMPA] provides the secretariat

- One member, a representative of the GBRMPA is nominated by the Authority
- Half the remaining members are nominated by the Queensland Government

Number of Members: Approximately 15

Committee Type: Independent advisory body, responsible to Commonwealth Minister and GBRMPA

Level of Participation: Consultative, with an educational role – with ability to inform user groups of matters relating to the Great Barrier Reef Marine Park Authority

Reason for Formation: Interaction between levels of government, in addition to interaction with users to facilitate policy formulation

Legislation: The Greater Barrier Reef Marine Park Act, 1975. Section 21 of the Act outlines the functions of the committee: 1) to furnish advice to the Minister, either of its own motion or upon request made to it by the Minister, in respect of matters relating to the operation of this act; and 2) to furnish advice to the GBRMPA in respect to matters relating to the marine parks.

Role: The committee focuses on the 'complementary management' of the Great Barrier Reef, meeting a maximum of three times a year. Working parties can be appointed to focus on specific issues. Kriwoken (1991, 356) identifies the following themes: constitutional interpretation of low-water mark boundaries around cays; monitoring, and surveillance; the need for the commonwealth and Queensland marine parks in the region to be perceived by the public as a unified whole; and the review of zoning plans to facilitate complementary management of the Great Barrier Reef Marine Park and the adjacent Queensland national and marine parks.

Role of Government: Stakeholder selection

Supporting Statement: Kriwoken (1991) states the committee format "*is highly applicable in other existing and potential marine protected areas where representation from a variety of public and private sector user groups is required*" (362).

Source: Ottesen & Kenchington 1995; Kriwoken 1991

¹ The information about the GBRCC is from the early 1990s. Changes to the committee structure may have occurred since then. However, the model presented in this thesis is the model that can be gained from reading international journal articles about the committee.

Discussing the Great Barrier Reef Consultative Committee [GBRCC], Ottesen and Kenchington (1995) state, "[t]his approach ensures that the interests and concerns of the major players are considered, as well as making them feel that they have contributed to management" (emphasis added, 162). It is interesting to note that the authors choose to use the words *making them feel* rather than 'making a contribution to management.' The latter would be the theoretical ideal, with the former being reality, and as such The GBRCC does not rise beyond Arnstein's degrees of tokenism.

ATLANTIC COASTAL ACTION PROGRAM [ACAP], Canada

Stakeholders: Industry, government agencies, NGOs, environmental groups, academic community, citizens

Stakeholder Selection: Either an established group, or one formed for the ACAP process

Number of Members: As many people/groups that want to participate who have a genuine stake

Committee Type: Incorporated non-profit organisation (eligible for funding/grants)

Level of Participation: Co-management/partnership

Reason for Formation: To improve on previous practices that only allowed an advisory function for the public

Legislation: None, Environment Canada initiative; letter of agreement with each committee

Role: Environmental and economic community-based round-table

Role of Government: Stakeholder on committee, representative acts as point of contact to Environment Canada, and other federal government agencies. Representative trained in facilitation/mediation and briefed on relevant programmes. Other government agencies can also sit as stakeholders with "*particular suites of expertise that could be called upon by the communities when required*" (Ellsworth et al. 1997, 137).

Source: Barchard & Hilderbrand 1993; Ellsworth et al. 1997

Though ACAP does not deal specifically with MPAs, it is an important vignette as ACAP organisers went beyond traditional tokenism, beyond consultation to co-management. Ellsworth (1995) makes an interesting point in that government is

"no longer exempt from the laws of the market place . . . our clients wish to re-examine their relationship with us and evaluate their options. We must demonstrate that our programs and services are relevant to our clients needs. Our strong technical and scientific capabilities need to be supplemented with equally strong marketing, communications, and people skills. These are not skills to be cloistered away into corners within our organizations. They must be present in all of our people and demonstrated in all of our activities . . . We must now recognize public satisfaction as our ultimate product. When community stakeholders reconcile their expectations, they provide us with a clear message of what is required for us to deliver client satisfaction" (Ellsworth 1995, 201).

The ACAP example offers one alternative to the current consultative or advisory practices being used in MPA management.

APPENDIX E – INTERVIEW SCHEDULE

Location:

Date:

Marine Reserve:

Staff:

Introduce study:

The aim of this study is to examine public participation in the management of marine reserves in New Zealand. The main question to be answered is: *Are marine reserve committees an effective means to achieve participatory input in marine reserve management?* Three sections to the interview: 1) General Questions, 2) Effectiveness of Marine Reserve Committee, and 3) Priorities for the Future.

1.0 GENERAL QUESTIONS

- 1.1 The process to select committee membership? (*original selector?*)
- 1.2 Your relationship with the MRC?
- 1.3 Relationship of MRC and the Conservation Board?
- 1.4 Commentary on the conservation management plan and the process to create?
- 1.5 Budget
 - 1.5.1 What is the amount budget?
 - 1.5.2 Where does the money come from (CB or DOC)?
 - 1.5.3 How does the MRC prioritise with other budget needs?

2.0 ADVISORY COMMITTEE

- 2.1. What do you consider to be the primary purpose of the advisory committee?
 - 2.1.1. Has this purpose been achieved to date?
- 2.2. What are DOC's organisational objectives for participation?
- 2.3. Does the MRC have the information required for effective participation?
- 2.4. How would you rate the resources at the disposal of the MRC?
- 2.5. Should the MRC have more or fewer resources?
 - 2.5.1. If more, what ___?
- 2.6. In your opinion, what are the greatest achievements of the MRC to date?
- 2.7. Do meetings remain focussed on issues the MRC can influence? Why/why not?
- 2.8. Are the participants representative of the public?
 - 2.8.1. If you could add or subtract MRC members, what changes, if any, would you make?
- 2.9. Do you feel an advisory committee is an appropriate mechanism for public participation? Why or why not?
- 2.10. Degree of awareness achieved with members of the general public as a result of MRC actions?
- 2.11. How would you rate the advisory committee's ability (scale of 1-5, 1=low, 5=high ability) to influence management decisions?
 - 2.11.1. DOC management decisions?
 - 2.11.2. Other agencies management decisions (e.g. Regional Council)?
- 2.12. Are advisory committee meetings worth the time necessary to attend?
- 2.13. How would you rate the compatibility of participants? 1-5
- 2.14. Is there respect amongst advisory committee members? Yes/No, explain

- 2.15 Is there trust amongst advisory committee members? Yes/No, explain
- 2.16 Has your awareness of issues been broadened by the advisory committee?
- 2.17 What benefits do committee members receive? Not necessarily monetary.
- 2.18 Is the 'power' between participants equitable? (e.g. some may have more resources or capacity than others). Was equitable representation and power for participants agreed upon?
- 2.19 Are all MRC members involved to the same degree?

Communication

- 2.20 How would you rate the communication between DOC and committee members outside of committee meetings?
 - 2.20.1 Between committee and conservation board?
 - 2.20.2 Between conservation board and committee?
 - 2.20.3 Between DOC and committee at meetings?
 - 2.20.4 Between committee members and their respective organisations?
 - 2.20.5 Between MRC and general public?
- 2.21 Are the MRC procedures flexible?
- 2.22 Are committee members flexible and willing to listen?
- 2.23 Is there a level of frustration between DOC and the Committee?
 - 2.23.1 Within the Committee?

Effectiveness of the Marine Reserve Committee

- 2.24 How would you define the effectiveness of the Committee in achieving its role under the MR Act?
 - 2.24.1 Advisory/Policy Role?
 - 2.24.2 Advocacy?
 - 2.24.3 Public Awareness?
 - 2.24.4 In general?
 - 2.24.5 In achieving its roles outlined by the Terms of Reference?
 - 2.24.6 In achieving its role under the Conservation Management Strategy?
- 2.25 Input to the CMS/CMP?
- 2.26 Input into general research protocol?
- 2.27 Advice to the Minister/Director General/on Marine Reserves Act?
- 2.28 Acting as communication link between the public and the Department?
- 2.29 Promotion of [this] MR and marine reserves generally?
- 2.30 From what you know of other MR Committees, how does this one rate?

3.0 DIRECTION FOR THE FUTURE

- 3.1 What do you expect out of participation?
- 3.2 In an ideal world, what is a good participatory process for marine reserves?
- 3.3 What 'little' successes can the MRC generate?
- 3.4 Any other questions I should be asking?
- 3.5 Anything that you want me to know?

APPENDIX F – DOC CONSENT LETTER

25 September 2001

[ADDRESS]

Hello,

Enclosed is a summary of the interview conducted on [DATE]. If you could please read through the summary to make sure that the information is correct. If there are any changes that need to be made, either to correct something that I have written, or to clarify or expand on a point, please do not hesitate to make them.

Information from the interviews will be used in my thesis and any subsequent publications on the topic. If there are any comments made where you would like anonymity, please clearly indicate those sections. If you could return the interview and signed consent form as soon as possible it would be greatly appreciated. If you have any questions, please do not hesitate to contact me via e-mail uunila@xtra.co.nz or phone (06) 357 9713.

Cheers,

Laani Uunila
Resource and Environmental Planning
Massey University
Private Bag 11 222
Palmerston North

PAGE BREAK

I have read the above interview transcript and am satisfied that is an accurate recording of the interview conducted on [DATE]. I have indicated any necessary changes throughout the text of the interview. Information that I relayed can be used in Laani Uunila's thesis and any subsequent publications under the following conditions (please check one):

- ☐ My name can be used
- ☐ My name can be used except in those sections indicated
- ☐ Please do not use my name or indicate the conservancy

Name (print): _____ Position: _____

Signed: _____ Date: _____

APPENDIX G – MRC SURVEY¹

EFFECTIVENESS OF PARTICIPATORY PRACTICES: SURVEY OF MARINE RESERVE MANAGEMENT COMMITTEES

MARINE RESERVE COMMITTEE GENERAL QUESTIONS

The following section relates to general information about participation and marine reserve committees.

1. What do you see as DoC's organisational objectives for participation? *(please tick all that apply)*

- ☐ Recognising importance of community involvement
☐ Addressing iwi concerns
☐ Creating a 'watchdog' function
☐ Other _____

2. What do you consider to be the primary purpose(s) of the Marine Reserve Committee? *(please circle the appropriate response for each question)*

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
a. Communication link between DoC and the community	1	2	3	4	5	6
b. Advocate for the community	1	2	3	4	5	6
c. Advocate for [NAME] Marine Reserve	1	2	3	4	5	6
d. Advocate for marine reserves in general	1	2	3	4	5	6
e. An advisory body to DoC	1	2	3	4	5	6

3. Are there any other purposes of the Marine Reserve Committee that are not listed above? *(please list)*

4. What benefits do you receive as a committee member? *(please tick all that are applicable)*

- ☐ Satisfaction in achieving objectives for marine conservation in your area
☐ Empowerment
☐ Increased knowledge of marine conservation issues
☐ Closer contacts with iwi
☐ Opportunity to express your views about marine conservation issues
☐ Opportunity to voice community views about marine conservation issues
☐ Opportunity to have the views of your organisation heard
☐ Self-satisfaction
☐ Monetary
☐ Other _____

5. Has your awareness of marine conservation issues been broadened by the input of the Marine Reserve Committee? *(please tick one)*

- ☐ YES
☐ NO

Why? _____

¹ Please note the font size and formatting is different from the actual questionnaire due to thesis margin requirements.

6. The following questions focus on relations amongst Marine Reserve Committee Members.
(please circle the appropriate response for each question)

		Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
a.	Participants are compatible	1	2	3	4	5	6
b.	There is respect amongst committee members	1	2	3	4	5	6
c.	There is trust amongst committee members	1	2	3	4	5	6
d.	Some committee members have more resources available to them	1	2	3	4	5	6
e.	Some committee members have greater capacity to participate	1	2	3	4	5	6
f.	There are no power differences between committee members	1	2	3	4	5	6
g.	All committee members participate to the same degree	1	2	3	4	5	6
h.	The majority of committee members are willing to listen	1	2	3	4	5	6
i.	There are some committee members who are fixed in their ways	1	2	3	4	5	6
j.	Frustration can build between committee members	1	2	3	4	5	6
k.	Frustration can build between committee members and DoC staff	1	2	3	4	5	6

Comments: _____

7. During Marine Reserve Committee meetings does the focus remain on issues which the committee can influence? (please tick one)

☐ YES

☐ NO

If no, please describe _____

8. Does the Marine Reserve Committee have access to all the information that it requires to participate effectively? (please tick one)

☐ YES

☐ NO

If no, what information is lacking? _____

9. How would you rate the resources at the disposal of the Marine Reserve Committee? (please circle the appropriate response for each question)

	Excellent	Good	Neutral	Poor	Insufficient	Don't Know
Funding	1	2	3	4	5	6
Advice from DoC staff	1	2	3	4	5	6
Scientific Information	1	2	3	4	5	6
Social Science Information	1	2	3	4	5	6

Are there any resource you would like to be made available?(please describe) _____

10. Sometimes I do not attend Marine Reserve Committee meetings (please tick one)

- ☐ Yes (list reasons) _____
- ☐ No

11. Are members of the Marine Reserve Committee representative of the public? (please tick one)

- ☐ YES
- ☐ NO

If no, which views/groups are not well represented? _____

12. If you could add or subtract members on the committee, what changes, if any, would you make? _____

13. Is Tangata whenua representation appropriate? (please tick one)

- ☐ YES
- ☐ NO
- ☐ Don't Know

If no, how can representation be improved? _____

14. In your opinion, what are the greatest achievements of the Marine Reserve Committee to date? (please rank on a scale of [NUMBERS], with 1 being the greatest achievement)

— [RESERVE SPECIFIC – 3 to 5 questions]²

— Brochure

— Other _____

² **Kapiti:** Advocating for changes in sewage disposal; Advocating for scientific study; CMP Input into/creation; Input into modifying the Easter Fishing Competition; Increasing public awareness. **Te Whanganui-A-Hei:** Kiosk; Interpretation panels; Snorkel trail; Community liaison. **Long Island-Kokomohua:** Submissions on fast ferries; Marine Reserve Act Review submission; Community liaison. **Te Tapuwae o Rongokako:** Draft Operational Plan; Marine Reserve Act Review submission; Community Liaison.

15. Do you feel that the Marine Reserve Committee is an appropriate mechanism for public participation? *(please circle the appropriate response)*

Excellent	Good	Neutral	Poor	Insufficient	Don't Know
1	2	3	4	5	6

16. From what you know of other Marine Reserve Committees how does the [NAME] Reserve Committee rate overall? *(please circle the appropriate response)*

Excellent	Good	Neutral	Poor	Insufficient	Don't Know
1	2	3	4	5	6

Comment _____

COMMUNICATION

17. The following series of questions relate to communication. *(please circle the appropriate answer for each question)*

- | | Strongly Agree | Agree | Neutral | Disagree | Strongly Disagree | Don't Know |
|---|----------------|-------|---------|----------|-------------------|------------|
| a. The level of communication between DoC and committee members <i>during</i> committee meetings is appropriate | 1 | 2 | 3 | 4 | 5 | 6 |
| b. There is a good level of communication between DoC and committee members <i>outside</i> committee meetings | 1 | 2 | 3 | 4 | 5 | 6 |
| c. Communication from the Committee to the Conservation Board is adequate | 1 | 2 | 3 | 4 | 5 | 6 |
| d. Communication from the Conservation Board to the Committee is adequate | 1 | 2 | 3 | 4 | 5 | 6 |
| e. The level of communication between committee members and their respective organisations is appropriate | 1 | 2 | 3 | 4 | 5 | 6 |
| f. The level of communication between the Marine Reserve Committee and the general public is good | 1 | 2 | 3 | 4 | 5 | 6 |

Comments _____

THE MARINE RESERVE COMMITTEE AND THE CONSERVATION BOARD

18. Do the Marine Reserve Committee terms of reference allow the Committee to carry-out desired actions?

- ☐ YES
☐ NO
☐ Don't Know

Comment _____

19. The following questions relate to your views of the relationship between the Marine Reserve Committee and the Conservation Board. (please circle the appropriate response for each question)

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
a. The Conservation Board is supportive of Marine Reserve Committee decisions	1	2	3	4	5	6
b. The Conservation Board maintains close communication with the Marine Reserve Committee	1	2	3	4	5	6
c. The Conservation Board is aware of Marine Reserve Committee decisions	1	2	3	4	5	6
d. The Conservation Board and Marine Reserve Committee rarely disagree	1	2	3	4	5	6
e. The relationship between the Conservation Board and Marine Reserve Committee is adversarial	1	2	3	4	5	6

Comment _____

COMMITTEE EFFECTIVENESS

The following series of questions relate to the effectiveness of participation and the Marine Reserve Committee.

20. The following questions relate to the effectiveness of the Marine Reserve Committee (please circle the appropriate answer for each question)

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
a. Overall, the Committee is effective	1	2	3	4	5	6
b. The Committee is effective at achieving its role under the Marine Reserve Act	1	2	3	4	5	6
c. The Committee is effective at achieving its role under the Conservation Management Strategy	1	2	3	4	5	6
d. The Committee is an effective advisory body to DoC	1	2	3	4	5	6
e. The Committee contributes to DoC policy decisions	1	2	3	4	5	6
f. The Committee is an effective advocate for marine reserves in general	1	2	3	4	5	6
g. The Committee is an effective advocate for [NAME] Marine Reserve	1	2	3	4	5	6
h. The Committee is effective at raising public awareness for marine reserves in general	1	2	3	4	5	6
i. The Committee is effective at raising public awareness of [NAME] Marine Reserve	1	2	3	4	5	6

		Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
j.	The Committee is an effective means of public participation	1	2	3	4	5	6
k.	The Committee is achieving its roles as outlined by its Terms of Reference	1	2	3	4	5	6
l.	The Committee has input into DoC management plans	1	2	3	4	5	6
m.	The Committee provides advice to the Minister and/or Director General	1	2	3	4	5	6
n.	The Committee has input into the approval of scientific research applications	1	2	3	4	5	6
o.	The Committee is an effective communication link between the public and DoC	1	2	3	4	5	6

Comment _____

21. How would you rate the Marine Reserve Committee's ability to influence management decisions of various organisations? (please circle the appropriate answer for each question)

		Excellent	Good	Neutral	Poor	Insufficient	Don't Know
a.	DoC decisions	1	2	3	4	5	6
b.	Regional Council decisions	1	2	3	4	5	6
c.	Territorial Authority decisions	1	2	3	4	5	6
d.	Maritime Transport	1	2	3	4	5	6
e.	MAF/MFish	1	2	3	4	5	6
f.	Other _____	1	2	3	4	5	6

Comment _____

22. Have actions of the Marine Reserve Committee increased the awareness of members of the general public in regards to... (please circle the appropriate answer for each question)

		Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
a.	[NAME] Marine Reserve	1	2	3	4	5	6
b.	Marine Reserves in general	1	2	3	4	5	6
c.	Marine conservation	1	2	3	4	5	6
d.	Marine biodiversity	1	2	3	4	5	6

FUTURE VISIONING

23. Should DoC maintain the current marine reserve committee system? (please check one)

☐ Yes

☐ No

Comment _____

24. The questions relate to Marine Reserve Committees *(please check the appropriate response for each question)*

	Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree	Don't Know
a. Marine Reserve Committees should be given more responsibility	1	2	3	4	5	6
b. Marine Reserve Committees need more funding	1	2	3	4	5	6
c. Marine Reserve Committees need more resources	1	2	3	4	5	6
d. Marine Reserve Committees need more decision making power	1	2	3	4	5	6

Comment _____

Thank you for taking the time to complete this questionnaire. Please return it in the addressed-stamped envelope provided.

Additional comments are welcome, please use the space below.

APPENDIX H – JUSTIFICATION OF SURVEY QUESTIONS

The first five research questions of this study are answered from the perspective MRC respondents through the use of the survey. Following this introduction is a brief justification of each survey question. Answering these five research questions lets an overall picture of participatory practices in Marine Reserve management to be created, and will lead to answering the final research question “How do the different theoretical approaches to public participation compare to New Zealand practice with MRCs?” and answering the aim of the study in Chapter 6 – Discussion.

Research Question 1: Perception of the Role of Participation

From the questionnaire, questions 1 to 5 and 11 through 14 allow the perspectives of the marine reserve committee to be gleaned about public representation, objectives for participation, benefits to committee members and the greatest achievements to date.

Research Question 2: Status of MRC Public Relations

Survey questions 15, 20 f-k, o and 22 provide answers to the status of MRC public relations including advocacy, liaison and awareness raising.

Research Question 3: MRC Recommendations Incorporated into DOC Policy

Questions 20d, e, l to n and 21a provide answers to research question 3 (policy).

Research Question 4: Relationship of MRCs with various organisations

MRC respondent perspectives of their relationships with DOC staff, Conservation Boards and organisations are determined through survey questions 17, 19 and 21 b to f.

Research Question 5: Satisfaction with the Current Process

Research Question 5 is answered from the perspectives of MRC members through questions: 6, 7 to 10, 16, 18 20a-c, k, 23 and 24. These questions allow several factors related to successful participation to be examined: relations within the committees, resources, meetings, terms of reference, successfulness of the process, the appropriateness of the MRCs and suggested improvements.

APPENDIX I – QUESTIONNAIRE INFORMATION SHEET

Massey University Resource and Environmental Planning Programme

Community Involvement in New Zealand Marine Reserve Management: Theory, Practice, Policy and the Effectiveness of Marine Reserve Management Committees

Aim of Study

The aim of this study is to examine public participation in the management of marine reserves. The main question to be answered is: *Are marine reserve committees an effective means to achieve participatory input in marine reserve management?* In New Zealand there are no national standards for marine reserve committees, nor is there much information sharing between marine reserves regarding the successes and obstacles encountered by committees. It is hoped that this research can provide some light into the subject of marine reserve committees and their effectiveness in achieving public participation.

Your Contribution

The [NAME] Marine Reserve Committee is one of the [oldest/newest] marine reserve committees. As a member of this committee you can provide valuable insight into the participatory process and the results achieved by your committee. It would be much appreciated if you would take the time to complete the enclosed detailed survey. Please post the completed survey by [DATE] in the postage paid envelope provided.

Survey Details

This research is being conducted as part of my studies in the Masters of Resource and Environmental Planning Programme at Massey University. The combined results of this survey will be included in my thesis. Your answers will be completely confidential; your name will not be placed on your questionnaire. If you would like a summary of results for yourself, simply check the box 'copy of results' on the contact details form.

If you have any questions, I would be happy to answer them. Please write me, Laani Uunila, c/o Resource and Environmental Planning, Massey University, Private Bag 11 222, Palmerston North, e-mail uunila@xtra.co.nz or via phone (06) 357 9713. You can also contact Dr. Jo Rosier, the Postgraduate Programme Co-ordinator at the above address, phone (06) 350 4347 or via e-mail D.J.Rosier@massey.ac.nz if you have any questions about my study.

Thank you for your assistance.

Yours sincerely,

Laani Uunila

APPENDIX J – SUMMARY/CONTACT DETAILS FORM

Contact Details

If you do not mind being contacted with further questions in relation to this study or you would like a summary of the results, please write your name and contact details below. This form will be stored separate from the questionnaire, and in no way will your contact details or name be associated with the questionnaire.

☐ I am willing to be contacted with further questions pertaining to this study

and/or

☐ I would like a summary of the results of this study

Contact Details:

Name _____

Address _____

Phone (home) _____ (work) _____

E-mail _____

Thank you once again for your time.

APPENDIX K – PROBLEMS REGARDING ESTABLISHMENT (TE WHANGANUI-A-HEI)

Many of the problems in the Te Whanganui-A-Hei Marine Reserve establishment process arose due to the techniques of consultation and public involvement used. Four of these problems relate to matters discussed in the literature review: early participation; truthful, factual information; defining community; and active/inactive public. This section is not designed to chastise past mistakes, as several reviews and amendments of DOC consultation practices have occurred since. However, the issues listed above will be briefly discussed because the history of the marine reserve shaped the current management situation.

Wolfenden et al. (1994) state that there was reluctance to involve the public directly and early in planning, even though the public wanted more involvement. *“By presenting the public with alternatives which reflect the values of the public rather than [sic] those of the planners, alienation from the marine reserve process may be mitigated”* (Wolfenden et al. 1994, 49). Early involvement of the public in planning is a key element of participation, as discussed in the literature review.

In their social study involving the Hahei and Cooks Beach communities, Wolfenden et al. (1994), found that the content DOC’s disseminated information was another issue.

“[There] was a desire to see general information on marine reserves balanced with advice on possible short-term and long-term positive and negative effects on human and marine communities. Many respondents complained that information had been misleading as only positive information about marine reserves had been provided by the instigating group(s)” (42)

Presenting one-sided information is a persuasive form of therapy, returning to Arnstein’s (1969) levels. DOC desires a marine reserve; therefore, information provided reflects the positive aspects of the reserve – a natural action. However, presenting a one-sided argument to a public who feels that they have been *“presented with a ‘fait accompli’ or hidden agenda over which they had no control”* (Wolfenden et al. 1994, 42) only enhances the sentiment of helplessness felt by the public. The information presented came across as a means to raise awareness of DOC’s intentions to establish a marine reserve; rather than as a means of education (meaning both sides of

the reserve argument should have been presented) so that people would have information for effective discussion and decision making (refer back to Table 8).

Cocklin et al. (1998) discuss another problem in the establishment process, that of defining community. DOC used a spatial definition of community, and identified Hahei residents as the key stakeholders because their township was the closest to the proposed marine reserve. Cooks Beach, is also close to the reserve, but was overlooked (Cocklin et al. 1998). In addition, Cocklin et al. (1998) identify recreational boaters from Whitianga as having a stake in decisions, as well as visitors; people not initially recognised by DOC due to the limited (spatial) definition of community. The need for resource managers and planners to contact and listen to the inactive public was highlighted in the Te Whanganui-A-Hei Marine Reserve establishment process as vocal and strong campaign movements formed that did not reflect the views of the general public (Wolfenden et al. 1994).

APPENDIX L – MRC MEETING ATTENDANCE AND FREQUENCY

The first four tables outline MRC meeting attendance for the case studies; meetings with no quorum are highlighted. The fifth table presents the averages of member, DOC and visitor attendance at MRC meetings, in addition to meeting frequency per annum. The sixth table examines Long Island-Kokomohua MRC attendance in detail.

Table I – Kapiti MRC

KAPITI MARINE RESERVE COMMITTEE							
Date	Members	DOC	Public	Date	Members	DOC	Public
1993 July	7	5	0	1997 April	7	7	3
1993 September	8	4	2	1998 March	7	3	2
1993 December	8	4	3	1999 February	6 ⁱⁱⁱ	6	0
1994 March	6 ⁱ	3 [?]	7 [?]	2000 February	6	7	3 ^{iv}
1994 June	7	4	0	2000 June	8	6	3
1994 September	6	6	5 ⁱⁱ	2001 June	8	3	3
1995 April	7	4	0	2001 August	6	4	0
1996 June	*	-	-				

Minutes of this meeting are missing from both the Conservancy files and the Area Office files

ⁱ The meeting started without a quorum, but one member arrived late, meaning the quorum was achieved.

ⁱⁱ Two were from Kapiti Coast District Council, presenting to the MRC

ⁱⁱⁱ The minutes indicate the meeting began with a quorum; two members left, no motions were moved after this point.

^{iv} One was from the local police, presenting to the MRC.

Table II – Te Whanganui-A-Hei MRC

TE WHANGANUI-A-HEI MARINE RESERVE COMMITTEE							
Date	Members	DOC	Public	Date	Members	DOC	Public
1993 November	4	5	8	1997 October	6	1	2
1994 February	8	4	6	1997 December	4	3	1
1994 May	6	3	9	1998 March	6	3	1
1994 September	5	4	12	1998 November	8	4	11
1995 February	5	4	5	1999 March	8	2	5
1995 December	6	4	2	1999 August	6	3	9
1996 March	3	2	0	2000 March	6	6	4
1996 October	8	2	1	2000 September	5	2	7
1997 March	6	2	4	2001 March	7	6	0
1997 July	5	3	1	2001 September	5	1	0

Table III – Long Island-Kokomohua MRC

LONG ISLAND – KOKOMOHUA MARINE RESERVE COMMITTEE							
Date	Members	DOC	Public	Date	Members	DOC	Public
1993 April	6	3	1	1996 July	2	1	0
1993 May	6	2	0	1997 February	3	1	3
1993 August	6	1	0	1997 September	2	1	2
1993 September	3	3	2	1998 January	7	1	4
1993 October	7	1	0	1999 February	4	3	1
1994 February	4	2	2	1999 March	3	2	0
1994 July	8	1	1	1999 May	6	3	0
1995 April	7	1	0	1999 July	4	3	0
1995 September	3	1	0	2001 August	5	2	1

Table IV – Te Tapuwae o Rongokako MRC

TE TAPUWAE O RONGOKAKO MARINE RESERVE COMMITTEE							
Date	Members	DOC	Public	Date	Members	DOC	Public
2000 June	8	5	0	2000 November	7	6	1
2000 October	7	4	0	2001 May	5	6	0

Table V – MRC Meeting Averages

AVERAGES FOR MEETINGS	Kapiti	Te Whanganui-A-Hei	Long Island-Kokomohua	Te Tapuwae o Rongokako
DOC staff (median)	4.7	3.2	1.8	5.3
Visitors (median)	2.2	4.4	0.8	0.3
Members (mean)	6.9 (86%)	5.9 (66%) ¹	4.8 (60%)	6.8 (76%) ¹
Members (median)	7	6	4.5	6.5
Members (mode)	6 and 7	6	3 and 6	7
Meetings per annum (mean)	1.7	2.2	2	1.5
Meetings per annum (median)	1	2	2	2
Meetings per annum (mode)	1	2	1 and 2	1 and 3

¹ The percentage of both Te Whanganui-A-Hei and Te Tapuwae o Rongokako MRC member attendance is based on a total member number of 9, in contrast to the 8 members of the other two reserves. Minutes from Te Whanganui-A-Hei list the ex-officio Board member as an MRC member, making the MRC total 9 members.

Table VI – Long Island-Kokomohua MRC Meeting Attendance

DATE/ QUORUM	ABSENT	DATE/ QUORUM	ABSENT
1993, 16 April Yes ¹	None	1997, 18 February No	Tangata whenua (1) CDC (2) CB tangata whenua (1)
1993, 27 May Yes ¹	None	1997, 4 September No	Tangata whenua (3) CDC (2) CB tangata whenua (1)
1993, 5 August Yes	Tangata whenua (1) CB tangata whenua (1) DOC (1)	1998, 15 January Yes	Picton Fishermen (1)
1993, 2 September No	Tangata whenua (2) CB tangata whenua (1) Picton Fishermen (1) CDC (1)	1999, 11 February No	Tangata whenua (1) CDC (2) Picton Fishermen (1)
1993, 20 October Yes	Tangata whenua (1)	1999, 25 March No	Tangata whenua (3) CB tangata whenua (1) Picton Fishermen (1)
1994, 10 February Yes	Tangata whenua (2) CB (1) CB tangata whenua (1)	1999, 4 May Yes	Tangata whenua (2)
1994, 21 July Yes	None	1999, 29 July No	Tangata whenua (3) CB tangata whenua (1)
1995, 13 April Yes	CB tangata whenua (1)	2000 – no meetings	-
1995, 12 September No	Tangata whenua (2) CDC (1) CB tangata whenua (1) Picton Fishermen (1)	2001, 9 August No	Tangata whenua (2) CB tangata whenua (1) Picton Fishermen (1)
1996, 4 July No	Tangata whenua (2) CDC (2) CB tangata whenua (1) Picton Fishermen (1)		

¹ Before the creation of the terms of reference – the MRC at the time consisted of 6 members.

APPENDIX M – UNOFFICIAL ROLES OF TE WHANGANUI-A-HEI MRC

The following table presents the unofficial roles of the Te Whanganui-A-Hei MRC, as discussed in MRC and Conservation Board meeting minutes and correspondence.

1990 – In the marine reserve proposal, it was envisioned the MRC would “*guide and oversee the management of the reserve*” (DOC 1990b, 25). Conservancy DOC staff had a vision for the MRC, which foresaw the MRC being actively involved for the first two to five years, the time when management direction and plans are created (Roxburgh 1993).

1993 – One of the primary roles of the MRC is a liaison body between DOC and the community, aimed to assist in repairing ill feelings created by the establishment of the reserve (Hahei MRC 1993).

1995 – During the first MRC meeting of 1995 a DOC staff member is to create a list with activities in which the MRC could be ‘actively’ involved (Hahei MRC 1995a). At the next meeting, notes regarding possible directions for marine reserve management are presented to the MRC.

1996 – The role of community liaison is highlighted, in the MRC’s letter to the Conservation Board outlining concerns with the current structure of the MRC (Harris 1996). In this letter the MRC also states that they feel a management plan should be created to help them attain their vision and objectives. The MRC members state the plan should include elements such as: “1) *Adequate funding for the marine reserve*; 2) *Educational programme*; 3) *Marine life monitoring strategy and regime*; 4) *Good public communications*; 5) *Satisfactory policing*; and 6) *Proper public and commercial use of the marine reserve* (Harris 1996, 2).

1997 – The CB representative tells the MRC that they should serve as an advocate for the reserve and promote it (Hahei MRC 1997c); there is no reflection of this statement in the Board minutes.

1998 – The MRC questions whether it should have a ‘hands on’ function or if it needs to get Board approval for actions (Hahei MRC 1998a). The MRC believes submissions to regional planning projects as important, in addition to future tasks of creating educational/awareness raising products (school materials, maps, an information board) (Hahei MRC 1998a). In 1998 DOC staff and MRC members relate to Prendergast (1998), through a series of interviews, what they consider to be the roles of the MRC: these included: public liaison, allowing representation, encouraging ownership and a watchdog. In 1999, the Waikato Conservation Board states that it also sees the MRC as a valuable watchdog (1999c).

2000 – In February, a letter is sent to the Chairperson of the MRC regarding the roles and responsibilities of the Te Whanganui-A-Hei Marine Reserve Committee (Balks 2000): the MRC’s first formal clarification of its roles from the Waikato CB. The letter is the result of the Waikato CB being concerned that the actions of the MRC in supporting an Environment Court appeal could make CB members liable (Balks 2000). There are two key statements in the opening page of the letter:

1. *The [Waikato] CB is aware that over the years the original status of the [Hahei] MRC seems to have been forgotten and that it is more or less acting independently of the [Waikato] CB, making its own decisions with little reference to the Waikato [CB] apart from having a [Waikato] CB member attend the [Hahei] MRC meetings.*
2. *It also appears that the function of the [Hahei] MRC have never been set out, apart from in a letter from Gordon Stephenson, the then Waikato Conservation Board Chairman, to the Hahei community in May 1993 (Balks 2000, 1).*

Seeing that the MRC was never given direction on what their ‘status’ as a committee of the Conservation Board meant, it is not surprising that the MRC was acting as they saw fit. In addition, the MRC Waikato CB representatives over the years provided fairly regular reports to the CB.¹ The Conservation Board did not address questions raised by the MRC regarding the MRC’s role until it was brought to the forefront with the Environment Court issue in 1999. The roles and responsibilities of the MRC, outlined in the letter, are the same as those in the Terms of Reference developed later in the same year.

¹ See for example the Waikato Conservation Board minutes from 1994a; 1995a; 1995c; 1996a; 1996b; 1997a; 1997b; 1997c; 1997d; 1998a; 1998b; 1999b; 1999c.

APPENDIX N – REVIEWS OF THE TE WHANGANUI-A-HEI MRC

Reviews of Te Whanganui-A-Hei MRC are presented in the following table.

1996 (MRC) - Due to a quorum not being achieved, those present at the MRC meeting draft a letter to the Board. The letter affirms the need for the MRC; however, it acknowledges problems. Desired management objectives are outlined and Board help is requested to get the MRC focussed (Harris 1996).

1996 (CB) - In response to the letter, the Waikato CB resolves that the MRC should “*continue until reappointed, or until its future has been reassessed by the incoming Board*” (Waikato CB 1996a, 6). At the next Waikato CB meeting it is also resolved that “*the Board ask the present committee to continue in its role until further notice*” (Waikato CB 1996b, 9).

1996 (MRC) - The MRC states at their meeting that they have received “*very little positive direction from DOC*” and therefore asked the Department: 1) if the MRC was working on issues that DOC staff saw as appropriate; 2) if the Leigh model (no management committee) provided better alternatives for management; and 3) if they could receive “*direction, support and guidance from DOC which has been absent in the past*” (Hahei MRC 1997a, 4). There is no reply noted in the MRC minutes.

1997 (CB) - The Waikato CB notes that most MRC members wished to retain their positions on the MRC, it was noted that there was a need to “*kick start*” the new MRC (Waikato CB 1997a, 3).

1997 (CB) - Not quite a year since the MRC letter was sent, the Board requests the MRC review its role and consider if a ‘Friends of Hahei Marine Reserve’ would be more appropriate (Hahei MRC 1997b).

1997 (MRC) - After discussion, the MRC resolves that: “*The [MRC] has been reviewed earlier, we’ve reviewed it again and its our view that the [MRC] should continue, the reasons are: relatively inexpensive to run; more marine reserves being created thus the need for a common sense management regime for them all; this area is growing with permanent people and visitor numbers; Committee represents a focal point for the community; and if it were disbanded there would be a loss of control and direction. The Board noted the comments in the resolution concerning Ngati Hei views, the view of Ngati Hei were sought, and they were emphatic that the [MRC] should remain*” (Hahei MRC 1997b, 1-2).

1997 (CB) - Following the MRC meeting, the Board notes that the MRC prefers to maintain the status quo, and resolves that: “*the Board endorse the present [MRC] structure, with up to \$1000.00 from the Board’s budget being allocated to cover members’ travelling and accommodation costs (noting that administrative costs are met from the Kauaeranga Field Centre budget)*” (Waikato CB 1997c, 5). At the next MRC meeting it is reported that the Waikato CB “*decided the marine reserve committee should stay and that we should take on the advocacy role for promoting the reserve*” (Hahei MRC 1997c, 3).

1998 (DOC/MRC) - Again the issue of the role of the MRC is raised, this time by the Hauraki Area Manager. The MRC minutes state “[t]his has been discussed twice through the Conservation Board and eventually the department and the board are going to have to decide what the role of the committee is. Is it ‘hands on’ or is it putting things through the board to get approval for certain actions” (Hahei MRC 1998a, 5). MRC members feel they have made a significant effort into regional planning submissions, and are looking ahead to creating educational materials, maps and an information board (Hahei MRC 1998a). The minutes state “[l]ater on the [MRC] may have to be free standing from the department and therefore a Society or Friends of Marine Reserve may need setting up” (Hahei MRC 1998a, 5).

1999 (CB) - Yet another questioning of the MRC; spurred by disagreement over action the MRC took in making a submission supporting an appeal against an Environment Court decision. At a closed meeting the Board discusses the MRC ‘issue’ (Waikato CB 1999b). The Board questions if the MRC should remain a committee of the Board or become an independent of ‘Friends of Hahei Marine Reserve’ organisation. Consensus is reached that the MRC “*has an important role to play and should be retained as it is a very valuable watchdog for the Marine Reserve.*” It is resolved that a letter be drafted clarifying the “*roles and responsibilities of both the MRC and the Board...[and offering] them the opportunity to become an independent body or stay as a sub committee of the Board*” (Waikato CB 1999c, 4).

2000 (MRC) - Responding to a letter received from the Waikato Board it is stated in the minutes that the MRC wishes to be a committee of the CB and that members are once again not supportive of becoming an independent ‘Friends of’ organisation (Hahei MRC 2000a). A reply is to be sent to the CB outlining suggested changes to the roles and responsibilities outlined in the Board’s letter.

2002 (DOC) - In the Conservation Management Plan it states DOC (2002) will “*maintain and support a co-operative working relationship with the Te Whanganui-A-Hei Marine Reserve Committee*” (68).

APPENDIX O – TE WHANGANUI-A-HEI MRC

CONTRIBUTIONS TO POLICY

POLICY/DOCUMENT	INPUT BY MRC
Waikato Conservation Management Strategy	According to the minutes, the MRC had no input to the Conservation Management Strategy, though the strategy includes objectives for Te Whanganui-A-Hei Marine Reserve.
Coromandel Conservation Lands Conservation Management Plan	The MRC believes the Leigh CMP model is a comprehensive means of addressing marine reserve management issues. MRC comments were requested for content for the CMP discussion document (1997). A letter was to be drafted by a MRC member regarding policies in the discussion document (1997). DOC did not receive feedback from the MRC on the draft CMP (1999). In 2000, it was agreed that a MRC member would make a submission on some 'minor issues.' Hearings on the draft management plan were held in 2001. Plan published 2002.
Compliance and Law Enforcement (Marine Reserve Action Compliance Plan)	A copy of the CLE Plan was sent to MRC members for comment (1995). The draft plan was approved by the MRC; but had to be re-written to national format (1997).
Marine Reserve Management Strategies	<p>A sub-committee¹ was to pre-plan a management strategy for the reserve, but never meet. <i>"The problem is the lack of effort going into it, and we need a concentrated effort to sit down and plan for the next five years. The Department does not have a long term vision for the marine reserve. It is very hard to plan long term as they don't know what funding they will get from year to year. Even the signage in the reserve is waiting for some national co-ordination to see where it is going. [A DOC staff member] will give some thought to the management plan between now and the next meeting and advise the committee on any progress made"</i> (Hahei MRC 1995b, 3). In 1996 it was decided that any strategic plan (e.g. five year) <i>"could be put on hold for a while until the marine reserve is humming along like it should"</i> (Hahei MRC 1996, 2).</p> <p>In 1997 it was resolved that <i>"[a] need exists to develop a 2 year management plan for the marine reserve"</i> (Hahei MRC 1997b, 5). A few MRC members and DOC staff were assigned sections (education and public communications, monitoring and research, policing and control) and request to table documents of activities in their section at the next meeting. There is no further record of this in the MRC minutes.</p>
Business Plan	The MRC prioritised projects and resources approved will be used to complete those projects (Hahei 1999).
Marine Reserves Strategy	Copy handed out to MRC members for feedback, who commented on the lack of editing. A letter is to be written to the Marine Reserve Strategy Group (Hahei MRC 1999).
Marine Reserves Act Review	A submission was made (2001); however, the MRC was disappointed that MRC members had not been invited to the hui.
DOC Showcase Sites	MRC members discussed a paper on Showcase Sites, and it was decided that the MRC should write a letter supporting the concept and recommending the inclusion of the marine reserve and Cathedral Cove Recreation Reserve (1999).
Regional Coastal Plan [Environment Waikato]	Environment Waikato's Regional Coastal Plan – a submission was made by the MRC over the issues of effluent management and the effects of land use on water quality (1996). Minutes do not note any feedback received from Environment Waikato (1997).

¹It is unclear in the minutes if the sub-committee is a DOC sub-committee or an MRC sub-committee.

APPENDIX P – RELEVANCE OF DOC (DRAFT) NATIONAL STRATEGY
BUILDING COMMUNITY SUPPORT FOR
MARINE PROTECTION TO MRCS

The Department of Conservation is about to release an internal strategy, Building Support for Marine Protection, however, currently only a draft version is available. The strategy aims to guide DOC's community and interagency relations, and awareness raising in regards to marine conservation. Three sections of the strategy are examined in relation to this research on MRCs: key results area two, the issues and opportunities appendix and priority actions.

Key result area two of the draft national strategy, point 2.3.1.1 states "*Government supports community management of marine protected areas, including marine reserves*" (DOC 2002b, 10). There is little indication on the definition of community management. However, in the priority action points, contact and liaison with stakeholders, national conferences, and local group involvement in monitoring, research and compliance are suggested. The use of the term *community management* implies a much greater role in participation, than those indicated in the action points. Terminology needs to be defined so that all stakeholders are aware of the level of participation involved (Chapter Seven, section 7.2.6).

In Appendix 3 of the draft national strategy, four recognised issues and opportunities correspond to findings in this research. The first is the "[l]imited tools and techniques used by DOC to advocate marine reserves" (DOC 2002b, 25). In the appendix, the draft internal strategy Conservation with Communities is suggested as a means to provide direction. Research for this thesis reveals that awareness raising activities, conducted in the four case study marine reserves, are not as developed as they could be, especially in two reserves. Networking and a resource collection are two further means that could expand awareness raising efforts.

The second issue raised in Appendix 3 is that "*Maori perceive a loss of kaitiakitanga*" (DOC 2002, 25). Results from the MRC survey and document analysis affirm this point; while not an issue for all MRC respondents, it does affect marine reserve management. The draft national strategy proposes a "[c]lear DOC Statement of Intent,

which commits to building partnerships at the local level, to achieve increased involvement and enhanced conservation" (DOC 2002b, 25). Currently, MRCs are a means of *placation* as suggested by Arnstein (1969). Efforts to involve iwi in *work sharing* agreements, such as the involvement of Ngati Hei in compliance and law enforcement are more useful for achieving greater partnership with tangata whenua. However, it should be noted that work sharing is still a form of placation and not co-management (Arnstein 1969; Mitchell 1997).

The third issue raised in Appendix 3 relates to national direction for marine management. "*DOC's short, medium and long-term policy for the marine environment is not known to staff*" (DOC 2002b, 26). Results of the DOC interviews indicate that some staff are concerned with the lack of national direction. This lack of direction, in turn, can affect how MRCs are incorporated into management. The opportunity suggested in the draft strategy is to "*[d]evelop and maintain networks for marine staff; [w]orkshops*" (DOC 2002b, 26). As outlined in the Table I, networks and workshops could also be used as capacity building opportunities for MRC members.

The fourth issue identified in Appendix 3, the lack of iwi management capacity relates to a subject beyond the scope of this thesis, that of iwi capacity for management of taiapure and mataitai reserves. However, in comparison to other stakeholders, the majority of MRC members represent tangata whenua. Therefore, capacity building of MRC members results in capacity building of tangata whenua. MRCs allow for an element of *skill transfer* in marine management, suggested by DOC (2002b), benefiting both tangata whenua and community.

The draft strategy has 18 priority actions, 10 of these relate to the discussion on MRCs. Table I introduces the relevant actions. The themes of networking, capacity building and the use of different types of knowledge reinforce recommendations made in Chapter Seven of this thesis.

Table I – Draft National Strategy Priority Actions and how they Relate to MRCs

PRIORITY ACTIONS	RELATIONSHIP TO MRCs
1. "Develop an ongoing national public awareness campaign about no-take reserves, marine biodiversity and protection, supported by robust information and non-DOC advocates."	The list of advocates includes Conservation Boards but not MRCs. However, this role is well suited to MRCs.
2. "Develop resources to support DOC staff." Points are applicable to MRCs, are: <ul style="list-style-type: none"> Briefing on the new Marine Reserves Act; Information on benefits, principles and effects of no-take protection; Information about other marine biodiversity protection options; Training in required skills; Information resources that complement MFish education and awareness package; Scientific, social, economic and cultural research to support proposals and investigations into no-take marine reserves. 	<p>The capacity building aim is for DOC staff, however, MRC members can also benefit. The capacity building exercises could be expanded to include MRC members either at the same time as DOC staff or from DOC staff who have undergone the training/briefing themselves.</p> <p>The call for "scientific, social, economic and cultural research" means DOC recognises the needs for all types of knowledge. This serves to reinforce requests from some MRC members to respect and use other types of information, in addition to scientific knowledge.</p>
7. "Work with MFish in creating an education and awareness package on marine biodiversity, funded out of the Biodiversity Strategy package for 2001-2005. Encourage the inclusion of relevant other agencies, including marine educators, NGOs and local government"	MRCs have working local knowledge of marine reserves and could assist in package development. In addition, under their terms of reference, all four MRC case studies have a role in promoting marine reserves.
8. "Maintain an active network for DOC's marine staff, including (at least annual) workshops"	<p>The active network for DOC staff corresponds to recommendations made in this research that networking is needed for marine reserve staff.</p> <p>MRC members could benefit from attending the workshops.</p>
9. "Build networks and investigate opportunities for joint training and/or sharing of information with other agencies... where issues or roles overlap"	This research also recommends that more interaction is needed between DOC and other agencies – MRCs are one mechanism that could assist interactions.
11. "Maintain regular contact and liaison with key marine stakeholders – at local, regional and national level. Conservancies to involve local groups in ongoing marine reserve monitoring, research and compliance work, where it is possible to do so without compromising the usefulness or robustness of data. In particular, involve iwi/hapu/whenua and ensure any existing agreements between Crown and iwi, and/or existing customary management plans are recognised"	<p>MRCs are a means for regular contact with stakeholders represented on the committees. The call for contact and liaison reinforces the need for MRC members, who represent tangata whenua or interest groups, to ensure appropriate communication is occurring with those they represent.</p> <p>MRCs could facilitate community monitoring, research and compliance efforts, as they are an established community link.</p>
12. "Regularly evaluate all marine advocacy tools and methodologies to make sure they are, and remain effective"	This action point supports the call for research into the effectiveness of current awareness raising and public liaison by MRCs.
13. "National standards and procedures for establishing and managing marine reserves are consistently applied – because well-managed investigations and existing reserves are good advocacy tools"	A marine network, in addition to more national guidance, will improve the ability of MRCs to act.
14. "Hold a national conference/hui bringing together experts in marine ecology, marine management, environmental education and customary practices"	A national conference is ideal for networking, and can serve to increase MRC member capacity and share knowledge. MRC members should be encouraged to attend.
15. "DOC marine biodiversity staff regularly attend marine science and coastal management conferences – both regional and national"	Regional and national conferences designed to increase DOC staff capacity could also be considered as capacity building opportunities for MRC members.

Priority actions from: DOC 2002b, 11-12, 14-16

APPENDIX Q – ISSUES RAISED BY IWI

Issues of importance to local iwi may seem minimised, as they are not addressed in the main text. However, the reason for this is that these important issues are beyond the scope of this thesis. The following bullet points summarise issues raised by tangata whenua in both the minutes and the MRC surveys:

- Lack of funding for MRC reduces member capacity and creates a superficial mechanism (Te Tapuwae o Rongokako).
 - Regarding the MRC *“do we join something we basically object to [the marine reserve], or do we walk away completely?”* (Long Island-Kokomohua).
 - MRC is perceived to be superficial, with DOC performing functions such as communication with the community and advocating the marine reserve (Te Tapuwae o Rongokako).
 - Desire for the MRC to have equal status to a Conservation Board (Te Tapuwae o Rongokako).
 - Request for the MRC to be involved in the management of Kapiti Island Nature Reserve and Mana Island (Kapiti).
 - The *“voice of Iwi is heard”* via the MRC.
-
- Beneficial to research Maori methods of conservation; this research seems devalued in comparison to scientific projects (Long Island-Kokomohua).
 - Scientific and educational basis for the terms of reference, does not account for the spiritual (Te Whanganui-A-Hei).
-
- Desire for iwi/crown management (Kapiti).
 - Marine reserves do not support iwi conservation management practices (Long Island-Kokomohua).
 - The marine reserve/MRC is a disempowerment of tangata whenua (Te Tapuwae o Rongokako).
 - Marine reserves create a perceived threat to kaitiakitanga (Te Whanganui-A-Hei).
 - Loss of right to take kaimoana; therefore, loss of tradition and customary practice (Long Island-Kokomohua).
 - Marine reserve are a mechanism, that enhances conservation knowledge of marine issues *“- whereas in the past just tikanga of the sea had been practiced; fishery issues and learning about different forms of marine management is now our focus.”*
 - Support for mataitai reserves as they allow for iwi management (Long Island-Kokomohua).

APPENDIX R – NETWORKING BETWEEN MRCS

The following table outlines actions taken to create networking initiatives and information received from networks. Opportunities for networking are highlighted in Appendix P.

NETWORKING ACTION	INFORMATION RECEIVED
Kapiti	
1994 - Chairperson asks if information network can be set-up between MRCs, including minutes-exchange.	1994 – Minutes received from Te Whanganui-A-Hei; minutes/TOR from Long Island-Kokomohua.
1998 - MRC asks to receive copies of other MRC minutes; no further follow-through indicated.	No mention in the minutes of other documents received.
2001 - MRC requests regular updates from other MRCs and marine reserves.	
Te Whanganui-A-Hei	
1994 - Suggestion to create a minutes summary highlighting key issues and motions that could be distributed to MRCs and interested people - only one summary of the minutes was created.	1990s – Marine reserve receives Leigh's brochures, allowed to use in the reserve.
1996 - MRC minutes note information about other reserves is required. MRC resolves to communicate <i>"our concern over the paucity of information concerning marine reserves and developments within them. Make the point that in order to function intelligently a regular flow of such information is necessary"</i> (Hahei MRC 1996, 3).	1997 - MRC receives a letter from the Long Island-Kokomohua MRC requesting an exchange on research and compliance information. MRC minutes note little marine reserve correspondence occurs within DOC. Lack of information exchange is highlighted by the fact <i>"[i]t was by pure chance that we received a copy of the Leigh Reserve Complex Draft [CMP]. The committee feel that it is a worthwhile document"</i> (Hahei MRC 1997a, 4).
	1998 - The only inward correspondence relating to other MRC minutes mentioned in the Te Whanganui-A-Hei minutes are from Long Island-Kokomohua.
	2000 - Conservation Authority sends a letter to the chairpersons of MRCs with contact details of the chairs to aid in information exchange.
Long Island-Kokomohua	
1994 - MRC agrees to an exchange with Kapiti. A DOC staff member suggests there is <i>"value in also sharing compliance information between the two reserves as a number of people spoken to around Long Island were from the Wellington area and they may be known to have offended in the Kapiti marine reserve. It was agreed it was a good idea"</i> (LIK MRC 1994b, 3).	1994 - Kapiti MRC requests a minutes-exchange.
1995 - MRC receives updates occurring regarding other marine reserve proposals in the area	1998 - Five replies from the 1997 information request letter demonstrate interest in information sharing. Also as a result of the actioned request <i>"a very informative draft report [is received] from DOC Head Office on Choosing a Marine Reserve Committee"</i> (LIK MRC 1997b, 1).
1997 - The networking concept is expanded when a research consultant observing the meeting suggests the MRC should request research and management information from other MRCs; a letter is sent to other marine reserves.	1999 - Information sharing arrangement between Te Whanganui-A-Hei and Long Island-Kokomohua Marine Reserves established (LIK MRC 1999a).
2001 - Networking for multi-agency law enforcement; in March, a bio-security policing training exercise involving DOC and the Ministries of Fisheries, Defence and Customs occurs around Long Island.	
Te Tapuwae o Rongokako	
2000 - MRC requests information regarding gazetted marine reserves and their management.	Minutes indicate no networking with other MRCs

Material from: Grange 1994; Hahei MRC 1994b; 1998a; S. Harington, pers. com. 26 March 2002; Kapiti MRC 1994c; 1994d; 1998b; 2001b; LIKMRC 1994b; 1995a; 1995b; 1997a; 1998a; 2001; Rongokako MRC 2000a

APPENDIX S – RESULTS FROM AREA OFFICE DOC INTERVIEWS

This Appendix consists of complied interview responses from DOC staff members. Bullet points indicate comments from DOC interviewees; data analysis and a summary of interview responses are presented in Chapter 5. Interview responses are presented in numerical sequence to make for easy cross-reference with references made in Chapter 5. If the response could possibly identify the respondent or the Conservancy – then names or places have been removed.

1. Interviewee responses regarding MRC composition include:
 - Right number of members;
 - Reasonable cross-section;
 - Representation is pretty specific: iwi and user group based;
 - Representative of those people who are interested;
 - Representative of the submissions, no other requests for representation;
 - Initial set-up was almost to pacify user groups;
 - Evolutionary thing from resistance (involved those that resisted the most);
 - Good coverage of who we need to speak to;
 - Good discussion - gets everyone's ideas out there; and
 - [MRC has] ability to co-opt, but haven't used it.
2. Primary purposes/roles of MRCs according to interviewees:
 - The obvious one is to advise the Department;
 - An advisory body, give direction on where they want the reserve to get going;
 - Advise DOC in management of reserve;
 - Gives public and Iwi their say;
 - Link community and DOC.
 - Interface between management and community;
 - Serve as an intermediary between us and user groups, especially iwi;
 - A medium to get views relayed;
 - An independent body that can scrutinise the Department;
 - Checks and balance; and
 - Counter check – your understanding and theirs can be different.
3. Have the purposes/roles of the MRC been achieved to date?
 - To date getting at DOC to follow-up on promises...the questions that keep getting asked;
 - A couple of meetings a year, dealing with management focus on compliance;
 - Yes, I do think so, but there's been a focus on compliance...now turning to advocating the values of the reserve and raising public awareness...broadening horizons...going from negative to more positives. Hopefully lesser compliance issues. Because of that, the committee is getting a more positive feel;
 - Some good news from baseline studies that can be used for advocacy purposes;
 - By and large effective. One interest group only attended one meeting, so under-represented;
 - Gives other people's perspectives;
 - Recreation fishers not coming to meetings, therefore, can't get issues in the open.

4. Interviewees identify the following as committee member benefits of participation:
 - The marine reserve right on their doorstep has affected most people. I think they want to see government promises come about; keeping on an eye on what's theirs; role to play; hope to have some sort of influence on behalf of the community; seeing fish and cray[fish] sizes increase;
 - Apart from chocolate biscuits? They would see it as a watchdog role. An opportunity to ensure the Department is managing the reserve in the best way possible; if not, then doing something about it. Chance to be intermediary between groups and the Department;
 - The opportunity to have meaningful input;
 - They get to see their views reflected in management
 - Marine conservation is a new frontier; therefore, they are pioneering.
5. Interviewee perceptions of MRC success in the role of marine reserve advocate:
 - As an advocate for the reserve [the MRC has been] limited to compliance issues to date, as a consequence pretty focussed on that;
 - No need for [advocacy];
 - Haven't seen them come out in this respect. E.g. encouraging other groups or setting-up marine reserves elsewhere;
 - Still finding their feet - the extent of their powers.
6. Interviewee perceptions of MRC success in terms of public awareness raising:
 - They get out in the community. Perhaps need to be more with holiday stuff;
 - I think it has. Members of the committee rub shoulders with the community. Community now sees it as their reserve and are policing;
 - Public awareness activities go through the Area Office, the MRC says if things are ok (e.g. brochure);
 - DOC has involved committee members in research and education. Huge gains in education via word of mouth to other community members – key in [our region]
 - Hard to tell if direct result of MRC;
 - MRC haven't taken a high profile approach - input into management, don't manage it;
 - Not much of a role;
 - Committee gets research requests, has their say. Also deals with promotion;
 - Pamphlets got committee input;
 - Haven't had the need to, so can't comment.
7. Interviewee perceptions of MRC influence with government bodies other than DOC:
 - Not really [any influence]. They do [make] submi[ssions]. Calibre of [which are] really good, and they carry weight; though the MRC are just another body making submissions – no preference [given];
 - Influence MAF – compliance workers, plus commitment from departments to work together. Haven't really been tested with the territorial authority yet;
 - Moderate [influence];
 - Council sees them as an independent body, not DOC. May have more influence than DOC because they represent the community.
8. Communication between DOC and committee members outside of meetings:
 - Doesn't happen very much; happens when necessary;
 - Monthly with the Chairman, regularly with people/iwi that see;
 - Good relationship with some;
 - Until we got into advocacy, not much contact at all;
 - Send the agenda, have a meeting, go home. This is changing more now;
 - Fairly regular contact. More than 'as and when required';
 - More contact with [Iwi];

- Good relationship with [Iwi];
 - See [one member] in other contexts;
 - Regular mail-outs;
 - See [one member] out on the water. Like to see members out on the water more;
 - Communication is adequate and working.
2. Are MRC participants compatible?
- Only over minor issues consensus is sometimes lacking;
 - Some issues only half the committee is desiring – but there are things the whole committee pushes for;
 - Good. Plenty of opportunity to voice opinions. Not a pack of sheep;
 - Quite amazing. E.g. commercial fisherman and establishers;
 - Have good constructive dialogue and walk outdoors as mates;
 - Everyone is there because they want to be there;
 - No blame directed at members due to their interest group (e.g. commercial fisher);
 - Committee started with suspicions; now there are no major battles.
3. DOC interviewees' views on trust between MRC members:
- Maybe...yeah...pretty much so. A couple of people since inception have been fighting for [certain issues]. People in the committee want to be involved. Trust/respect built over time. No finger pointing at the moment;
 - I'd say yes. May test DOC's ability to deliver in the reserve. Trust of each other to work to the goals. No hidden agendas;
 - Main issues are those between Iwi with internal politics;
 - Generally between members [trust is] ok.
4. Do MRC members have access to all the information that is required to participate effectively?
- Yes. If they want it, they can have it. Reports made available. Nothing is hidden;
 - Yes;
 - Give them heaps. Excessive possibly;
 - All issues briefed on, give info at meeting;
 - Issues with information signs and pamphlets, always developing...want ideas/thoughts/stories for interpretation – not getting stuff back from committee. Want [information ready] for when money allocated, so can act fast once have money.
5. Rating the resources at the disposal of MRCs:
- Horses for courses. If they really wanted something, reasonable requests would be met. They want more control of the money;
 - Put it this way, resources to date haven't been a problem due to the compliance issue. New phase now, therefore, new expectations are going to increase. They were adequate, probably not now;
 - Understanding that the MRC can't hold funds, so can't do stuff like Te Whanganui-A-Hei;
 - Local knowledge [provided by members], DOC provides information;
 - Professions [of members] have an effect on the committee. Their resources are linked to their professions;
 - [The committee members] don't get much anyway. Can't under-resource them, if want to involve them in the system. Would be nice to pick-up on projects and such.
6. What DOC staff members consider to be a good participatory process:
- If they know what they're doing, competent and have the capacity, then the top run [of Arnstein's ladder – community control];
 - Spin-off, give them capacity, then they have increased capacity;

- Consensus;
 - Until budget or policy changes – no more power can be allocated;
 - Equal partnership – people want to be involved, but can't afford it. Need DOC for the money;
 - Not in DOC's interest to hand over control to MRC without any DOC representation. It would be ideal to have trust and confidence [that the MRC would make decisions for the right reasons] to be able to do that. Strict guidelines would be needed. Statutes need to change to hand over control. One potential problem is that it may become a wish list if an interest group took over;
 - Not much different from what it is now. There are no financial impediments to meetings at present;
 - Consistency nationally is an issue with DOC; so don't confuse the public with differences between marine reserves;
 - Committee members prefer to have involvement in management and law enforcement and it doesn't work.
7. Interviewee expectations of participation in the next five years include:
- A management/operational plan that will guide the day to day...committee will be consulted on special issues;
 - Tourism opportunities;
 - Local people versus outside[rs];
 - Greater need for advocacy and public awareness as the pressure on the reserve increases;
 - Community trusts e.g. 'Friends of' set-up
 - Planting amenity areas;
 - Will [the MRC] take that proactive line?
 - Dynamic, may change with committee roll-over;
 - Marine Reserve Act, questions for the future.
8. Future successes the MRCs can create:
- Winning over community/fisher folk;
 - Improved interpretation facilities;
 - With their help we can raise people's valuation of the reserve and hopefully raise compliance at the same time;
 - Doing our part in the national part of the marine reserves to get the ethos into the public – committee can facilitate this;
 - Facilities/infrastructure;
 - Underwater trail;
 - Visitor facilities;
 - More reserves. Too many people; therefore, establish more reserves – is this an issue they will be dealing with?

APPENDIX T– RESULTS FROM MRC SURVEYS

This appendix consists of unabridged data from MRC surveys in the form of tables and graphs; data is presented in Chapter 5. Tables and graphs are presented in numerical sequence to make for easy cross-reference with references made in Chapter 5. Table text is verbatim from MRC respondents, except when the response could possibly identify the respondent – then names or places are removed.

1. Views/Groups not well Represented and Suggested Membership Changes

<p>Kapiti</p> <ul style="list-style-type: none"> • Perhaps add a representative from local government; • Mix is about right; • None; • The committee in my view needs to reflect the Treaty of Waitangi and therefore be 50/50. 50% Maori. 50% Crown. The crown or non-Maori represents everyone else; • People that want to be there and help the [Marine Reserve] are not there because of there [sic] race or appointed because of there [sic] group they represent. <p>Te Whanganui-A-Hei</p> <ul style="list-style-type: none"> • None at present; • Recreational fishermen as their representative does not attend; • One – to replace a non-attendee; • None; • None. As the number is representative of those parties that should have an interest. Any more would, I believe dilute the focus and make the meetings unwieldy in regards to full attendance. Also private agendas start rearing their head with greater numbers. This committee is balanced; • The general public [is not well represented]; • Nil – good balance. <p>Long Island - Kokomohua</p> <ul style="list-style-type: none"> • Less power to lobby groups such as Dive Clubs – they have their own agenda and this seems to dominate – hence the reason for the marine reserve in the first instance; • Our (group) committee are very compatible and responsible; • No [changes at present], however, attendance is not very high; • NA; • Currently [membership is] fairly good; • Unsure of this as there are so many groups who may wish to be involved if asked. I don't profess to speak for these groups as my concern is to try to ensure iwi interests are addressed. <p>Te Tapuwae o Rongokako</p> <ul style="list-style-type: none"> • I would subtract Forest and Bird Society as they represent a minority – because they are well funded they are well organised therefore gain representation; • Nil; • Leave it as it is; • No changes to the MRC – but I have a problem with the [Board] – it's like we're answerable to them.

2. Other Purposes of the Marine Reserve Committees

<p>Kapiti</p> <ul style="list-style-type: none"> • To assist DoC in information gathering; • To restore the marine and surrounding environment; • Provide a focus for (a) marine conservation and (b) added value to community; • Promoting environmental sustainability. <p>Te Whanganui-A-Hei</p> <ul style="list-style-type: none"> • Working towards making the marine reserve accessible for people without boats (e.g. Snorkel Trail); • Education; • This is the primary purpose → To look to the proper running and management of the reserve and to be pro-active in advocating sustainable management principles surrounding the reserve to ensure its ongoing viability as a conservation and habitat restoring tool; • 1) Submission body for regional planning and resource consent matters; 2) Initiators as reviewer of research projects; 3) Education initiatives e.g. brochure, signage, snorkel trail.

Continued...

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Long Island-Kokomohua

- Education development around the reserve and its resources e.g. kits to schools;
- Education on impacts of marine protected areas giving more weight to guardianship of the coastal/marine area (i.e. equivalent to DoC/community groups on land);
- To ensure that the aquatic life and habitat within the reserve is protected in order for it to grow and develop in a natural way;
- Any research applications are monitored – both scientific research and matauranga Maori are equally considered.

Te Tapuwae o Rongokako

- I believe the marine reserve committee is merely superficial, all functions above [Figure 2] are performed by DoC;
- To put across points from affected users, i.e. commercial fishermen, recreational and customary fishers, divers, etc.;
- Representative for Ngati Konohi;
- Kaitiaki.

3. Benefits of Participation

BENEFITS	Kapiti	Te Whanganui-A-Hei	Long Island-Kokomohua	Te Tapuwae o Rongokako
Empowerment	0 ¹	0	33	0
Increased knowledge of marine conservation issues	80	83	83	80
Closer contacts with iwi	40	100	33	80
Opportunity to express your views about marine conservation issues	40	67	67	60
Opportunity to voice community views about marine conservation issues	60	67	83	40
Opportunity to have the views of your organisation heard	60	50	67	80
Satisfaction in achieving objectives for marine conservation in your area	100	83	83	60
Self-satisfaction	0	50	33	60
Monetary	0	0	0	0
Other	0	67	50	0
Kapiti				
• What? [in response to monetary benefit]				
Te Whanganui-A-Hei				
• Co-ordination between Reserve Committee and Conservation Board				
• I am paid travel fees and a sitting fee				
• Satisfaction in providing expert and community review/comment to DoC				
Long Island – Kokomohua				
• Opportunity to voice iwi views- often overlooked and not considered important otherwise				
• Feeding marine conservation and marine ecology information back to other board members who have little knowledge of the ocean				
• Constructive input on behalf of group being represented				
Te Tapuwae o Rongokako (no comments)				

¹Results indicated by percentage of respondents

4. Reasons Why Marine Conservation Awareness has/has not been Raised

Kapiti

- Professionally I am aware of most marine conservation issues, including iwi views and scientific research;
- There has been a wealth of information of a scientific nature contributed by very qualified people;
- Previously [I supported] protection of recreational fishing rights – now protective of marine conservation.

Te Whanganui-A-Hei

- Discussion. Input from DoC [staff], input from other committee members, materials made available for reading;
- Cannot help but be informed;
- Because of the input by our DoC Board member, NIWA committee member and DoC staff;
- Composition of committee – people with different skills/knowledge;
- Minimal feedback/information from DoC to Committee;
- Only from perhaps a scientific view point. Iwi have known conservation and taught conservation to our people thru' many generations. The ethic is not new, and in fact we have more to offer I believe than many of the scientists in this regard, because it has been tried and honed over 1000yrs;
- [No because] my NIWA research role has high familiarity with issues.

Continued...

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Long Island – Kokomohua

- Because of information provided and research done to date. However there has been no research into Maori methods of marine conservation from a local iwi perspective, and how these could be beneficial;
- Knowing about the changes in the restricted areas; able to monitor growth of species;
- I have got hard information as a result of research undertaken at LIKMR;
- Through discussion and information.

Te Tapuwae o Rongokako

- Marine conservation issues are not discussed. It is basically nature taking it's [sic] course. The main issues are governance;
- Information sharing has increased awareness;
- The voice of the Iwi is heard. Kua rongo tia te reo o te wa kaenga;
- Because of the establishment of Rongokako made Ngati Konohi more aware of marine issues – whereas in the past just the tikanga of the sea had been practised. Fishery issues and learning about different forms of marine management is now our focus so I think our marine reserve help kick that off.

5. Communication Between Members, their Respective Organisations and the Public

		Strongly agree/ Agree	Neutral	Disagree/ Strongly disagree	Don't know
Communication between members and their respective organisations is appropriate	Kapiti	20	40	0	20
	Hahei	83	0	0	17
	LIK	33	33	17	17
	Rongokako	60	0	40	0
Communication between MRC and public is good	Kapiti	0	0	80	20
	Hahei	66	8.5	8.5	17
	LIK	33	33	17	17
	Rongokako	40	40	20	0

Kapiti

- [Level of communication between MRC members/respective organisations] – I can only speak for my own tribe;
- [The level of communication between MRC members/general public is good] – I would hope so, the public are not my responsibility;
- [Speaking on all issues of communication] To a degree these issues have been recognised and (hopefully) there will be positive improvements.

Te Whanganui-A-Hei

- A committee such as this that comes from diverse interests cannot hope to get everything right, but we achieve a fairly good balanced outcome in communications with most interested parties. Funding can hamper this to a degree, but also balance must prevail in [public relations] issues.

Long Island – Kokomohua

- Through our brochure most members of the public are visually aware;
- Communication to the public is mainly maintained through the regional DoC office – which is [very] good.

Te Tapuwae o Rongokako

- The rest of the communication [apart from that to the Conservation Board] is conducted by DoC.

6. MRC Input into Policy and Actions

Kapiti

- [MRC has input into the approval of scientific research applications] when required, although not often;
- I'm sure all [MRC] members are sincere about their role. It is almost as if the Crown is unable to trust it since it has NO budget;
- Meetings held too infrequently making it difficult to sustain enthusiasm and continuity of planning

Te Whanganui-A-Hei

- I believe DoC would advise the minister/or director general if there were a need;
- [The Committee is an effective advocate for Te Whanganui-A-Hei Marine Reserve] – The committee could be an effective [illegible] public have the opportunity but few avail themselves of it;
- My neutral selections are because I don't know the effectiveness of our deliberations on DoC policy, thinking, ministerial advice, etc. etc. It is used I would suspect to political advantage when appropriate or to cite as a justification to somebodies [sic] agendas, or to support an argument for further marine reserves;
- Communication with Board and local DoC ok – [Head Office] and policy link is poor.

Long Island Kokomohua

- As DoC reps we do have input into DoC management plans'

Te Tapuwae o Rongokako

- [Effective achieving role under MRA/CMS, advocate for marine reserves in general/providing advice to Minister/Director general] – These would need to be discussed before pursuing.

7. Communication between the MRC and CB

COMMUNICATION FROM THE MRC TO THE CB IS ADEQUATE				
	Kapiti	Hahei	LIK	Rongokako
Strongly agree	0	17	33	0
Agree	20	66	50	60
Neutral	20	17	17	0
Disagree	20	0	0	0
Strongly disagree	20	0	0	40
Do not know	20	0	0	0
COMMUNICATION FROM THE CB TO THE MRC IS ADEQUATE				
	Kapiti	Hahei	LIK	Rongokako
Strongly agree	0	0	17	0
Agree	20	66	17	40
Neutral	0	17	50	20
Disagree	60	17	0	0
Strongly disagree	20	0	0	40
Do not know	0	0	17	0

8. MRC's Ability to Influence Management Decisions of Various Organisations

		Excellent	Good	Neutral	Poor	Insufficient	Don't know
DoC	Kapiti	0	50	30	20	0	0
	Hahei	0	83	0	0	0	17
	LIK	0	83	17	0	0	0
	Rongokako	20	20	20	20	0	0
Regional Council	Kapiti	0	10	50	40	0	0
	Hahei	0	17	17	33	0	33
	LIK	0	50	0	33	0	17
	Rongokako	0	20	20	0	40	0
Local Council (Territorial Authority)	Kapiti	0	20	20	40	0	20
	Hahei	0	33	0	33	0	33
	LIK	0	50	0	33	0	17
	Rongokako	0	20	20	20	20	0
Maritime Transport	Kapiti	0	20	20	40	0	20
	Hahei	0	33	0	0	0	66
	LIK	0	50	0	33	0	17
	Rongokako	0	20	20	20	20	0
MAF (MFish)	Kapiti	0	20	40	20	20	0
	Hahei	0	33	17	17	0	33
	LIK	0	50	0	33	0	17
	Rongokako	0	20	40	0	20	0
Other	Kapiti	0	0	0	0	0	0
	Hahei	0	0	0	0	0	0
	LIK	0	17	0	0	0	17
	Rongokako	0	0	20	0	0	0

Kapiti

- [Regional Council and Territorial Authority] – they don't seem to take a lot of notice;
- Meetings held too infrequently to consider issues and provide timely input to other organisations.

Te Whanganui-A-Hei

- I would like to think that there would be some showing of ideas and outcomes but I have not been a member long enough to make definite answers for this;
- Even though I've circled 'agree,' I believe many of these questions thru'out this document should rather be aimed at agencies such as regional councils, local council, DoC, marine trans[port] etc. in order to gauge from their end the effectiveness of this committee. Many agencies such as those mentioned above give lip service only and nothing more!!
- Board was effective in prompting DoC funding [illegible].

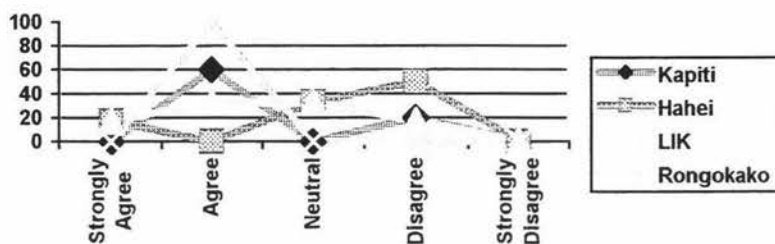
Long Island – Kokomohua

- By best practices we will influence everybody;
- Some organisations wish we would go away;
- No contact with other organisations.

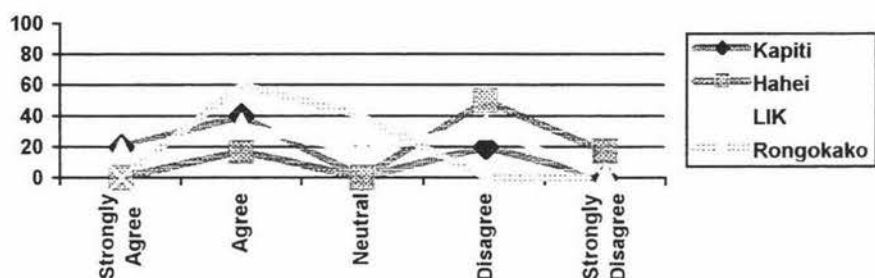
Te Tapuwae o Rongokako

- Depend[s] on results from discussions.

9. Respondents Believing some Committee Members are Fixed in their Ways



10. Frustration can Build between Committee Members



11. Trust, Power Differences, Capacity and Participation Amongst MRC Members

TRUST AMONGST MRC MEMBERS				
	Kapiti	Hahei	LIK	Rongokako
Strongly agree	40	33	17	0
Agree	40	67	17	80
Neutral	0	0	33	20
Disagree	20	0	17	0
Strongly disagree	0	0	0	0
NO POWER DIFFERENCES BETWEEN MRC MEMBERS				
Strongly agree	20	17	17	20
Agree	60	33	33	0
Neutral	0	17	17	20
Disagree	20	33	17	60
Strongly disagree	0	0	0	0
SOME MRC MEMBERS HAVE A GREATER CAPACITY TO PARTICIPATE				
Strongly agree	0	17	33	20
Agree	60	66	50	0
Neutral	20	17	17	0
Disagree	20	0	0	80
Strongly disagree	0	0	0	0
ALL MRC MEMBERS PARTICIPATE TO THE SAME DEGREE				
Strongly agree	20	0	0	20
Agree	20	33	17	0
Neutral	40	33	0	40
Disagree	20	33	66	40
Strongly disagree	0	0	17	0

12. Open Responses Regarding Internal Committee Relations

Kapiti

- Questions [members fixed in ways and building frustration] are not apparent;
- There will always be difference between committee members but our united stance is a commitment to enforcing patrols to monitor [the marine reserve] and a lack of DoC to do this to a suitable extent.

Te Whanganui-A-Hei

- I have only been a committee member for six months but have in the past attended meetings regularly as a community person. I have known most of the other committee members for a number of years and draw my responses from this knowledge and observations from previous Marine Reserve Committee meetings;
- [There are no power differences between committee members] – strange question!
- [Frustration can build between committee members - it] could I guess!
- I believe this Committee to be a very cohesive and active team;
- This committee runs smoothly, there is respect and a recognition of the skills each member brings to the table.

Long Island – Kokomohua

- Committee members are aware of the role they play in the community and are committed to do they best they can;
- The committee meets only 2 (or less) times per annum. There is little in the way of management tasks for the committee as it has no income or funds from DoC (more correctly – the Board) to undertake projects.

Te Tapuwae o Rongokako

- Every committee member is representing a group so I guess you could say that they want the best for whichever group they belong to. I'm representing Ngati Konohi and I'd like to think that I'm giving my hapu a good deal.

13. Open Responses: Do Meetings Remain Focussed on Issues the MRC Can Influence?

Kapiti

- Most of the time;
- Usually- can be distracted by compliance issues;
- It might include approaches to other gov[ernment] agencies apart from DoC;
- Poaching outside [marine reserve] and outside influences on the [marine reserve] e.g. sewage outlets, poachers.

Te Whanganui-A-Hei

- [Yes], provided follow-up communication occurs.

Long Island Kokomohua

- Large amount of time on compliance;
- As a committee our views are many and varied but the focus is what is best practice and best for the reserve;
- We mainly review research that has been undertaken and consider applications for more research projects;
- It may be an issue that a represented group can influence and may indirectly affect the committee, but which other members do not have a say in.

Te Tapuwae o Rongokako (no comments)

14. Additional Respondent Comments on the Maintenance of the MRC System

POSITIVE

- If it works why change it? (Te Whanganui-A-Hei);
- Needed (Te Whanganui-A-Hei);
- DoC is doing a good job. Who else can we blame!!! (Long Island - Kokomohua).

POWER

- But – we should be an autonomous body with power to make meaningful decisions regarding the [marine] reserve (Kapiti);
- [MRCs] need to have the power and resources to really be effective (Kapiti);
- Only if the committee has and more hands on with decision making i.e. law and enforcement or lack of it (Kapiti); and
- As stated in the current system, marine reserve committees are superficial (Rongokako).

FUNDING

- Yes if it is really serious about their value – but funding and infrequency of meetings suggest otherwise (Kapiti);
- Only if the committee has good funding (Kapiti);
- A management committee of community representatives should be retained, DoC involvement should remain. The committee should be funded independently for management purposes of the committee (Long Island - Kokomohua).

Continued...

...Continued

LIAISON

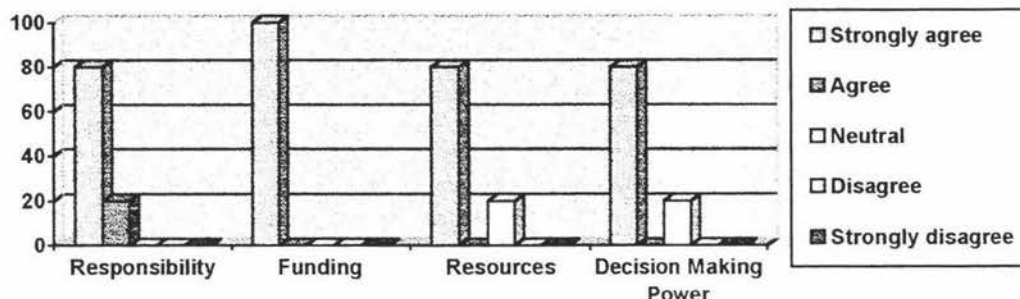
- I consider the committee a most valuable public link (Te Whanganui-A-Hei);
- Because the work done by DoC and the inter-relationship between the communities and Tangata whenua and DoC works well (Te Whanganui-A-Hei);
- This is the only way [marine reserves] will gain acceptance, however I must say that Tangata Whenua, irrespective of this issue, still perceive a threat in their "kaitiakitanga" – with the proliferation of reserves around the shores of Aotearoa (Te Whanganui-A-Hei).

RECOMMENDATIONS

- But [MRCs] should be critically reviewed relative to terms of reference every 5 years. I do not know about other reserves as to what they do (Te Whanganui-A-Hei);
- Only if iwi of the region want a marine reserve as presently legislated (Long Island - Kokomohua);
- The MRC should be divorced from the Conservation Board (too limiting) (Long Island - Kokomohua);
- It's not the committee system that's the problem. It's the inflexibility of marine reserves in general. DoC cannot ignore its statutory obligations to tangata whenua under its Act. DoC should not be tunnel vision and should look outside the square (Long Island - Kokomohua); and
- More general public input (Rongokako).

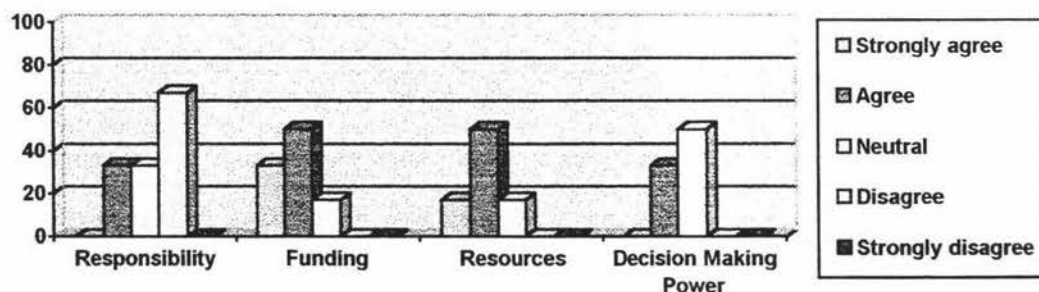
15. The Following Variables Should be Increased:

Kapiti Marine Reserve Committee



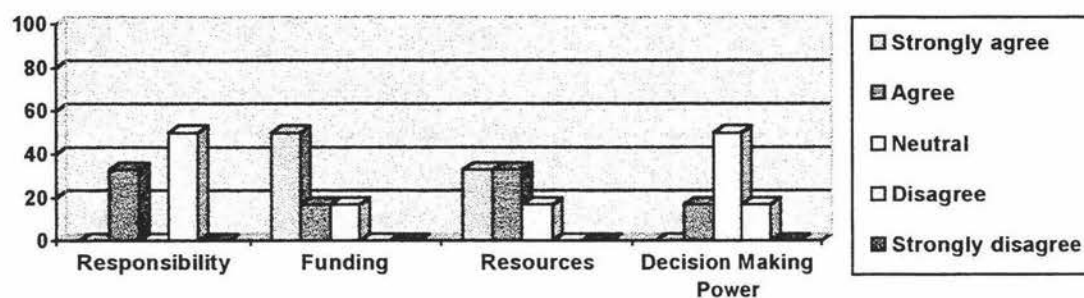
- We only have limited powers delegated by the Conservation Board;
- A method whereby [MRCs] could hold and distribute funding (funding not necessarily from DoC/Government); With the rational thrust towards marine conservation and sustainable eco-systems, local knowledge and local guardianship are assets worth developing at community level;
- MRCs could take a greater leadership role if given greater responsibility;
- [More responsibility, funding, resources and decision making power] sum up most of the thoughts of our MRC!

Te Whanganui-A-Hei Marine Reserve Committee



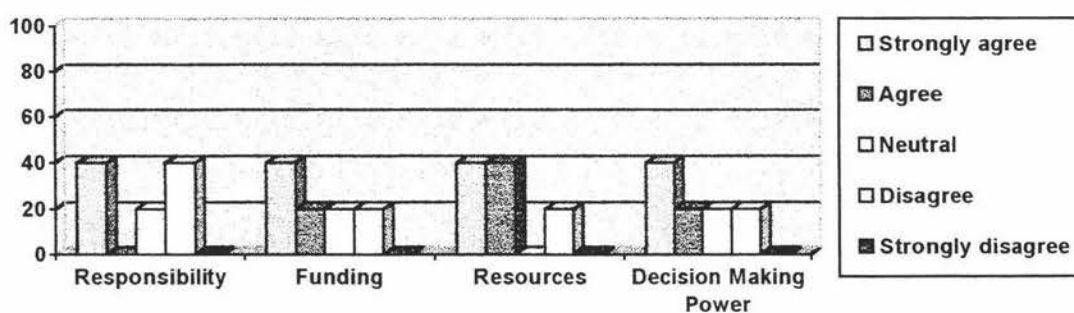
- Funding 'agree' if [it is] available;
- What responsibilities? Enforcement?
- These questions appear to be focussed on "more" issues, rather than "status quo." Its [sic] not about more (apart from funding), but rather about accountability, diligence, practicalities, and fulfilment, and seeing the reserve, the islands, the fish, the kaimoana sustained and managed in such a way that everyone benefits;
- Communication should be improved.

Long Island-Kokomohua Marine Reserve Committee



- The questions above relate to who has the power and what perspective is being considered. The concern for me is that the time involved and required from an iwi volunteer to productively read, research, discuss with own iwi members, then report back to another forum is never addressed by this process or any other Crown established process.
- Funding means better promotion
- Answerable to [Director General] and Minister.

Te Tapuwae o Rongokako Marine Reserve Committee



- Need more money to enhance reserve but realistically Govt has higher priorities;
- My comments are for Te Rongokako only;
- We are a very young committee i.e. we have been elected for say 18 months; therefore [I selected] "disagree."

16. Additional Comments Made by MRC Members

Kapiti

- We could be a more effective advocate for the Kapiti Marine Reserve and marine conservation in general, if we were an independent autonomous body, but still maintaining a close working relationship with DoC;
- Outside funding should be sourced;
- I found the questionnaire to be to [sic] long, and some questions inappropriate.

Te Whanganui-A-Hei

- It's vitally important for the preservation of marine ecosystems and the sustainable management of commercial and recreational fisheries that we have more marine reserves. Community promotion and participation are very necessary to achieve this and Marine Reserve Committees do just that;
- In general this committee's operation has impressed and thrilled me;
- A vehicle of considerable co-operation between DoC and Public;
- Generally very good news;
- Having a recreation reserve combined with a marine reserve poses a few difficulties in differentiating for the thousands of visitors. A relatively small number because it is a marine reserve. Is there a line to be drawn e.g. in use of funds (if available);
- I think the focus has been to [sic] introverted, rather than extravert [sic];
- Ability to raise outside funds to a Charitable Trust is an important parallel activity which should be implemented to facilitate external funding support.

Long Island-Kokomohua

- My comments may appear negative in general – they are, and the reason is as follows:
 - As an iwi Te Ati Awa were not in support of the establishment of this marine reserve in our rohe;
 - The reason for this is solely because of a loss to us of the right to take kaimoana from the area designated as a marine reserve;
 - This right is supposedly guaranteed by the Treaty of Waitangi;
 - Consequently we have lost this traditional and customary practice to operate our tikanga in this area;
 - Te Ati Awa support the idea of mataitai reserves, whereby the management is managed solely by iwi;
 - As a sweetener perhaps, Te Ati Awa has 50% positions (plus one other iwi rep) on committee – the question for us is, do we join something we basically object to, or do we walk away completely.
- Re. Research – more support and promotion should be given to Mataureinga Maori, traditional research. DoC should and reserve committees should equally support and encourage this as much as scientific research;
- Re. Crown obligations cannot be ignored – Marine reserves are an exclusive mechanism;
- Re. Upskilling committee members – if these voluntary positions are to be effective and make good sound decisions maybe
 - upskilling in this area should be done;
 - remuneration of some sort;
 - encouraged to get into educational role;
 - to develop and grow rather than deal with issues as they fall on the table.
- Overall I think the success of our Marine Reserve Committee can largely be attributed to the fact that the input and support from the staff, Picton Regional Office [and] Roy Grose has been positive, supportive and effective as well as consistent. Communication is at a personal level also.
- A question that perhaps you should have included should have been:
 - Do you support/agree with the provisions within the Marine Reserve Act?
- [A MRC member who did not fill in the questionnaire, but did send back comments] In reply to your questionnaire I do not wish to be part of this survey. My only comment to your **Aim of Study** – “Are Marine Reserve Committees an effective means to achieve participatory import [sic] in Marine Reserve Management” My experience as a founding member of the Long Island – Kokomohua Marine Reserve Committee would be “Yes”
 - All representatives of this Committee work well together, with DoC and other to achieve the best management results.

Te Tapuwae o Rongokako

- As you can ascertain I am very disappointed at the role of the marine reserve committees. I am a tangata whenua representative and also believe Ngati Konohi were mislead, as we believed that decision making would rest with the committee but it does not. I am a believer in “local solutions for local needs”. DoC perform all of the other duties that you have listed, our input has only been work on a draft operational plan. Also because of lack of funding we can only have a limited amount of meetings therefore we do not have the capacity to broaden our horizons. I believe that tangata whenua have been disempowered.