

Lincoln University Digital Dissertation

Copyright Statement

The digital copy of this dissertation is protected by the Copyright Act 1994 (New Zealand).

This dissertation may be consulted by you, provided you comply with the provisions of the Act and the following conditions of use:

- you will use the copy only for the purposes of research or private study
- you will recognise the author's right to be identified as the author of the dissertation and due acknowledgement will be made to the author where appropriate
- you will obtain the author's permission before publishing any material from the dissertation.

Building Stronger Communities

Using Community Based Environmental Management as the key to
furthering the success of Coastcare Groups in New Zealand



Report for the Partial Fulfilment of the MSc Resource Management
Degree 2000-2001

Ilana Batchelor

Environmental Management Group, Environmental Management & Design
Division, Lincoln University, Canterbury, New Zealand
October 2001

EXECUTIVE SUMMARY

This document provides 'food for thought' for provision of improved and effective creation of Community Based Environmental Management within New Zealand. The focus of this report is primarily on supporting Care groups such as Coastcare and Dune Care Group from inception through methods of facilitation and capacity building, building levels of empowerment and trust.

The following document contains:

- 1.) A focus upon the collective approach toward strengthening and heightening group success in relation to facets of group cohesion and works outcome. A set of criterion are formed.
- 2.) A review of relevant theory which assist and contribute to Integrated Coastal Management, enhancing partnerships and levels of participation.
- 3.) Overarching recommendations for improvements within institutional culture toward recognising the mutual benefits of the formation of respected partnerships and enhancement of Community Based Environmental Management.

Key recommendations include:

- Make provisions and time to actively scope ideas to establish national objectives for establishing effective Community Based Environmental Management.
- Stipulate the importance of environmental management and protection as an issue in its own right and of which is not secondary to other political agendas.
- Actively determine how elements of these objectives can become transparent throughout regional council Care projects and embrace these within organisational policy and culture.

ACKNOWLEDGEMENTS

I would first like to acknowledge all those that have contributed toward the completion of this document. Your advice, support, knowledge and motivation have helped me realise my goal, enabling me to complete this task. A special acknowledgement goes to my Supervisor Dr. Stefanie Rixecker, who has helped me maintain a sense of composure. Her advice, time and efforts have contributed to formation of a document that I have gained great enjoyment from writing. I extend my gratitude to my external examiner Rodney Chambers, who has been forthcoming with any information and advice that was required. I appreciate the time he spent with me during the early stages of project formation and for providing feedback on assessed documents.

I acknowledge all those who contributed to primary data collection, in both New Zealand and Australia, especially those listed below:

Keith Bailey	Coastcare Facilitator, Environment Australia, Canberra Australia
Alan Campbell	Environmental Waikato
Beverley Clarke	Adelaide University, Australia PhD Student
Brett Currie	Project Officer, Greater Taree City Council, NSW Australia
Rob Gerade	Environment Canterbury
Daintry Gerrand	Manning Coastcare
Chris Rees	Tasmanian Coastcare
Harley Spence	Coastline Consultants

As for my fellow colleges in MSc 2000-2001 you have all proven to be true towers of strength, and have contributed towards a memorable two years. Thank you, KC, Kate, Jezza Jase, Ben, Rachael, Charlotte, Mel, and Angela.

I extend my acknowledgements to all Departmental and Administrative staff within EMD for their continued enthusiasm and support.

A special thanks finally goes to all my close friends and family (especially Ma, Pa, and TJ), who have been on board my journey over the last two years and have never got off. I

am indebted to you all and trust that I will one day provide a source of strength for you,
you know who you are 😊.

Contents Page

EXECUTIVE SUMMARY	i
ACKNOWLEDGEMENTS	ii
LIST OF TABLES ETC	xi
LIST OF ACRONYMS	xii
1. INTRODUCTION	1
1.1 Problem Definition	1
1.2 Aims and Objectives	3
<i>1.2.1 Process Aim</i>	3
<i>1.2.2 Content Aim</i>	3
<i>1.2.3 Objectives</i>	4
1.3 Methodological Considerations	8
<i>1.3.1 Study Approach</i>	8
<i>1.3.2 Limitations and Assumptions</i>	10
<i>1.3.3 Chapter Outline</i>	11
2. COMMUNITIES AND GROUP DYNAMICS	13
2.1 The Purposes of using contextually relevant literature	13
2.2 Theories Involving Community Management	14
<i>2.2.1 Introducing Community Based Initiatives</i>	15
2.3 Participatory Theory	19
2.4 Co-Management	22
2.5 Group Effectiveness	23
2.6 Group Dynamics	26
<i>2.6.1 What are Group Dynamics?</i>	28
<i>2.6.2 Group Processing</i>	28
<i>2.6.3 Empowerment</i>	29
<i>2.6.4 Facilitative roles from within and outside the group</i>	30

3.	SEEKING COMPLEMENTARY AVENUES BETWEEN AUSTRALIA AND NEW ZEALAND	34
3.1	Introduction	34
3.2	Australian Coastcare	35
3.2.1	How is success measured?	37
3.3	New Zealand's Statutory Obligations	41
3.4	Integrated Coastal Management	44
3.5	The Advantages of Incorporating Statutory Authorities	47
3.6	Success and its Dynamic Nature	50
4.	FRAMING SUCCESSFUL CRITERION	54
4.1	Introduction	54
4.2	Problems with Assessing Effective Citizen Participation	55
4.3	Criterion Formed from Reviewed Literature	56
5.	LESSONS TO BE LEARNED FROM CHOSEN CASE STUDIES	59
5.1	Introduction	59
5.2	Beachcare in the Waikato	60
5.2.1	<i>Functions of Beachcare in the Waikato</i>	62
5.3	Introducing Whagamata Coastcare	64
5.3.1	<i>Identifying areas of recent group conflict</i>	65
5.3.2	<i>External Conflict</i>	66
5.3.3	<i>Internal Group Conflict</i>	67
5.3.4	<i>Community Participation and Representation</i>	69
5.3.5	<i>Interaction with Government Authorities</i>	70
5.3.6	<i>Ideas for Improvements</i>	70
5.4	Manning Coastcare Group	72
5.4.1	<i>Placing Manning Coastcare Group in the context of Australian Coastcare</i>	72
5.4.2	<i>Background Information</i>	73
5.4.3	<i>Functions of Manning Coastcare Group</i>	73
5.4.4	<i>Identifying Areas of Group Success</i>	74

5.4.5 <i>Issues of Intergroup Conflict</i>	75
5.4.6 <i>Interaction with Government Authorities</i>	75
5.4.7 <i>Community Participation and Representation</i>	76
5.4.8 <i>Ideas for Improvements in Coastcare Australia</i>	78
5.5 Leithfield Ashworths Beach Coastcare Group	80
5.5.1 <i>Functions of Leithfield Coastcare Group 1999</i>	81
5.5.2 <i>Issues of Inter and Intragroup Conflict</i>	82
5.5.3 <i>Interaction with Government Authorities and Community Members</i>	84
5.5.4 <i>Areas for improvement within Leithfield Coastcare Group</i>	85
5.6 Barriers and Successes toward fulfilment of Criterion	86
5.6.1 <i>Understanding what the Matrix phrases represent</i>	88
6. DISCUSSION AND RECOMMENDATIONS	92
6.1 Reiteration of this reports aims	92
6.1.1 <i>Success</i>	93
6.1.2 <i>Funding</i>	94
6.1.3 <i>Facilitation and Co-ordination</i>	94
6.1.4 <i>Institutional Focus and Integrated Management</i>	95
6.2 Recommendations	95
6.3 Tool Kit	98

REFERENCES

APPENDICES

Appendix .1. Questions, Prompts and Areas of Discussion when meeting Coastcare Group Representatives and other Interested Parties

Appendix .2. Physical and Plan Boundaries in the New Zealand Coastal Environment

Appendix .3. Liaison Issues that Agencies with Statutory Obligation must be aware of

List of Tables, Boxes, Plates and Diagrams

Chapter One

<i>Diagram 1 – Report Framework</i>	7
-------------------------------------	---

Chapter Two

<i>Table 1.- Levels of Co-Management</i>	22
--	----

Chapter Three

<i>Box 1 – Elements considered for developing regional strategies</i>	38
<i>Diagram.2. – The Continuum Of Public Involvement</i>	48

Chapter Four (N/A)

Chapter Five

<i>Diagram 3 – Beachcare Partnership</i>	61
<i>Plate A – Aerial view of Whangamata Beach</i>	64
<i>Plate 1a and 1b – Whangamata Esplanade before and after photographs</i>	65
<i>Box 2. – Beachcare Ground Rules</i>	68
<i>Plate B – Location of Manning Point and Manning Valley</i>	72
<i>Plate 2 and 3 – Sign Usage by Manning Coastcare Group</i>	77
<i>Table.2 – Barriers and Successes toward fulfilment of criterion</i>	86
<i>Diagram 4 – Criterion Fulfilment Matrix</i>	90

Chapter Six

<i>Diagram 5 – Interconnection between group formation and facilitation</i>	102
---	-----

List of Acronyms

CBCI	Community Based Conservation Initiatives
CBEM	Community Based Environmental Management
CCC	Christchurch City Council
CMA	Coastal Marine Area
DoC	Department of Conservation
ECAN	Environment Canterbury
EW	Environment Waikato
ICM	Integrated Coastal Management
IUCN	The World Conservation Union
MCCG	Manning Coastcare Group
MoU	Memorandum of Understanding
NGO	Non Government Organisations
PEC	Primary Environmental Care
RMA	Resource Management Act

Chapter One – Introduction

1.1 PROBLEM DEFINITION

Primary Environmental Care (PEC) is the process by which local communities- with varying degrees of external support – organise themselves and strengthen, enrich and apply their means and capacities (know how, techniques and practices) for the care of their environment which simultaneously satisfies their needs. This process assimilates integration through three objectives, this is protecting the local environment, meeting the needs of the people, and empowering the local community.

As a form of Community Based Environmental Management, PEC explicitly recognises the need of a merging of these objectives for effective resource management. When scholar Garzia Borrini Feyerabend spoke at a IUCN, (The World Conservation Union) symposium in 1994 he noted that PEC is born “out of the lessons learned in the field, out of the frustration many of us felt in considering failure upon failure, the enthusiasm of reviewing cases of success.... and the patience needed to disentangle some plausible reasons why they succeeded” (Holdgate 1996, p.228).

The problem that becomes paramount is that within the establishment of national management programmes a requirement and provision for good local management programmes needs to be effectively addressed. Too often the focuses of national strategies are formed around large-scale environmental problems, which are too often at the detriment and loss of local voice and needs. As Holdgate notes, ‘local is the dimension of

real meaning' (Ibid 1996, p.228) 'It is the place where activities must be carried out, where complexities, conflicts and knots are apparent and not disguised by abstract planning language, and where environmental care or disruption and neglect have direct, immediate and severe consequences for people's health, well-being and income'.

Too often programmes with a community based initiative fail. To create social change within a community, the concerned communities, groups and individuals should be fully involved in creating the initiatives to promote environmental management. The action for creating sustainability has to begin with the people, and not be something that is imposed from a top down process, but rather supported, allowing for greater community empowerment and commitment by those within the local environment.

This report endeavours to address some of the issues raised during the process and inception of community based environmental groups (with a particular focus on Coastcare and Dunecare groups). It is essential to identify that this report does not endeavour to allow for all aspects of community based initiatives and therefore focuses on elements of success and areas of possible transparency between two Coastcare programmes in New Zealand and Australia. Hence the overall question fostering and creating the focus for this report and project framework (See Diagram 1.) is as follows.

By use of established theory, and relevant literature to community based environmental management and group dynamics, how do an established set of Coastcare groups in New Zealand and Australia determine their success; and how can the Australian Coastcare working model provide a basis for how New Zealand can transpose some of the successful elements into the existing Coastcare system?

To meet the requirements of this research question, the following aims and objectives have been identified to maintain an element of focus throughout the document for both the author and audience.

1.2 AIMS AND OBJECTIVES

The aims for this project are as follows:

1.2.1 *Content Aim*

The aim of this study is to develop a set of criterion for establishing successful Coastcare groups within New Zealand by analysing group dynamics (in terms of what enables the groups to function and the behaviour that stems from this), and their definition of success in relation to the case studies.

1.2.2 *Process Aim*

To work within the bounds of my objectives to satisfy the project framework and overall project focus

The chosen objectives clarify the framework for the process of development of this project which is shown in Diagram 1.(page 7)

1.2.3 Objectives

Objective One:

Define the characteristics of community based environmental management in New Zealand and Australia with respect to contextual differences

The rationale behind this objective is to assess the differences between contextually different countries and determine how success (whether it involves tangible/ seen or process outcomes) is measured among Coastcare groups. It is essential at this point to outline the assumption that the Australian Coastcare programme is deemed an effective and successful system and alternatively can represent some areas where 'lessons can be learned' within the New Zealand framework.

Objective Two:

Outline a set of criterion for determining success, by using existing national and international literature.

By using knowledge from varying disciplinary backgrounds, it is possible to determine key components noted in the literature for creating successful groups and strengthening group dynamics. From here a set of criterion will be formed and become part of the analysis when looking at the case studies.

Objective Three

Use the criterion as the 'lenses' to analyse the case studies.

The rationale for this objective is to determine where contextual gaps lie in relation to the case studies used. This will help determine if the selected criterion fit the groups' analysed definitions of success. It will also help determine other elements of success that have not been identified in the criterion.

Objective Four:

Determine the lessons New Zealand can learn from a working Coastcare model in Australia and outline a set of criteria that are contextually specific to the New Zealand setting.

It is important to be aware of the contextual differences between Australia and New Zealand. The aim of this study is not to make a direct comparison between the two countries, but to distinguish where there could be elements of complementarity's from the Australian to the New Zealand system.¹

Objective Five:

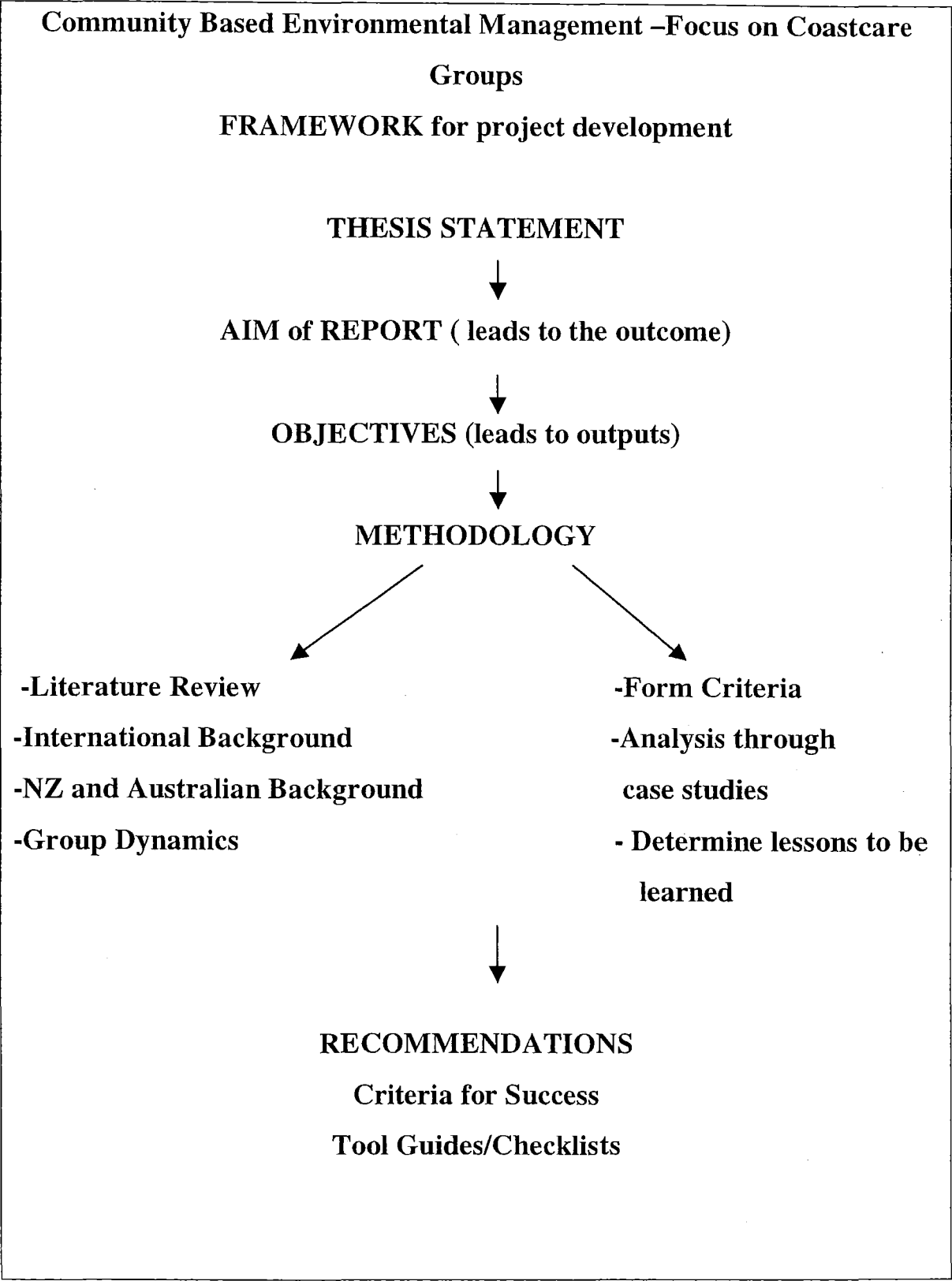
Develop a set of conclusions and recommendations that can be used by community groups, local, regional and national government authorities to determine how they can contribute to the effective management of Coastcare groups.

The recommendations derived from analysing the case studies will provide agencies with legal obligations to strengthen working relationships with community based environmental groups providing better resource allocation and support, maintaining the effectiveness and longevity of these groups.

The next section describes what methods were used to meet these aims and objectives.

¹ It is important to note that the chosen Coastcare model of Australia does have shortcomings and ultimately the nature of group success lies in the hands of group members. These shortcomings are however outside the realm of this project

Diagram .1. Report Framework



1.3 METHODOLOGICAL CONSIDERATIONS

Within any form of primary research, it is important to examine the ways in which information will be collected. Hence, the following section will assess the approach to which research and collection of primary data has occurred. This section also defines those general and limiting assumptions found within this study.

1.3.1 Study Approach

This study acknowledges the emphasis placed on the importance of Community Based Environmental Management (CBEM). The data obtained and analysed recognises this established emphasis, and thus forms the basis for primary discussion. The discussion also leads to identifying the importance of CBEM and possible provisions for better implementation. The research focus also rests upon the collective approach (with improved partnerships) to strengthen and highlight group success in relation to the inward dynamics of group cohesion and problem solving.

Therefore the study outlines a review of the literature based on international community-based management systems and the dynamics of the groups that are discussed within this literature. A further in-depth analysis is carried out. It specifically focuses on the working Coastcare model in Australia, emphasising how this model is deemed successful.

From the selected set of criterion for determining group success, [using disciplinary viewpoints], case studies have been used to determine whether the element of *success* (determining barriers and limitations within groups) are similar between groups. It is also assumed that contextual differences will be paramount whereby *success* carries varying importance in relation to the aims and objectives of each Coastcare group. For investigation purposes, one group from Australia's New South Wales Coast were studied (i.e., Manning Point Coastcare Group which incorporates Old Bar Coastcare Group), and two groups within New Zealand (i.e., Whangamata Coastcare Group and Leithfield Coastcare Group) were also analysed. The methods used for obtaining data were carried out in the same way for each case study. A fuller discussion follows with regard to these methods and their justification.

For the purposes of data collection, a number of informal discussions were held with members of the groups studied. The decision to use informal discussions allowed for greater amounts of freedom for the information shared and also the ability to form a trusting relationship between the researcher and the researched. Appendix 1 demonstrates areas that were to be identified within the discussions, working as prompts to obtain all the information required.

After the initial phase of primary data collection, these case studies were analysed, whereby a matrix was formed determining areas where particular groups were successful and areas where there is room for improvements. From this analysis, a set of recommendations and a tool guide for co-ordinators and community groups to provide for better aspects of facilitation, funding, support, capacity building and empowerment was devised.

As noted earlier the scope for such a report is very wide, and could be developed upon many tangents. Therefore, it is important to outline the limitations and assumptions of the report, allowing for recognition of these assumptions and highlighting the boundaries in which this report lies.

1.3.2 Limitations and Assumptions

Due to the number of case studies used, and with the project's time restrictions, it was impossible to do an in-depth study of group dynamics. Essentially, the aim for this research is to provide 'food for thought' and could hence lead to further investigation of how to make Coastcare an effective measure for creating group cohesion and positive environmental outcomes. Once again, the literature review focuses primarily on the specifics of CBEM and touches briefly on the international and national scale of this initiative. Hence, a fuller investigation to worldwide implementation would provide further information for creation of successful group measures.²

In this research, the Australian Coastcare model is deemed successful and becomes the basis for early discussion on successful Coastcare groups. This assumption of success is justified with regard to elements of growing numbers and memberships throughout Australia, the aspects of longevity, (hence a supported network since its inception³), and the actual visual presence of these groups and their work along coastal beaches. The

² Ultimately the process of studying group dynamics is an ongoing process and what needs to be addressed is the need to resource and support groups from its inception and beyond to maintain an element of continuity and effective environmental monitoring. (Refer to Chapters 3 and 6 for greater discussion)

³ In 1989, the federal government accepted the idea of a National land Management Programme proposed jointly by the National Farmers' Federation and the Australian Conservation Foundation. 1990 was declared

Commonwealth government, which endorses the principles of Integrated Coastal Management, recognises a three-tiered management approach between each level of government, forming partnerships with set objectives for Coastcare programme effectiveness. The model itself, however, does not fall outside criticism and has been critiqued with regard to gender and race differences as well as aspects of efficiency and actual measure of effectiveness with regard to work done (Curtis 1994). These criticisms are outside the scope of this study.

The project therefore reads in the following way (as discussed in the chapter outline), taking into account these limitations, assumptions and the aims and objectives, which highlight the project framework.

1.3.3 Chapter Outline

Chapter One outlines the aim of this study, highlighting the issue of investigation and the methods involved in meeting the objectives raised. Chapter Two offers a review of the international and national use and purpose of CBEM, and the definitions and theories assessed in this study when referring to aspects of CBEM. The chapter further highlights the characteristics of group dynamics and the components of process and development.

Chapter Three moves on to introduce the characteristics of a working model of CBEM, in relation to the Australian Coastcare model. An analysis of New Zealand's current coastal management programmes is also noted. The factors noted in the literature which provide for successful groups are highlighted further, and from here a set of conditions for success

the Year of Landcare and the 1990s the decade of Landcare. The initial funding package for the ten year block was \$A320 million.

are listed. Government legislative and policy frameworks for existing and continuing CBEM programmes within New Zealand are also addressed as they are in Chapter Five. Chapter Four develops a set of five criteria for success of community based Coastcare programmes, and Chapter Five tests these criteria on established groups within Australia and New Zealand, noting strengths and weaknesses. Chapter Six concludes the study and provides a set of recommendations and tool guide for both community groups and coordinators for further use and establishment of successful Coastcare groups in New Zealand with government support.

Chapter Two -

Communities and Group Dynamics

2.1 THE PURPOSES OF USING CONTEXTUALLY RELEVANT LITERATURE

The following chapter provides an introduction to the literature reviewed and of which is relevant to this project. A literature review provides the opportunity to scope relevant and pertinent information, situating the purpose of the study within contextual bounds. The rationale used for choosing relevant literature incorporates aspects of the overall thesis question, the aim and moves towards meeting the objectives. Therefore literature is assessed accordingly from an international, regional and local perspective in relation to Community Based Environmental Management, group dynamics and their effectiveness, relevant participation and management theories, and more specifically analysis of Coastcare programmes. To provide focus for this report, this chapter endeavours to address the following research question, which is an element of the overall focus of this report and project framework.

A community, in some ways, is the social equivalent of an ecosystem; it is an interacting group of people, together with their immediate physical environment, how then, does the use and purpose of CBEM from national and international literature accommodate for improved group process and development?

The following discussion based on reviewed literature, is divided into two sections. The initial section describes the theories surrounding Community Based Initiatives, and secondly how these theories contribute to improved aspects of group dynamics and effectiveness.

2.2 THEORIES INVOLVING COMMUNITY MANAGEMENT

What do they involve?

As *Caring for the Earth*, under the interaction between three key environmental NGOs (IUCN/UNEP/WWF) (1991), states, there are essentially six steps to promoting community action. These are:

- 1.) providing communities and individuals with secure access to resources and an equitable share in managing them;
- 2.) improving the exchange of information, skills and technologies;
- 3.) enhancing participation in conservation and development;
- 4.) developing more effective local governments;
- 5.) caring for the local environment in every community;
- 6.) providing financial and technical support to community environmental action

More importantly three types of action are needed to provide for these steps. These are:

- 1.) actions that give individuals and communities greater control over their own lives;
- 2.) actions that enable communities to meet their needs in sustainable ways;
- 3.) actions that enable communities to conserve their environments. (Holdgate 1996, p.226)

The following discussion introduces the concept of Community Based Initiatives, explaining what these are, and how they provide for improved group effectiveness.

2.2.1 Introducing Community Based Initiatives- promoting community action

As a foundation point, the following quote from Forgie (et al) explains the meaning behind Community Based Initiatives and the resultant desire for their improved inclusion in environmental management initiatives.

Community-based conservation initiatives (CBCIs) are bottom-up(or grass-root) activities that bring individuals and organisations together to work towards achieving desired environmental goals. These initiatives are fuelled by a community force that is exerting pressure on government agencies in many parts of the world. Commonly referred to as localisation or subsidiary this force reflects people's desire for a greater say in issues that affect them. While government agencies may set strategies and prepare plans and policies, their ultimate success depends on the support of a wide spectrum of society, so this desire for involvement needs to be acknowledged and acted upon.(Clark and Reddy 1999, from Forgie et al 2001, p.6)

Like CBISs noted above, Community Based Environmental Management (CBEM) reflects the same pattern of involvement and ultimately starts with the most fundamental principle. This principle is that 'individuals will take care of those things in which they have a long-term, sustained interest'. For the purposes of this study which researches CBEM, a community can be defined as a number of people who have a goal and decide to work together to do something about it. Hence, a common identity is formed despite the differences that occur individually. This common identity also extends to the geographic location of a place that is defined as local and of common interest. (Keller 1998, p.17)

An objective of CBEM is that before a programme can get started and before any meaningful action can be initiated, there must be a genuine need, felt among local people, to improve or change the existing situation. Chamala & Mortiss (1990) suggest four conditions necessary for success among community based initiatives, these are:

- a pressure for change
- a shared vision
- capacity for change, and
- actionable first steps

Without a clear vision, involving general agreement on the key issues and priorities, community action will lack focus, and the initial motivation of the participants will be lost. (Fitzgerald, 1999, p.49)

Hence, this clear vision requires certain characteristics, which are promoted through existing CBEM groups worldwide. These include:

- A commitment to involve community members and local institutions in the management and conservation of natural resources.
- An interest in developing power and authority from central and /or state government to more local and often indigenous institutions and peoples.
- A desire to link and reconcile the objectives of socio economic development and environmental conservation and protection.

- A belief in the desirability of including traditional values and ecological knowledge in modern resource management. (Kellert et al, 2000, p.706)

It is therefore not a new concept to involve community members in the management and conservation of resources; rather, “CBEM can be viewed as a modern attempt to revive often quite established and traditional local and indigenous cultural and institutional mechanisms for managing and conserving the natural environment” (Ibid, 2000, p.706). By building upon existing knowledge of specific issues and contextual affiliation, CBEM incorporates the potential for improved trusting relationships between stakeholders.

Take for instance the level of CBEM at a global scale. Implementation of this key concept, whereby there is commitment and desire to include local initiatives into meeting conservation and management needs, are evident worldwide. One example is demonstrated in an article written by James Ellsworth (et al), which investigates the Canadian Atlantic Action Programme, hence illustrating a community-based approach to collective governance. This article was written in 1997. The action plan investigated within this article had been established for six years prior to publishing. The overall approach has been to form coalitions of stakeholders assisted by local governments which have taken a leading role for the planning and management of 13 coastal ecosystems throughout Atlantic Canada.

At its inception, this action plan was purely facilitated and controlled by the federal government (Environment Canada), but is now led at a more local level. The traditional role of the government is shared with local roundtables [that are] established in each

coastal ecosystem. Instead of government departments being the lead agencies that set policies and priorities, the communities assume this function, and the government agencies become partners in responding to their identified needs (Ellsworth et al, 1997, p.121).

The shift toward the direct involvement of the general public in resource and environmental management demonstrates attempts to challenge, or rather influence, policy, which is formed at the highest level of the political spectrum. The increasing number of co-operative working relationships developing between government agencies and the public as a result of the desire for a greater level of participatory democracy, demonstrates the sense of maturity the governments, such as the Canadian model, are demonstrating when it comes to the responsibility of management and conservation (Ibid, 1997, p.124). This essentially highlights the avenue of building trust. This is whereby assessment of the real issues and needs are accounted for at both levels of the partnership spectrum, hence a criterion for evaluating effective groups.

In the context of New Zealand, the adopted legislative framework under the amended Local Government Act 1989 and the Resource Management Act 1991 has created a devolution of responsibilities from central government to local authorities. This in turn has created opportunities for greater levels of participation within the community and the possibility of creating partnerships. This is important because it allows for communities with shared visions to actively become involved.

This is however limited to elements of support, facilitation and funding. Reasons for allowing for these elements to extend group effectiveness are noted in the analysis of both co-management and participation theories which are to follow in this chapter. A further

evaluation of the New Zealand context and its legislative bounds is found in Chapter Three when identifying New Zealand's coastal management programme, as is the significance of Australia National Landcare programme.

2.3 PARTICIPATORY THEORY

The justification?

“Participation theory promotes citizens’ involvement in decision-making as a means of encouraging community members to consider issues of common interest”. (Forgie 2001, p.7) Involvement enhances “co-operation, as co-operation is strongly influenced by the possibility of individuals having to deal with each other repeatedly. Where citizens are jointly involved with elected representatives and managers, this necessitates agreements for sharing responsibility and decision- making authority”. (Ibid 2001, p.7)

From Forgie et al (2001), Clark and Reddy suggest, ‘one reason for this development is that power of the traditional ‘command and control’ hierarchical government is being eroded by information and communications advancements. Organisations and citizens have the ability to access much of the information that governments use, and increasingly governmental decisions are being questioned’ (p.7).

Forgie et al (2001) further define the advantages of involving communities within these management and conservation issues. These advantages include:

- *Enforcing regulations becomes less costly*- self regulation can be achieved through peer pressure and good example, particularly when people work together in community groups.
- *Benefits of local knowledge*- Local people may better understand the dynamics of their environment and its problems. The contributions can also allow for flexible and responsive measures as suited to the local conditions and environment.
- *Assisting sustainability* – Reaching and understanding the limits that can be placed on the environment
- *Building capacity*- A bottom-up approach can unite communities and provide the impetus to solve their own problems (Osterman et al. 1989 from Forgie et al, 2001, p.8)
- *Sharing responsibility*- A benefit of involving different groups with a range of demands is that some of the responsibility for resolving conflict is shared with them. This provides citizens with an understanding of how government works.
- *Accelerating Change*- Take for example the Australian LandCare Motto, “Tell me and I’ll forget; show me and I may remember; involve me and I’ll understand”. Contributing to the practical element, CBEM provides for an accelerated understanding involving group development and the approaches to creating public awareness. This is highlighted in the above motto.

- *Working Together*- “Effective partnerships within central and local government, communities and private resource managers need to be forged and strengthened to enable the guidance, sharing of expertise, access to information and support to achieve effective local action” (New Zealand Biodiversity Strategy (DOC & MfE 2000), p.125 from Forgie et al 2001, p.9)
- *Building Trust*- Essential to participation is the involvement of local knowledge and attitudes within the realm of science and expert knowledge.

By being aware that community involvement does have advantages, this accelerates and provides for actionable steps to take place. This is whereby there is a decided and empowered commitment to reach goals, allowing for the promotion of partnerships, and the ability of the community to build capacity, by working within local strengths and knowledge. The knowledge held is also shared, as is access to information, illuminating the complexities that stand behind a resource and its subsequent value. These all subsequently lead to criterion that promotes effective group cohesion.

While promoting citizen’s involvement in decision-making leads to increased co-operation in reaching for a shared vision, how this is achieved and through what mechanism is an important area to address. Aspects of partnerships and the formation of these are affected by levels of power sharing and the actual commitment of government groups to actively partake and show an interest. The following section discusses a possible way of measuring the actual over the intended level of participation by government authorities in the form of co-management.

2.4 CO-MANAGEMENT

A way to measure participation

The basis for co-management rests upon the adopted yet slightly modified example of Arnstein’s (1989) ladder of participation. Horsley and Pollock (cited in Brassell- Jones 1998), created a diagram depicting varying levels of co-management, whereby each rung included increased power sharing. Table. 1 demonstrates this adopted example.

Table. 1 Levels of Co-Management

	Levels of Community Involvement	Shifts in Power and Responsibility from Government to Community
7	Partnership/Community Control	Partnership of equal; joint decision-making institutionalised; power delegated to community where feasible
6	Management Boards	Community is giver opportunity to participate in developing and implementing management plans
5	Advisory Committees	Partnership in decision making starts; joint action or common objectives
4	Communication	Start of two-way information exchange; local concerns begin the enter management plans
3	Co-operation	Community starts to have an input into management; e.g use of local knowledge, research assistants
2	Consultation	Start face to face contact; community input heard but not necessarily heeded
1	Informing	Community is informed about decisions already made

(Source:Horsley and Pollock, cited in Brassel-Jones 1998:2)

Hence, co-management can involve varying levels of government whether it be local, regional or national; it can involve varying degrees of community participation; and it can include informal and formal statutory agreements (Ibid, 1998, p.1).

Brassell-Jones(1998) recognises that the groups set up in New Zealand have focused on the sharing of power and responsibility between government and local resource users (the following case studies in Chapter Five also investigate this concept). In this respect, the aim of the Resource Management Act (1991) should not only focus on achieving measures of sustainable development, but should further highlight the need to achieve a balanced representation of all interests in the community. Hence to involve a mix of stakeholders is to ultimately involve an achievable representation. This raises a series of question such as:

How do we do this? What lessons can we learn from working examples? How do we provide better for the complexity involved in the nature of groups?

These questions provide areas for discussion, which will be further developed in Chapter Five and Six. The following section moves into the second area of discussion for this chapter. It provides a link between the theory and actual group dynamics. Throughout this discussion reiteration of how the elements brought out in analysis of the theory are demonstrated, as are how this influences the dynamics of groups.

2.5 GROUP EFFECTIVENESS

The creation of greater levels of participation and the approach and commitment to how this is undertaken, rests entirely in the way these community groups are formed and [hence] resourced. From their inception, groups require an effective means for determining success. Kellert et al (2000) selected six variables, which determine ways of measuring successful community based initiatives. These variables are:

* *Equity*- the distribution and allocation of social and economic benefits and resources.

* *Empowerment*- the distribution of power and status, particularly among local peoples, including authority devolved from central and state governments and institutions; as well as participation in decision making, sharing control and/or democratisation.

* *Conflict Resolution*- the handling and resolving of conflicts and disputes over policies among local peoples and among local, state and national entities and institutions.

* *Knowledge and Awareness*- the consideration, incorporation and production of traditional and modern ecological knowledge in managing natural resources.

* *Biodiversity protection*- the conservation and protection of biological diversity and associated habitats, including the preservation and recovery of rare imperilled flagship species, or imperilled populations of stocks and species.

* *Sustainable utilisation*- the consumptive and non-consumptive¹ utilisation of resources in ways intended to maintain the long term availability of these resources in a non-diminished manner for present and future. (2000, p. 707)

However in noting these six variables there are assumptions, which Kellert et al note must also be realised. These include:

i.) Interest group and stakeholder conflict will be a normative rather than exclusive condition

¹ This tends toward the use and non use or utilisation of resources, hence using up, destroying, or eradicating.

- ii.) Heterogeneous interests and demographic differences should be expected
- iii.) Extensive institution building will be necessary before CBEM can be effectively implemented.
- iv.) Significant disparities will exist between the needs of local peoples and ecosystems and species with large territorial requirements
- v.) Educational efforts will be necessary, particularly the social and environmental benefits of CBEM

Hence the implementation of CBEM initiatives requires acknowledgement of the success based variables but also requires rigorous evaluation whereby each goal within a group is evaluated and applicable to its contextual bounds.

Is the goal realistic? Is there enough support to fulfil the objectives? How can we identify and allow for the above assumptions within increased community partnerships?

The following discussion assesses the measures of group dynamics and how these and the establishment of, can lead to greater effectiveness between members themselves, the greater community and the governmental institutions.

2.6

GROUP DYNAMICS

How do we define a group?

A group exists when two or more people define themselves as members of it, and when its existence is recognised by at least one other (Brown 1988,p.3) Furthermore, it involves two or more people experiencing some common fate or coexisting within some social structure or interacting on a face-to-face basis.

In listing the powers involved in group experiences, it is noted that:

1.) Groups provide a more heterogeneous social setting in which interpersonal skills may be learned, experienced, mastered and integrated into one's behaviour.

2.) Groups offer a member acceptance by a number of persons. No matter what the member's history or behaviour outside the group.

3.) Groups influence the behavioural and attitudinal patterns of members.

4.) Groups require use of a wide variety of interpersonal skills and competencies, thereby

Every single person you met has a sign around his or her neck that says, "make me feel important". If you can do that, you'll be a success not only in business but in life as well.

Mary Kay Ash

providing sources of comparisons (Johnson, 1991, p.413).

Choosing to become a member in a group essentially has implications for the person concerned. Our social identity, or our sense of who we are and what we are worth, is often redefined when we enter a group (Brown 1988, p.20). There is likelihood that this has implications upon our self-esteem measures, and in terms of the associated group membership this may or may not have positive or negatives effects, depending on the fortunes of the group as a whole. Obviously, one of the most primary aspects of group formation may be the experience of common fate. There is an understanding that one's outcomes are, through change and design, bound up in the fate of the other in the group. As Johnson so plainly notes, "to promote success, the leader and its participants need to negotiate a set of co-operatively structured goals"(1991, p.415)

Thus, certain elements of the level of our self-esteem rests upon the dynamics involved within the group. Essentially, a stronger form of interdependence within the group is formed by the task goals of the group. Where these bring people into a positive relationship with one another, where their outcomes are positively correlated, then co-operation, cohesion and enhanced group performance are likely (Brown 1988, p.49). Correspondingly, negative independence leads to intergroup competition, less cohesion and ultimately a lower performance rate as a group.

Collectively we can do what no person can do singly.

Leland Kaiser

In terms of group behaviour, groups are likely to establish a set of norms, which define the level of acceptable and unacceptable behaviours. Norms help the individual to structure and predict their environment and also form a regulatory measure toward appropriate behaviour. Further to this, is an increased sense of identity, in knowing where they stand and the greater feeling of individual help toward reaching group goals.

Like norms, role differentiation is an important and pervasive feature within groups. In a sense, roles help to form order and bring order to the group's existence. Implied in these roles are also the expectations about one's own and others' behaviour. Roles imply a division of labour amongst the group members which can often facilitate the achievement of group goals and facilitate the dynamics within.(Brown 1988,p.55; Johnson 1991,pp.50-53)

2.6.1 *What are Group Dynamics?*

In the context of this study, Group Dynamics are defined as a way of assessing how people function together in groups. Understanding that groups are harder to make sense of than individuals helps to highlight the complexity of the relationships within the group. These are termed intergroup relations.

In observing a group, there are two specific things going on. The first is that they are talking about something or are working on a particular task. Hence this involves the content. The second thing involves the process. Foremost if a group can identify problems within their process at an early stage then there is a greater likelihood that these will be dealt with in a more effective manner. (Brandow, 1981 pp.38-39)

2.6.2 *Group Processing*

Structuring a productive group requires ensuring that a group has time to discuss how well they are: 1.) achieving their goals; and

2.) maintaining effective working relationships among members.

Johnson (1991) mentions that group processing is an effective measure of self-efficacy. It is a way of focusing on the positive rather than the negative group behaviours. "Group processing promotes the advantages of increased task orientation, persistence in completing learning tasks, greater confidence that one can successfully learn, and decreased self-doubt and self-preoccupation which may interfere". Ultimately from self-efficacy stems group efficacy which drives the expectation of successfully obtaining valued outcomes through the joint efforts of the group members.

2.6.3 Empowerment

Jim Ife, defines empowerment as, "providing people with the resources, opportunities, knowledge and skills to increase their capacity to determine their own future, and to participate in and affect the life of their community".(1995, p.182)

Having a sense of empowerment over one's actions can lead (in the sense of 'community') to having more control over their community and their lives. Increased empowerment and decision-making removes the stigma often placed on community groups as simply being volunteer helpers. Instead it shows them as a vital part of the process; in a way, the project becomes theirs. Empowerment involves community building, strengthening social interactions, as opposed to fragmentation of. Community building involves more than simply bringing people together. It involves encouraging people to work with each other, by developing structures. Group process, inclusiveness, building trust and developing a common sense of purpose are all critically important in community building. (Ibid 1995, p.182-192)

The holistic and integrated approach requires that 'ends' and 'means' be treated as intrinsically related. Process must always be linked to outcome, and outcome to process.

Integrity of both must be maintained to realise the vision.(Ibid 1995, p.192)

The notion of facilitative roles allows for achievement of both: 1.)maintenance of goals
2.)maintenance of effective
working relationships

Discussion of how facilitative roles contribute to process and outcome follows:

2.6.4 Facilitative Roles within and from outside the group

A facilitative role concerns stimulating and supporting community development. The community worker can use a variety of techniques to facilitate the process, effectively a facilitator can act as a catalyst for action. There are several types of facilitative roles and these include, social animation, mediation and negotiation, support, building consensus, group facilitation, utilisation of skills and resources and organising.(Ife, 1995,p.203)

- **Social Animation-** this includes the ability to inspire, activate, enthuse, energise, stimulate and motivate . The role of this type of community worker is not to be the person that does everything, but rather enables others to become actively involved in the community processes.
- **Mediation and negotiation-** Community workers will often have to deal with conflicting interests. Often conflicts rise over personalities and power clashes. Hence the community worker often has to act as mediator. This requires the ability to listen and understand both sides of the conflict, to acknowledge and make others

aware of the legitimacy of some one else's view, seek areas of common interest and help develop some form of consensus. It is important that a community worker is objective in relation to their position or there could be possible conflict of interest. It may require a fourth person to become involved to seek resolve.

- **Support-** “It is easy for a community worker to forget the importance of simple support or the nurturing and affirmation of others, and to be carried away by the more glamorous aspects of the job. But community development can be a difficult and discouraging experience for all those involved, and if a project is to succeed it is necessary to provide on-going support to build and maintain self-confidence. It is the foundation on which consciousness raising and empowerment rest.” (Ife 1995, p.205)
- **Building Consensus-** Building consensus is an extension of the mediation role. It involves emphasising common goals and common ground and moving toward a position that is acceptable to all. It is unrealistic that everyone will all agree on the end point, therefore a consensus represents an agreed upon course of action, which everyone has agreed would be the best course “taking into account and respecting the diversity of views in the group” (Ibid 1995, p.206)
- **Group Facilitation** – This includes formal or informal ‘chairing’ or convening at meetings whereby their role is to co ordinate and lead the discussion. This includes encouraging participation during the meeting, noting key points, summarising and interpreting what others may say, representing the views of those not present at the meeting, and aiding the group in brainstorming techniques.

- ***Utilisation of skills and resources***- It is important to work within the strengths of group members, recognising their knowledge's and ideas about how to develop various projects. It is also important for the community member to understand what resources are available in the community in terms of finance, expertise, raw materials, community facilities and volunteer labour. It is important to make use of local talent and initiative, which heightens elements of empowerment and ownership. Often simply linking community members together to meet the requirements of certain projects removes the need to seek help from outside the community.
- ***Organising***- Success of meeting are often wrap in the simple things such as organising the meeting hall and the time and date. This provides for the community worker to allow for strengths of certain group members to develop in terms of their abilities, strengths and skills in which they offer.

Provision for increased advocacy within groups maintains group cohesion. It is important that if groups are to form then there must be guidance from facilitators who are trained in the types of roles such as organisational and mediation, but should also be able to support empowerment of those members involved and actively educate groups about the importance of group processing and 'housekeeping'². This promotes the ability to actively work within partnerships at a co-management or integrated level. The effects of group conflict are removed and the real focus returns to the groups shared vision, which is

² This refers to actively being realistic with regard to goals and making possible changes to the groups approach.

ultimately beneficial to all parties involved in building trusting relationships, i.e. between government authorities, care groups, community members, and local businesses.

The following Chapter looks at the lessons to be learned from the Australian Coastcare model and whether elements of these can become to the advantage of New Zealand Coastcare Group formation.

Chapter Three –

Seeking Complementary Avenues Between New Zealand and Australia

3.1 INTRODUCTION

As a general assumption, but one which is pertinent and justified, the key to maintaining group cohesion is ‘getting it right’ from inception. Key components include facilitation, support, networking, financial and resource aid, and perhaps applying a tiered approach to involving greater amounts of community knowledge and initiative into policy and management, therefore promoting greater levels of empowerment and community building. All of which contribute to group process and heightened levels of effective decision-making. This is perhaps the key to why the Australian Coastcare initiative for example, has been considered a successful community based initiative. Positive support at group inception, provides for and allows for early intervention in establishing boundaries, norms and goals, and builds an early trust base between community members and government officials.

The following discussion analyses the existing Coastcare system in Australia, and determines what has contributed to its growing success, and how *success* itself is defined. The discussion then moves to placing New Zealand within its contextual bounds and determines how the legislative context promotes community-based action under the local and regional authorities. It is important, at this stage of the study, to introduce the concept of success and how with regard to this study it will be defined and used. Towards the end of this chapter a set of criteria that could be used to contribute to the success and longevity

of Coastcare groups within New Zealand will be discussed. These criteria will be formed from previous discussion related to theory and relevant literature and from lessons that can be learned from the success of the Australian Coastcare programme. Therefore the research question that will be discussed throughout this chapter is the relevance of success and how it is measured in varying Coastcare programmes. The question is as follows,

Success is often measured by outcomes and tangible results. Is this an effective and only measure for determining how groups distinguish what they mean by success or reaching effective group standards? What lessons can New Zealand learn from Australian Coastcare and of which could be complementary to our coastal management system?

The following discussion introduces the key principles and objectives of the Australian Coastcare System, before addressing the legal constraints within New Zealand for promotion of similar community based initiatives.

3.2 AUSTRALIAN COASTCARE

How does it work?

It is important at the outset of this discussion to briefly explain how Coastcare Australia is framed. It is typically a partnership between the States, Local Government and the Commonwealth Government. Coastcare is funded jointly by the States and the Commonwealth, in accordance with the Coasts and Clean Seas Memorandum Of Understandings (MoUs), that is between each State and the Northern Territory and the Commonwealth. The States match the Commonwealth's funding for Coastcare projects.

All of the Commonwealth's contribution to Coastcare projects comes from the Natural Heritage Trust.

In addition, the Commonwealth funds, in accordance with the MoUs, a network of regional Coastcare facilitators in each state and the Northern Territory to help the community develop and implement Coastal environment projects. This is known as the Coastcare Network with a National Office located in Canberra at Environment Australia.

Taken from the Australian Coastcare Website, Coastcare is described as a national program that encourages community involvement in the protection, management and rehabilitation of its coastal and marine environments. Its objectives are:

- to engender in local communities, including local industries, a sense of *stewardship* for coastal and marine areas;
- to provide opportunities and resources for residents, volunteers, business and interest groups to *participate* in coastal management;
- to support *community identification* of natural and cultural heritage resources;
- to *facilitate interaction* between the community and bodies with responsibility for managing coastal areas. (Coastcare Australia, 2001)

Since its inception in 1995, the program has funded over 1300 projects around Australia.

The emphasis is '*on-the-ground*' work that includes areas such as:

- Protecting and rehabilitating dunes, estuaries, and wetlands;
- Helping to develop and implement local management plans;
- Education and training activities that raise community awareness, knowledge and skills on coastal and marine conservation issues;
- Monitoring beach conditions, and coastal flora and fauna.

To determine whether these objectives and areas of emphasis are met the measurement of success becomes of vast importance. Success and its measurement in the context of Australian Coastcare is discussed in the following section.

3.2.1 How is success measured?

The decision in Australia to fund such a large environmental rescue effort represents what Environment Australia believe is a new era in environmental responsibility. The Natural Heritage Trust has a budget of \$A1.5 billion. Its key principle is to promote planning and implementation at a scale appropriate to address the underlying environment and natural resource management problems.

Primarily, the aim of the Heritage Trust is to have strategies established which primarily have a regional focus. A regional focus can help the community set priorities and common goals for on the ground activities to maximise the benefits for everyone and provide for the best possible environmental outcomes.

The scale to which a regional strategy is developed should reflect the environment and natural resource management issues of concern to stakeholders in the region. The region may be a sub-catchment or even cross state boundaries, but ultimately one that is practical in terms of management purposes. Emphasised in Box 1 is what should be considered in creating a long term framework for natural resource planning for a regional strategy according to the Heritage Trust.

Box.1 Elements considered for developing a regional strategy for resource management

- **Identifying achievable goals** - the context for environment and natural resource management in (both short and long term) for the region that cover the main areas of interest (e.g. environmental and economic values, management systems, social needs);
- **An evaluation and monitoring strategy** -this should identify outcomes and include measurable targets that allow the progress of the strategy to be evaluated;
- **Relevant national, State and local agreements and legislation;**
- **The natural environment values and natural resource uses;**
- **Prioritisation** - of nature conservation and natural resource management issues;
- **Effective stakeholder participation** - arrangements to ensure in the development, refinement, review and implementation of the strategy. This should identify existing levels of participation and outline a plan for expanding stakeholder involvement;
- **Ecologically sustainable management** - conflicts, constraints and options for moving towards this. Considering the range of institutional, environmental, social, economic, education, training, management practices, infrastructure, technology and information transfer issues;
- **Existing programs**- activities, statutory plans or strategies the regional strategy is building on;
- **Information technology** - good technical information and relevant expertise which underpins the strategy;
- **Action plan** -or plans will be needed to implement the strategy; and
- **Time frame**- for implementation and review

The Heritage Trust bases measure of success on the type of strategy taken. This includes the avenues provided for monitoring and analysis of the regional strategy. Other measures of success are the amounts of support and participation by stakeholders and their time invested in the focus of the strategy. For the Trust, tangible and measurable methods of

evaluation are used. These include criteria or indicators (for example, percentages, proportions, numbers, and rates of adoption or change) that are agreed upon by all stakeholders. The process of feeding the evaluation information back into the regional strategy and action plans also needs to be understood by stakeholders. These baseline or benchmark criteria against which success is measured with regard to the strategy should be addressed at the inception of the decision to apply for funding. This emphasises the need to focus upon group goals and their measure of success at the inception of group formation.

Noted above are the objectives and restrictions used by the Heritage Fund, when determining the amount of funding that a group will receive. Evidence shows that the amount and whether funding is granted rests upon the ways the group demonstrate their achievements in a tangible sense. At this stage it is important to raise questions such as:

What about the group process and group cohesion? These ultimately affect matters of longevity related to the group and the implementation of long term goals. These are ultimately inherent in enhanced empowerment but how do we evaluate this process so that they are better accounted for and seen just as important to enhancing overall success of these groups?

Under the National Landcare Program, which essentially is the rural counterpart¹ to the Coastcare programme, groups are given advice on how to 'set up for success'.

¹ When speaking with Keith Bailey from Environment Australia it was brought to my attention that Landcare and Coastcare are exceedingly different. In terms of funding, Landcare is funded completely by the Federal Government with a rural focus. Likened to Coastcare, Landcare also has its established set of facilitators, which may liaise with Coastcare facilitators, however the regions and focus are contextually different with a greater focus toward economic reward. Essentially the on the ground concept is the same, however I believe that politically these two schemes are treated differently.

The website for the National Landcare Programme provides weblinks to useful guides on how to establish groups and seek funding. The guide essentially labelled, “*setting up for success- a guide for designing, managing and evaluating projects*” focuses on getting the project underway, putting it into action, how to gain support and sponsorship from the community, and how to prove that what the project is aimed at will be worthwhile. Like the measure of success for Coastcare, the emphasis and definition for group success is focused on tangible outcomes, i.e. the number of activities and field demonstrations organised, and looking at participation using membership numbers.

The guide notes that group processing is meaningful in determining if the goals are realistic and determine group commitment. As noted in the footnote, Landcare has a focus on economic reward as well as environmental protection, for Coastcare the focus may be more environmentally determined to protect a public good for generations to come.

The system that Australia has in place for resourcing Coastcare groups appears to be successful and has some genuine lessons which the New Zealand strategies for Coastcare implementation could follow. However I am not saying the model, although noted as working, is without drawbacks.

One thing that arose while researching the Landcare and Coastcare models, was the lack of emphasis placed on actually showing groups how to work as a team. It is alright to say that differentiation of roles are needed, but ‘how to do this’ needs to be further explained. I think too often the group process is taken for granted. The role that the facilitators have may be improved if the focus stems away from how to get the funding (which is important), but to also place emphasis on established patterns of longevity, whereby

effective leadership, providing guidance, and mediation are promoted, and whereby there are attempts to work within the strengths of the groups is also needed.

I also question whether the bottom up approach is really working in the Australian context, whereby the community are actually forming a sense of empowerment and growth in self-esteem. Are the community members simply being relied upon to do the work through the devolution of power among government? This is where the bureaucracies are meeting their legislative requirements, but giving ineffective guidance to keep these groups together and 'get it right' from inception. This same drawback I believe rests within New Zealand's own Coastcare system, whereby there is limited effective guidance that can be transparent among Coastcare groups throughout New Zealand. These comments will be addressed within the analysis of the case studies (Chapter 5.), and lastly within the discussion and recommendations (Chapter 6.)

To address some of the comments made above it is important to place New Zealand's Coastal Management system in context and determine what legislative bounds give rise to the importance of community participation within policy formation aimed at environmental understanding. The following section discusses this.

3.3 NEW ZEALAND'S STATUTORY OBLIGATIONS

For Coastal Management

"Coastal ecosystems around New Zealand are subject to increasingly intensive use and development". (Turner 2000,p.181)

“The environmental costs of coastal use and development include alteration to the physical coastal processes; deterioration in water quality; increasing scarcity of resources; loss of biodiversity; fragmentation, alteration and loss of habitat; loss of natural character; and loss of amenity values for people using the coast for commercial, recreational and cultural purposes. Recognition of these costs has led resource managers, scientists and communities to increasingly consider the possibility of compensating for adverse affects.....while use and development should not necessarily be prevented, measures to compensate for environmental degradation and continued performance of ecosystem functions and processes over time.”(Turner from Foster 1991)

The Resource Management Act (1991) establishes a form of regime for management of the coast in New Zealand. In a sense the RMA provides for a hierarchy of statutory policy statements and plans, to guide and regulate the sustainable management of the natural and physical resources of the coastal environment. These regulations are also guided through the New Zealand Coastal Policy Statement, and subsequently Regional Coastal Plans.

In New Zealand the coastal environment is defined as:

“an environment in which the coast is a significant part or element. The coastal environment will vary from place to place depending on the extent to which it affects or is (directly) effected by coastal processes and the management issue concerned. The coastal environment includes the CMA (coastal marine area) as well as landward features” (Environment Waikato 1994 from Fagen 1998, p.145)

The coastal environment is defined in diagrammatical form (which is referred to in Appendix .2) displaying the physical and plan boundaries. This area is managed simultaneously by a number of governmental organisations. This includes Regional Councils, the Department of Conservation (DOC) and the Minister of Conservation.

The general day-to-day management of the coastal resources rests within the Regional and District Councils. The Minister and Ministry for the Environment produce national policies and environmental standards concerning the coastal marine area. Under the Resource Management Act (1991) the coastal marine area is defined as:

RMA Section 2:

“The foreshore, seabed, and coastal water, and the air space above the water-

(a) Of which the seaward boundary is the outer limits of the territorial sea:

(b) Of which the landward boundary is the line of mean high water springs, except that where that line crosses a river, the landward boundary at that point shall be whichever is the lesser of-

(i) One kilometre upstream from the mouth of the river; or

(ii) The point upstream that is calculated by multiplying the width of the river mouth by 5.”

Regional councils have obligations within the boundaries of the defined coastal management area. One of the obligations is to meet the obligations of the focus of the RMA which is sustainable resource management. Section 2 of the Act states the purposes and principles of the Act, and reads as follows:

RMA section 2:

Purpose-(1) the purpose of this Act is to promote the sustainable management of natural and physical resources.

(2) In this Act, “sustainable management” means managing the use, development, and protection of natural and physical resources in a way, or at a rate which enables people to provide for their social, economic, and cultural well-being and for their health and safety while-

(a) Sustaining the potential of natural and physical resources (excluding minerals) to meet the reasonable foreseeable needs of future generations; and

(b) Safeguarding the life-supporting capacity of air, water, soil and ecosystems;
and

(c) Avoiding, remedying, or mitigating any adverse effects of activities on the environment.

To reach this purpose, and due to the range of different agencies with varying statutory responsibilities in the coastal marine area, liaison between them is essential to maintain consistent, thorough and non-conflicting resource management practices (Fagen 1998, p.148). Hence, the co-ordination between these agencies needs to successfully manage a range of coastal marine issues. Appendix 3 demonstrates the type of issues that these agencies face and include dealing with public participation, environmental education, public assess, and ownership. These will also be referred to within Chapters 5 and 6.

Prior to the RMA, the law governing the use and management of New Zealand's coastal environment was spread throughout a number of statutes, administered by multiple agencies. As a result, "integrated and comprehensive planning was impossible, and the lack of a clear statement of government policy on coastal issues contributed to a fragmented and largely unplanned approach to the use and management of the coastal environment" (Turner 2000, p.183). This highlights the importance and pertinence of the theory of Integrated Coastal Management whereby the integrity of the ecosystem and enjoyment of such are acknowledged in an interdisciplinary relationship. This is discussed in the following.

3.4 INTEGRATED COASTAL MANAGEMENT

Is this the key for improved empowerment among Coastcare groups?

In Fagan (1998) as quoted from Vallega (1993) the definition of Integrated Coastal Management (ICM) is as follows:

“consisting of a holistic approach, in which the ecosystem as a whole(all the biotic and abiotic components) and all kinds of coastal use as well as all use-use and use-ecosystem relationships, are included:

** meeting two ethical needs, namely the **integrity of the ecosystem** (environmental ethics, and the **enjoyment of ecosystem** for future generations (social ethics);*

** assuming the optimisation of renewable natural resources and the minimisation of non renewable resources as the basis of economic efficiency;*

** assuming the minimisation of man-made ecosystem changes as the main environmental goal”(Vallega 1993 from Fagan 1998, p.18)*

Fagan introduces the concept that Integrated Coastal Management is not only required at a resource and academic level, but is also necessary within and between governments. She notes that the legislative requirements for this concept have been included in the RMA and at the regional and territorial/district level in policies and plans. Community groups such as Coastcare, or whether it be termed Beachcare as in the Waikato region, provide ‘the potential to facilitate this through the involvement of all major parties involved in the resource management of the coast, involving both Regional and District Council in partnership with communities’. (1998, p.18) Environment Waikato note that the concept of care has the potential to facilitate ICM; they reported that:

“Care provides a mechanism to deal with the ‘multi-issue’ environmental problems beyond the capacity of any one person or agency to address, particularly diffuse and cumulative problems. Partnerships with different agencies and resource users within a

particular locality is a strong feature of Care. It is also an approach which may be integrated with other methods such as regulation.” (Environment Waikato 1996 from Fagen 1998, p.18)

This highlights the criterion for establishing strong and trusting partnerships, facilitating ICM, and promoting avenues of ownership and empowerment.

As noted earlier in Chapter 2, Community Based Environmental Management (CBEM) has the fundamental principle that reads: ‘Individuals will take care of those things in which they have a long-term, sustained interest’. Therefore there is greater potential to formulate goals among people with shared interests or visions and whom have the knowledge to work within the ecosystem and contextual bounds of their known area.

At a national level our coastline is a common property resource, which falls under statutory management, and is seen as public good in which people have limited access to. However any over exploitation of this good threatens the longevity of this common property resource and prompts community interest. Hence, it is within the best interests of New Zealand to account for the implications of coastal degradation and mitigate for these.

Coastcare is a primary example of how a tiered approach to management, which promotes the importance of group cohesion and facilitation, could be achieved. This is important to effectively reach the principles of ICM and to further integrate the importance of ‘getting it right’ from the start by introducing elements of support by all stakeholders involved.

Provision for multi stakeholder involvement becomes mutually beneficial, advantages rise for increased community participation and know how and also actively involves stakeholders such as government officials, building closer relationships rather than delivering mere direction of which is deemed the correct decision for all groups involved.

The advantages of incorporating statutory authorities in the strategic planning of Community based initiatives, is the paramount topic for discussion in the next section of this chapter.

3.5 THE ADVANTAGES OF INCORPORATING STATUTORY AUTHORITIES

Can this help determine what is ‘meant’ by creating a successful Coastcare group?

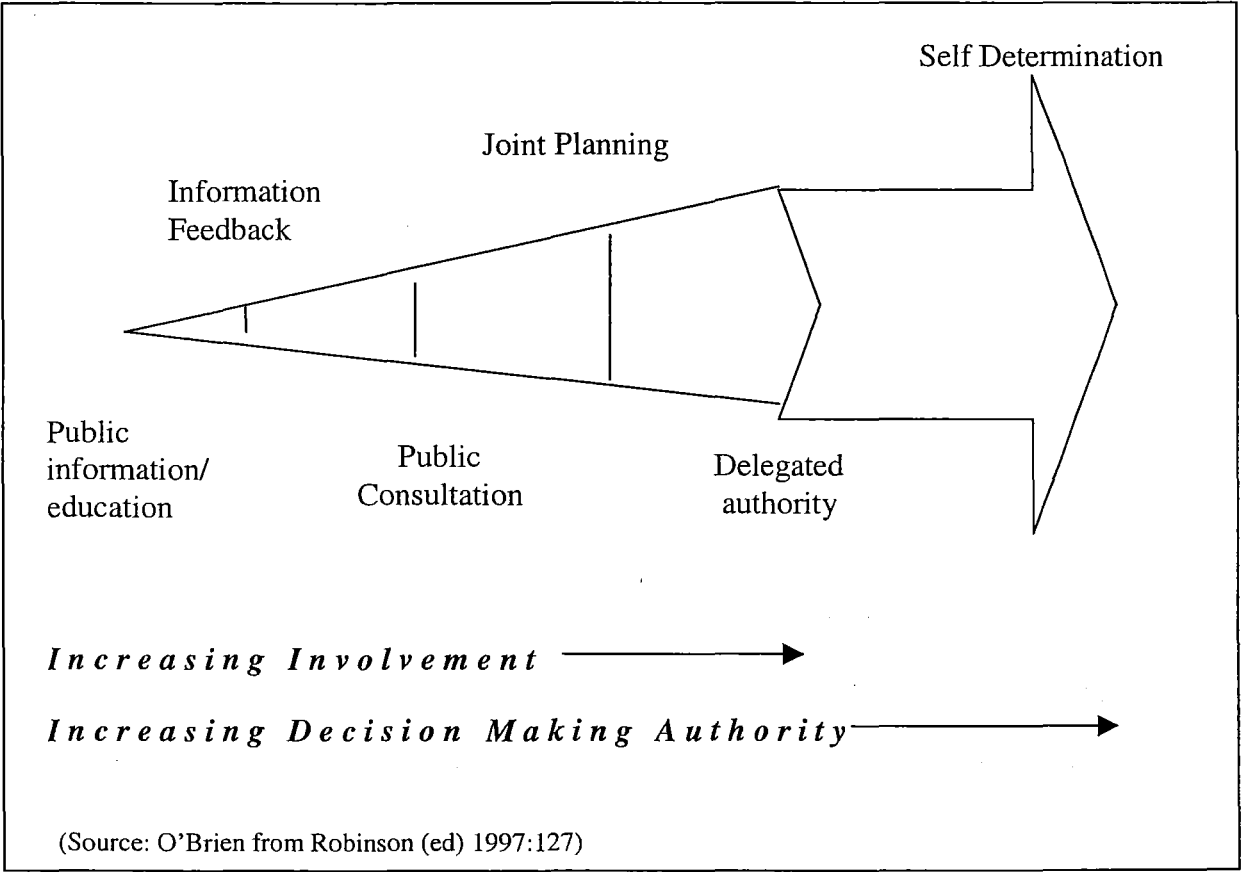
Fagan’s analysis of the Whangamata Beachcare Group highlights some key arguments about why the involvement of local government including all appropriate statutory authorities in community participation initiatives, is recognised as an essential pre-requisite for successful co-management programs in New Zealand.

Where government agencies are involved in partnership with community volunteers, the role of the statutory authorities must emphasise, “The facilitation and empowering of community based decision making rather than the directing of activities” (Dahm and Spence 1997,p.267)

The basis behind Social Capital illuminates the comments of Dahm and Spence. Social Capital is said to involve the ideas of “connectedness, which is the density of non-hierarchical, multi-purpose relationships in social networks”(Reid from Robinson (ed) 1997,p.103). Three major elements are trust, networks and participation in deliberative governance. Compounding this statement is the phrase that “Local Government, as community government, has a direct synergy with strength and resourcefulness of its communities” (Ibid, 1997, p.104).

In a report written evaluating the Department of Conservation, this noted that in terms of its consultative process, there was a shift from mere education and informing of people, to involving people in defining the issues, the problems and the solutions. The following diagram highlights this institutional change by the Department of Conservation.

Diagram .2. The Continuum of Public Involvement



Enhancing public participation must emphasise the need for facilitation by institutions and the ideas demonstrated in Diagram 2 can be adapted for use by local government to progress through the stages of involvement. The input by use of facilitators has advantages over volunteer groups. Like all organisations, volunteer groups operate in the same way, requiring the resources, organisational structure, production activities, and outputs.

However it can be assumed that they are more prone to decline. Fagan notes that the reason for this is the fact that the main leaders, or co-ordinators, often lose motivation due to burn out and attrition. If there is not a readily replaceable volunteer, then group mortality is high. It is argued that the provision of a skilled facilitator heightens motivation and ensures longevity of these groups and promotes the institutional change to provide facilitative support. (1998, p.46).

Arguably by having a government employer as a facilitator, this also provides access to information and, explanations. It also provides for 'expedient statutory permission' from the relevant statutory authorities, particularly concerning proposed work programmes. As opposed to this, volunteer groups without someone 'in the know', so to speak, and without the access to networking, have to go through formal consultation procedures such as resource consents, resulting in a considerable lag and loss in motivation and momentum.

As Fagan notes,

"Since New Zealanders have employed statutory agencies to manage common property and crown owned resources, surely the onus is then on these government bodies to ensure coastal management is carried out to the wishes of the public"(1998,p.48)

So, if we are to manage our resources effectively, and there is legislative obligation to do so, a series of questions rise, determining what the key components to measuring success among community groups are. This ultimately affects each groups interaction with and subsequent values placed on the importance of the environment.

Literature reviewed within this Chapter highlights the provision and benefits for allowing community based initiatives to form a sense of stewardship and ownership. Central to promotion of longevity of these groups is institutional acknowledgment and facilitation. However difficulties arise to actually accommodating for the various differences between group goals and their definition of success. Obviously the success of a group is measured in relation to its own contextual bounds, and whether the focus is upon tangible and intangible outcomes. Therefore at an institutional level an effective measure to accommodate for these differences is to work with the group from inception, establishing ground rules and norms that promote group cohesion and maintain the advancement toward reaching the chosen goals.

The author of this study acknowledges that success and the importance of it is situational. Therefore for the purposes of this study the measure of success is evaluated through three types of evaluation for CBEM. These types of evaluation influence the criteria formed and are also indicative of the literature that has already been reviewed prior to this section. The following section introduces the measure of success for the purposes of this study.

3.6 SUCCESS AND ITS DYNAMIC NATURE

The dictionary definition for success states that it is ‘the accomplishment of an aim’ and ‘a favourable outcome’ (Thompson, 1995). From this, we can ascertain that success therefore will have varying contextual differences with regard to how groups define *their* success. The most important point from this, is to note, that there will be differences and presumably it is much easier to address the principles of success at local scales rather than from a regional or global scale.

Therefore, this study refers to defining success within the local context of the groups involved. In terms of its measurement it can be done through needs assessment,(have the groups needs been met), and the benefits or outcomes, such as cost-benefit analysis, of through process evaluation. Process evaluation allows for discussion of achievement of goals and the effectiveness of the relationships within the group.

Keller notes that there are three different types of process evaluation for the purpose of defining success within CBEM. These are:

- ***Formative Evaluation*** – acknowledging improvements of day-to day processes, developments and management procedures within the group can increase the overall success of CBEM.

This type of evaluation is indicative of the need for group processing to accommodate for discussion of attainable goals and maintenance of a cooperative and collective working relationship between all members in the group. This type of evaluation also highlights areas whereby facilitation becomes important. Evaluating roles and support given, maintains focus and allows for goals to be attained practically.

- ***Impact evaluation***- improvements in the quality of the environment as a result of the activities of the group are often the ultimate measure of success of CBEM groups.

As noted from Coastcare Australia, the amount of success is influenced by what changes within the environment can actually be seen and the amount of interaction that these groups have with other members of the community, hence tangible results. The importance of this type of evaluation recognises that for others in the community, to understand the significance of Coastcare improvements upon the coastline, then there needs to be visible outcomes that demonstrate the effectiveness of the group. It also attracts and adds to the understanding of non-Coastcare members about the value and significance placed upon the environment.

- ***Program monitoring***- tracking of achievements and outcomes over time provides and accurate picture of CBEM groups

The provision for monitoring from group inception determines aspects of longevity and adds to effective measures of group processing by seeing how the goals have been attained and how there could be possible provisions made for improvement. Monitoring also provides an effective tool for the formation of new groups, as to how to reach attainable goals. It also provides evidence for institutions about the effectiveness of these groups and the need for greater promotion and facilitation. It provides evidence of projects that weren't so successful and where these could be better accounted for at the inception of new care groups.

These forms of evaluating success should be considered collectively. In this I mean that the success of a group cannot only be assessed through visible environmental changes alone but should also be recognised as to how it reached its goal by effective relationship building within the group, between communities and with institutions.

It is from these evaluations of success, and the measures contributing to success noted in reviewed literature, that a set of criterion for assessing success will be formed. These criterion are based on covering the three evaluation modes noted above (formative, impact and program), and also from taking into account aspects of previous discussions relating tools to achieving success through improved group dynamics and co-management, integrated coastal management and sustainable management measures. These criterion follow in Chapter .4.

Chapter Four -

Framing Successful Criterion

4.1 INTRODUCTION

The purpose of the following chapter is to outline a set of five criterion based on the reviewed literature, which demonstrate how *success* among a group can be achieved. The decision to use five criterion rests upon the limited time and scope of this study. Therefore the criterion formed will be based on previous discussion within Chapters Two and Three, meshing together ideas that have been raised from the literature.

Chapter Two and Three distilled ideas about how an effective community based initiative could be promoted. Highlighted among these were the concepts of having groups and individuals fully involved in creating initiatives to promote environmental management (Intro p.1). Promotion of active steps to meet this involvement included meeting community needs, promoting greater control and empowerment among communities and effectively promoting the need for conservation and protection of the environments in which these communities reside (2.2 and 2.2.1).

Promotion of community involvement within community initiatives and policy formation require a commitment by institutions to provide support, recognise varying values and knowledge attached to these environments, and form trusting and needs based partnerships. This heightens mutually beneficial outcomes for both institutions and communities.

The discussion also included accounting for the dynamics of group cohesion, providing avenues of conflict resolution, aspects of training and continued education about how to be effective groups meeting their chosen yet practical goals. Hence heightening aspects of social identity, cohesion and empowerment (2.3-2.7). Aspects of these ideas were demonstrated in Chapter Three, which noted lessons that could be learned from the success of the Australian Coastcare programme and how New Zealand legislative obligations could prove to be more effective in terms of coastal management and community involvement through Care initiatives.

While it may seem simple to form criterion from what varying authors have presented throughout review, limitations are faced in encompassing all aspects of success. This is the area of discussion within the following section, demonstrating the boundaries placed on the formation of the following criterion.

4.2 PROBLEMS WITH ASSESSING EFFECTIVE CITIZEN PARTICIPATION

Notably there are problems to measuring the effectiveness of citizen participation because:

- 1.) Participation is complex and value laden.
- 2.) There is no widely held criteria for judging success and failure
- 3.) There are no agreed upon evaluation methods; and there are few reliable measurement tools. (Pinkerton 1989 from Fagen 1998, p52)

This makes determining success complex, in terms of the definition, understanding and use of the terminology. Hence the formation of criterion proves difficult and non-inclusive of all points relating to the understanding of success.

To overcome this, the method I have used, is to obtain the following criteria from literature already mentioned such as that of Keller (1998). I am not assuming that these criteria are all encompassing, but they present the base for which success will be analysed in the following case studies (Chapter.5.)

As noted earlier in Keller (1998), the following criteria will be based on evaluating success with regard to groups and CBEM under three forms. These are formative evaluation, impact evaluation and program monitoring (Section 3.6). The following section recognises the ideas distilled in Chapters Two and Three, basing the objectives of each criteria in contributing to formative, impact and monitoring evaluation.

4.3 CRITERION FORMED FROM REVIEWED LITERATURE

Criterion One - Building Trust

Successful co-management is likely to develop out of a real or imagined crisis. Hence, identifying the real problems and needs, and accounting for the ingrained perceptions and prejudices, establishes a high degree of trust between community participants and government.

Criterion Two - Establishing Effective Partnerships and Guidance

Effective partnerships between central, regional and local government and communities, strengthen and enable guidance, sharing of expertise, access to information and support to collectively reach a more complete understanding about the resource and its value.

Criterion Three - Building Capacity

By enabling a community to build capacity, this provides for the achievement of desired change. This includes forming leadership roles, skills, processing and organisational arrangements. This enables people to be genuinely heard, build empowerment and greater levels self-esteem.

Criterion Four - Creating Goals and Boundaries

Meeting the needs of the group, by reaching intended goals, provides a sense of control for the community as well as allowing for the improved ability to develop and successfully implement planning and publicity initiatives, which community members perceive as appropriate and legitimate.

Criteria Five - Promoting Longevity

Initiating and maintaining action within a group requires continual group processing to heighten outcome levels in both tangible and intangible measures, satisfying group responsibility, problem solving and retaining group motivation.

As stated earlier these criterion will form the basis for determining to what extent each case study meets these suggested criterion for establishing success, based on the literature reviewed. The following chapter recognises how each group interacts with their local community and endeavours to meet their goals and enhance group cohesion. A matrix presented in conclusion illuminates areas where improvement could be made, ranking each group in relation to meeting the objective of each criterion. Further discussion of this will be presented in the following.

Chapter Five -

Lessons to be learned from chosen Case Studies

5.1. INTRODUCTION

The following section uses case studies to analyse the chosen criterion. Each case discusses seven common areas of interest, relating to group formation and cohesion, these include,

- 1.) Background information noting the location of these case studies
- 2.) Discussion in relation to the functions of the coast care groups
- 3.) Identification of areas of success
- 4.) Issues of intergroup conflict
- 5.) Interaction with government authorities
- 6.) Community participation and representation, and
- 7.) Areas for improvement of the Coastcare system

Each of these seven areas of interest relate to the five criterion in Chapter Four (Building Trust, Establishing Effective Partnerships and Guidance, Building Capacity, Creating Goals and Boundaries and Promoting Longevity)The seven areas of focus analyse what is happening within each case study group and determines to what extent these criterion have been met. In summation a matrix determines a ranking for each case study with regard to fulfilment of the criterion. Areas where there is discussion of ideas for improvement within the Coastcare programmes of each case study are also noted, and are further developed in the tool kit for use by perspective Care groups and facilitation or co-ordination officers in

Chapter Six, as are the five criterion and their importance from Chapter Four. The following section uses both primary and secondary data which helps to understand and place each case study within its contextual boundaries. The progression of case study analysis will be as follows:

- 1.) Placing Whangamata Beachcare Group in the context of the Waikato Beachcare Programme.
- 2.) Manning Coastcare Group, an umbrella group which includes Old Bar Dunecare Programme, NSW, Australia
- 3.) Leithfield Coastcare Group, an example of a group that has been set up under its own persistence.

This section does not provide full discussion about these case studies it merely introduces them. Chapter Six will provide in-depth discussion in relation to the findings and area of possible improvement.

5.2 BEACHCARE IN THE WAIKATO

Placing Whangamata Beachcare in context

A provision within Environment Waikato's (EW) Regional Plan since 1993 has been to provide administrative support and resources to Beachcare Groups. As a major contributor to the three-tiered system (between Environment Waikato, the local council and community members), the focus for the established Coastcare groups is on the development and implementation of dune management programmes and is described in the following quotation,

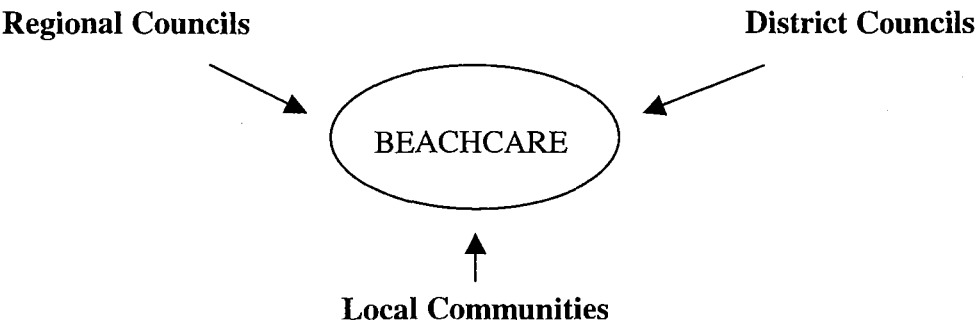
“The role of the statutory agencies becomes less focused on decision-making (imposing decisions on the local community) and more focused on empowering or facilitating the community as the decision maker” (EW and the Hauraki District council 1994).

The specific aim stated by EW to enhance this focus is:

“to increase effective community participation in coastal management in the Waikato Region, by encouraging communities to accept responsibility for coastal management issues and empowering them to participate effectively in achieving integrated and sustainable coastal management”(Ibid, p.4).

The following diagram demonstrates the partnership between those involved:

Diagram .3. Beachcare Partnership



(Source: Fagan, 1996 p.5)

It is within the partnership that community volunteers provide the main source of labour. The district council contributes funding and the Regional Council (EW) provides a co-ordinating body of staff to initiate new groups and to provide ongoing support and information to existing groups. The objectives to reach this partnership are as follows.

5.2.1 Functions of Beachcare in the Waikato

Under the provision of EW to actively support Beachcare, Beachcare has an established set of objectives to meet the requirements of increased participation among community members, increased partnerships with government institutions and to also make provision for increased understanding of the natural and local environment.

Objectives:

- 1.) community education – facilitate through both experiential learning(practical experience and group participation) and indirect social education through the distribution of information, i.e., formal forum channels, working bees, committee meetings, and through informal mediums such as everyday conversations held between community members.
- 2.) two-way information transfer – valuable local information provides a substantial resource in monitoring beach and dune fluctuations. This allows for reactive and timely measures to be taken, and is also valuable for the statutory authorities to better understand the processes and meet their statutory obligations.
- 3.) works outcome- these results include building accessways, fencing to prevent plants from trampling, [run] seminars and workshops and [provide] signs which inform users of the beach.

Overall, the message from EW is that:

“Care provides a mechanism to deal with multi-issue’ environmental problems beyond the capacity of any one person or agency to address, particularly ‘diffuse’ and cumulative problems. Partnerships with different agencies and resource users within a particular locality is a strong feature of care. It is also an approach, which may be integrated with other methods such as regulation. (Fagan, 1998, p8)

5.3 INTRODUCING WHANGAMATA BEACHCARE

Background Information

Coromandal Peninsula, New Zealand

Whangamata is the largest beach and most popular holiday destination on the Coromandel (Plate A below)



(Source: Waikato Region Beach Care Report 2000-2001)

The Whangamata Beachcare Group¹ was formed in 1994. The group is in partnership between Thames Coromandel District Council, Environment Waikato and the Whangamata community members. The groups management objectives are as follows:

- To facilitate the restoration of the degraded dune buffer zone
- To maintain and enhance the natural character of the beach
- To promote sound beach care practices, and
- To recognise and provide for recreational opportunities at Whangamata.

¹ The resources used for discussion during this section on Whangamata Coastcare has been gained through use of secondary material in the way of use of a topical thesis, EW documents and through personal discussions with people involved with Whagamata Coastcare Group.

The following section recognises areas where these objectives have been fulfilled.

5.3.1 Identifying areas of recent group success

“Whangamata Beach Care group had a year that was highlighted by a controversial but successful, major project – restoration of a functioning dune at the Esplanade. This area is probably the most used public beach space in the Waikato Region during summer. Restoration of a dune in this area required a major challenge to existing public use”(Campbell, Oct 2000, p.4).

The re-nourishment, planting and fencing at the Esplanade was Whangamata Community Board’s response to community-identified problems of sea erosion, difficult access, and wind blown sand on the road. The most practical, short-term rehabilitation option was the re-establishment of a functioning dune in front of the area. Sand placement occurred in early September 2000 – sand was pushed up using machines from the beach to form an initial “dune shape”. Establishing the native sand binding grasses was critical to keeping the sand inplace. Environment Waikato provided over 2000 native dune plants which Beach Care volunteers planted in September.



Plate 1a.

(Source: Waikato Region Beach Care Report 2000-2001)

Plate 1b shows the native binding grasses, which are now growing well, and the new accessways. As the plants grow the accessways will become less visually obtrusive. The initial major public reaction to the works led to high profile coverage within the local media, and has met the satisfaction of the Whangamata Community Board and TCDC.



Plate 1b.

(Source: Waikato Region Beach Care Report 2000-2001)

Whangamata Beachcare group has proven to be a unique group of people in relation to other Beachcare groups within the Waikato. In saying that, its nature as an individual group, experiencing different characteristics, strengths and weaknesses have required flexible and customised management techniques on the part of the trained Environment Waikato facilitators. Often, the result of varying personalities within group composition and the varying political context in which the group is located leads to necessary guidance. Whangamata like other groups, has both internal and external factors leading to group difficulties, these follow in the next section.

5.3.2 External Conflict

Environment Waikato staff have estimated the volume of staff resources committed to Whangamata to be approximately three times that required at other Beachcare sites in the region. This has primarily been due to the internal factors resulting from group dynamics and internal conflict within the steering committee(Fagan, 1998, p.161).

When compared with two other groups within the Waikato region, it is noted that each group has different communities and beaches and hence by default relate differently to their environmental contexts. The difference with Whangamata is the structure of their steering committee. The group tends to display a more formalised regime.

As a leading holiday destination, and with its increasing popularity, Whangamata has been subject to greater numbers of people choosing to live there on a permanent basis. Hence, the existing knowledge of dune management issues and the effects of coastal hazards have never been experienced by much of the resident population, so Environment Waikato had to actively introduce the concepts of coastal hazards and dune erosion to the community. As Spence notes, (from Fagan) it was not until a storm was felt in early 1997 that there was increased awareness to these hazards. This resulted in a rise in community consciousness, and increased community support (Fagan, 1998, p.165).

5.3.3 *Internal Group Conflict*

In any group, widespread and representative citizen participation is encouraged, promoting diverse initiatives toward planning and management regimes. However in the case of Whangamata, although the views and initiatives presented by individuals were encouraged what appears to have happened is that the views of one particular individual essentially dominated all group decisions. Fagan notes that, 'the result was an intense power struggle between different factions within the group leading to internal conflict and friction, to the point where personal agendas began to overshadow the original objectives of the group' (1998, p.170). As a result this led to many members abandoning the group.

Environment Waikato came up with a strategy to overcome this problem.

It is important to note that the deliberate inclusion of every person includes those with their own political agenda. To exclude these people becomes very problematic and also leads to ethical difficulties. However in the situation of this group, a certain individual's actions were noted as being detrimental to the functioning of the group as a whole. Hence EW employed a mechanism of control that did not compromise the inputs of the other members. The mechanism introduced was a set of ground rules, which were voted in by the committee of Whangamata Beachcare. The rules are summarised in Box 2 :

Box 2. Beachcare Ground Rules

- * The purpose of the Beachcare group is solely dune management- expressly public access, rehabilitation by re-vegetation and other methods approved by Environment Waikato
- * The Beachcare group will foster good communications and nurture the contributions of all members.
- * The Beachcare group's activities are subject to the prior approval of the District Council/Community Board and Environment Waikato
- * The Beachcare group has no power to act other than through the resolution of its committee
- * Public Statements made on behalf of the Beachcare group must come from a resolution of its committee.
- * All activities should be enjoyable.

(Source: Fagan, 1998, p.172)

The overall lesson learned here is that if personal costs become too large, then there is a likelihood of abandonment, as a result of unethical and unequitable group processes. Perhaps one problem that is often overshadowed is different interpretations with regard to the aims, objectives and goals of the group. If a commitment to the goals is high and exceeds the norms of the group whereby there is a risk of humiliation, often a group member will commit themselves fully to achieving the goals to avoid humiliation, but whose perceptions however differ from the goals and interpretation of other members. Hence this leads to inter-group conflict. This results in an over-representation of one idea

and stems away from the community participatory method which is the purpose behind such care groups. The next section describes areas of difficulty for the Whangamata Beach Care Group in relation to aspects of participation and representation.

5.3.4 *Community Participation and Representation*

In the case of Whangamata Beachcare, the formalised structure of the committee led to a very formalised hierarchy amongst the group, whereby the chairperson exerted authority. This removed the objective of community group decision-making and community-wide participation, hence led to a break down in group processes. This further led, to the input of some non-committee members being devalued, in comparison to those who held higher positions of power. Essentially removing the entire 'community' ethic. Another area of difficulty for the group was the release of articles to the media that often expressed the political viewpoints of the author. These were often not the viewpoints of the group as whole and had been published without prior consultation with group members. Often these viewpoints showed other community groups in a negative light as well as those other agencies whom the Beachcare group were supposedly in partnership with. The interaction with government institutions is discussed in the next section.

5.3.5 *Interaction with Government Authorities*

Although this group has provided a challenge for EW it has also provided a EW staff with 'valuable insight' and experience in dealing with future conflict situations. Hence this had led to changes in group protocol from the inception of new groups, to avoid

overshadowing personalities within the group. There is the need to guard against those with political agendas who may use the voice of a community group to promote their own opinions. In terms of the structure within the committees of these group, EW now understand that the unequal diffusion of power is detrimental, hence promote the type of structure whereby the meetings are facilitated rather than controlled and hereby even though positions may be held there is no devaluing of other members inputs. This is an area which has been the focus of improvement in the Beach Care Programme.

5.3.6 Ideas for Improvements

When Whangamata Beachcare was initiated it was only the third group established under the Beachcare programme, and abandoning it because of difficulties, may have led to a loss in realising the contextual differences that may result. These differences display areas of group difficulties and disparities. Essentially the lesson here is to learn and provide for the problems that may arise and promote strategies for overcoming these. The following quote from EW highlights this:

“It is critical to the future development of the Care approach that groups are well enough resourced so as to provide a high likelihood to success. Groups which fail, through lack of support have the potential to generate a negative effect on the formation of new groups’.

(Fagen, 1998 p.177)

Evidently groups under the Beachcare programme, and other groups like this, need time to adapt and evolve. There is however a factor which adds to the complication of survival. This is, that within a political regime such as ours, there is a demand for short-term outcomes that are essentially tangible, therefore the level of effectiveness within a group is

often measured by the outcomes, and more importantly where the group are actually seen to be doing something worthwhile.

Further discussion of this case study will follow in Chapter Six which provides recommendations for the provision of successful Coastcare groups.

5.4 MANNING COASTCARE GROUP

Manning District, Taree, New South Wales, Australia (Plate B below)



(Source: Manning Valley Holiday Brochure (River and Rainforest Coast) 2001)

5.4.1 Placing Manning Coastcare Group in the Context of Australian Coastcare

In reiteration of discussions from Chapter Three, Australian Coastcare is a three-tiered national partnership between States, Local Government and the Commonwealth Government. A network of regional Coastcare facilitators are employed in each state to help the community develop and implement coastal environmental projects. Objectives of Australian Coastcare include engendering a sense of stewardship in local communities; provide resources for participation, to support and account for local and varying natural and cultural resources and to facilitate interaction between communities and institutions. Success is measured through attainment of goals noted in regional strategies, and tangible results such as visible improvements and actual attendance numbers. The following section

identifies further the local background behind Manning Coast Care and its establishment under the Australian Coastcare programme.

5.4.2 Background Information

Manning Coastcare group (MCCG) has been operating as an umbrella group for local landcare/ dunecare groups operating along the Manning River coastline for about five years. Membership numbers have varied over the years, however mainly consists of about six frequent attendees at meetings. As an umbrella group MCCG often has other members as representatives from other groups in attendance, these include Hallidays Point Landcare group, Manning Point Landcare Group, and Old Bar Dunecare Group. The MCCG coordinator is always present and sometimes other interested community members attend meetings, however this is often sporadically.

Institutional representatives in the form of a Technical Service representative from the Greater Taree City Council (GTCC) and Regional Coastcare Facilitators are also involved in meetings. Often contract representatives are present, as part of their role in participating as a paid employee by use of grants obtained by MCCG, assisting in the functions and goals of the group. These functions follow in the next section.

5.4.3 Functions of Manning Coastcare Group

MCCG serves to assist in identifying and implementing on the ground action. The ability to network with other groups enables continuing communication and establishes patterns of continued learning, in terms of dealing with problems and also understanding techniques as to how to progress toward group goals. These patterns of continued learning and

communication have helped identify areas of success for the group. These are discussed in the next section.

5.4.4 Identifying Areas of Group Success

When speaking with the co coordinator of MGCC they note that define their success “by the amounts of work carried out in significant coastal vegetation areas and on weed control”. Success is measured by the amount of ongoing work on a continual basis, “Continuity of work is very important-allowing us to control weeds and then follow up on their control over a long period of time”(Gerrand, pers comm. 2001). Further to work outcomes has been the success of obtaining grants for projects. Gerrand noted that “we feel our success in gaining grant funds has been due to a systematic approach in planning projects through the preparation of restoration plans for significant sites, and identifying priority works.” Engrained in this is the time taken to produce good documentation and progressive reporting of the projects that are being undertaken.

When asked what made them successful as a group the reply was “that their reason for successful was for being *systematic* and *persistent*”. Persistence has enabled a good working knowledge of the restoration sites which many of the facilitators may not have because of they “are spread to thinly and frequently move around”, hence affecting the continuity of understanding which community members are more able to obtain and persist with. (Gerrand pers comm. 2001) The method of being systematic removes possibilities of group conflict, and promotes focus on goals and works within the strengths and abilities of the group.

5.4.5 Issues of Intergroup Conflict

MCCG operates in a very informal manner, meeting once a month to report on works and projects and to identify problems. Overall the feeling of group interaction is positive illuminating statements such as “we have worked fairly well together”, clear role differentiation has emerged respecting the abilities of group members, and the amount of time they are able to commit to group goals.

A problem that did arise was the numbers participating within the group. This is believed to be because of the general downturn in the number of local active volunteers. MCCG tend to target specific sites and works that are of priority rather than having an overall focus of protecting the entire dune area. This proves to be a too bigger task and removes the focus of being systematic and the ability to work within the strengths of members. Establishing systematic patterns of work contributes to fuller group effectiveness and enables outside groups to understand, recognise and become involved in these areas. Interaction with other groups promotes the ability to have on-going works and reach the objectives and goals of the group.

5.4.6 Interaction with Government Authorities

The overall relationship with the local government is very good, as is the relationship with the local Department of Land and Water Conservation. Gerrand noted that in reality it is to the advantage of local government institutions to have a good working relationship with MCCG. This is because MCCG take on work and receive grants for work that is the responsibility of the local government.

One area of concern that arose during discussion was the degree of change that occurs within the body of local staff employed by GTTC. Every two years the change in local body government means that new officers that work with MCCG have to be re-orientated by the group. However counteractive to this concern was the benefits which arose from having anew-comer. The attitude of the officers is of critical importance. “If the community volunteers feel well respected for their efforts then much can be achieved. If there are some barriers to this ‘equality’ then volunteers often pull back and achieve less because it is less rewarding”, “the principles of ownership and respect need to be active on both sides”.(Gerrand pers comm. 2001). This ultimately leads to building of trust and encourages greater amounts of participation. This is discussed in the following section.

5.4.7 Community Participation and Representation

In terms of areas of community empowerment, Gerrand feels that the area has benefited from increased efforts by locals to acknowledge the need for protection of *their* local environment. The ability to see on going works at specific sites encourages a continued and determined approach for those involved to reach and monitor their goals. Projects that have heightened ownership and empower have been those involving vegetation restoration and weed control. This aspect of ownership is noted is the visible presence of the groups work by use of warning and advisory signs. (Plate 2.and 3)

The following photos represent the presence of MCCG and their determination to focus on specific site issues and meet the ongoing requirements of works that require elements of continuity. Use of signs heighten public awareness and add to the tangible aspects of

success whereby the group are seen to be having an active involvement with the community.



Plate 2



Plate 3

(Source : Researchers Photographs June 2001)

Gerrand notes that broader coastal management issues are outside the scope of MCCG’s purpose and goals. There systematic approach strives to meet goals. In contrast if the group were to involve themselves over a wider group of coastal issues this would enhance

problems such as availability of time to participate, availability of resources and would “spread the energies of the group too thinly”.

Gerrand believes that the Australian Coastcare programme has the potential to involve a representative proportion of the community and this is further strengthened by the availability of Coastcare facilitators in providing advice, guidance and support. The mechanisms set in place for attracting community members with the Manning area is by use of notices publicising local meetings. These are posted to individual or groups that have an active interest in the group and are also posted up at local government institutions and local areas of congregation for community members.

Although the group seem to be active within their community and this is visibly evident, there were suggestions made with regard to improving the current Coastcare programme.

5.4.8 Ideas for Improvement in Coastcare Australia

While talking about the achievements of MCCG it was determined that there could be improvements to aspects of the Coastcare Programme which would help for future group formation and interaction between local governments and communities. An issue raised was that of Communication Skills and Conflict Resolution. One suggestion made with regard to this was the possibility of Coastcare providing training and/or workshops in group communication and problem solving skills. This would remove the burden of not understanding how to deal with these situations by individual groups. Gerrand noted that

often groups are struggling because of personality and inter group issues rather than the lack of striving toward a common goal.

Another issue raised was that of funding. While there are a number of grants that can be obtained by care groups, Gerrand is of the opinion that funding needs to have greater continuity. In this it means removing the need to apply for funding on a yearly basis and replacing these with long term grants. “Having to apply every year for projects especially for on-going projects of vegetation restoration is time consuming and ineffective. The continuity of work is important, from both an economic and environmental management perspective. As a coordinator a lot of my time is spent devising ways to keep funds coming in to continue our works”(Gerrand pers comm. 2001)

Further discussion of this case study and the ideas that have arisen will follow in Chapter Six. This Chapter provides recommendations for the provision of successful Coastcare groups.

5.5 LEITHFIELD ASHWORTHS BEACH COASTCARE GROUP

North Canterbury, New Zealand

Background Information

The Canterbury coastline stretches from Kaikoura to Timaru. Nestled along this Coastline is the coastline known as Pegasus Bay which includes North Canterbury Beaches from the mouth of the Waipara River, Christchurch City Beaches and stretches as far down as Taylors Mistake. Pegasus Bay stretches for some 55km and provides a number of open spaces, which are popular for recreational activities and is home to a significant wildlife population. The following map identifies the location of Leithfield Beach along Pegasus Bay..

As part of the Canterbury Region, Leith field Beach falls under Environment Canterbury's (ECAN alias CRC) Regional Policy Statement which is a requirement under the RMA (1991). The Regional Policy Statement provides an overview of the resource management issues of the region. It sets out how natural and physical resources are to be managed in an integrated way to promote sustainable management. Integrated Management is defined "as involving a holistic approach to the management of natural and physical resources. It also recognises that the decisions of resource management agencies such as regional councils and territorial authorities need to be co-ordinated"(CRC 1998, p.1).

The specific focus upon relationships with people and communities identifies that integrated management provides for the links between people and their communities that extend, through their lifestyles, to the natural and physical world around them. As the population of Canterbury increases it can be expected that the demands on the natural and physical resources will be intensified. This is by both those who want to actively use the resources, and those who want to protect certain resource values. The coastline is a specific

area of focus within the regional policy statement. Issues include adverse effects on the life supporting capacity of coastal ecosystems; natural character values; public access needs and conflicts; aspects of health and safety in relation to recreation activities, and damage from natural hazards on the shoreline.

Leithfield Coastcare group is an independent group which have become established due to community concerns with use and protection of Leithfield Beach. It is important at this stage to note that the information gained for this section is secondary and tries to present an objective viewpoint to the controversy that has occurred within this Coastcare Group.

Without going into the specific detail and to provide for confidentiality, Leithfield Beach has had socio economic differences which have affected the cohesion within the group.

The overwhelming community support for protection of the beach was squashed when particular group members became focused on specific issues and forgot the whole purpose of community involvement and protection of the foreshore. The following section takes a step back to show where the difficulties have arisen.

5.5.1 Functions of Leithfield Coastcare Group as of 1999

However prior to these areas of controversy Leithfield Coastcare established a management plan with the assistance of government authorities to formulate its goals. The mission statement in 1999 read:

“To maintain and enhance the natural values, and the safety and enjoyment of users of the public land from the Kowai River SH1 bridge to the sea, the coastal strip from the Kowai River to Saltwater Creek, and Saltwater Creek to SH1 bridge”.(Leithfield Management Plan 1999,p.1)

The group focused on a number of issues that could be realistically managed with the involvement of the community. These included allowing vehicle access along certain routes for public use, forming barriers to stop destructive behaviour with vehicle use, and use of locked gates to prevent abusive access. Issues also included enhancing breeding ground areas of nesting birds, promotion of contained disposal of green waste, providing signage for public awareness, and promotion of the importance of the beach area through meetings and documentation. A significant point noted in their management plan was:

“During the work which has brought us to this state the committee members, (who may all have different visions about the ideal beach environment), have been regularly impressed by the fact that if there is any disagreement, as long as everyone goes back to the content of our mission statement, with which we all agree, its always possible to make progress. In this spirit the committee hope that the entire area will be continually monitored, not just by the committee, but by everyone who has a love for our beach, so that the adoption of this plan is the start of progressive public involvement in the protection of the beautiful beach we have, and the sensitive development of the attraction it will become”. (Ibid 1999, p.2)

Ultimately this mission statement did not last, and when personalities became forceful and unaccepting of others ideas, group cohesion subsided and a number of community members chose not to continue their involvement in the Coastcare group. This leads onto discussion about inter and intragroup conflict.

5.5.2. Issues of Inter and Intragroup Conflict

One particular area of concern were the rules developed for allowing membership. Prior to the changes stated in July of this year (2001) the rules read:

3.) Membership shall be **open to any individual** who wishes to support the aims of the society.

4.) Persons may be invited or may apply in writing to become members. A membership application must be supported by an existing member and confirmed at the next committee or general meeting.

The proposed changes read:

4.) Membership **shall be by invitation only**, from a committee or general meeting, and open only to people who declare in writing their belonging to one of the groups described in the following:

To achieve objectives by fostering co-operation between:

- 1.) People who regard vehicle access in the area as a privilege and who, acknowledging the damage and nuisance caused by uncontrolled vehicle access are prepared to accept restrictions in order to preserve the privilege of vehicle access, and
- ii) People who feel vehicles should be totally excluded from the coastal zone but are prepared to accept that responsible driving, along approved roads, cause minimal damage and nuisance.

The promotion and focus upon 4Wd drive access and the changes to actual membership within the group have created a considerable division within the community and from outside groups. Issues within the Coastcare group have become personalised and has been used as an medium to close public access to vehicles, steering well away from the

community based initiative that was formally established with support from ECAN, for the purposes of Coastcare projects.

5.5.3 Interaction with government authorities and community members

The presence of campaigners within the group has affected Environment Canterbury's (ECAN) relationship with the group. It is within the policy of the resource Care Section of ECAN to support groups that are community based and **all** inclusive. The appropriateness of support to such a group becomes questionable when the group is exclusive in its membership, and conducts campaigns against organisations, groups and individuals whom ECAN work with and are effectively important members in achieving integrated coastal management.

Clearly ECAN has concerns with the way the Leithfield Coastcare has developed. A fundamental requirement for the success of environmental protection to occur the local community must understand the issues, and support the agenda behind conservation. A care group provides a suitable vehicle for this to occur. On established of the Leithfield Group, ECAN envisioned a partnership with the community to achieve environmental outcomes. Partnership implies responsibility, an effort by both partners with a shared responsibility to achieving the goals. Therefore there is a need for a level of trust and respect, which is an area for improvement within the context of Leithfield Coastcare Group.

5.5.4 Areas for improvement within Leithfield Coastcare Group

Ultimately the facts represented here in this brief analysis of Leithfield are predominantly sensitive to groups involved with Leithfield Coastcare group, and therefore specific detail has been removed, as are elements of subjectivity with regard to the Coastcare groups actions. However during discussion with representatives from ECAN the problems that have occurred at Leithfield Beach have provided a learning experience for both institutions and the groups itself highlighting the aspect that it is appropriate to learn from mistakes. As an independent group which unlike the beaches in the Christchurch City Area whom are funded by CCC of these in the Beachcare programme of EW, Leithfield Coastcare Group has to be more effective and unique to be more resourceful with the limited community based funding that is available. Hence the promotion of effective and goal based strategic plans and enhanced community trust help project the image of the group for possible grants. The groups have to have an inward push to be motivated and failure in-group cohesion exhausts this motivation. The element of funding and group conflict leads to the question of facilitation and the need for correct advice to be provided for from inception.

The above representation of each case study offers a brief account of some of the issues that have caused concern among the groups as well as areas of related success. The following section offers a summary in the form of a matrix which offers a pictorial representation toward the extent of fulfilment in relation to the five criterion. The section goes further to highlight barriers and successes (Table .2.) toward meeting these criterion, these are discussed further in the final chapter.

5.6 BARRIERS AND SUCESES TOWARD FULFILMENT OF CRITERION

Table.2. Barriers and Successes toward Fulfilment of Criterion

Chosen Case Studies	Barriers toward fulfilment of Criterion	Strengths toward fulfilment of Criterion
Whangamata BeachCare Group	<ul style="list-style-type: none"> Internal Conflict within Steering Committee Formal regime of meetings Uneducated holiday makers and new resident population are unaware of coastal hazards and the need for dune protection Power struggle with certain individual, leading to abandonment of the Beachcare group by some members. Overshadowing of original objectives and goals. Over representation of one persons idea The need for increased resourcing to allow for groups to have a higher likelihood of success Focus of short-term outcomes by government institutions removing the importance of promoting effective group cohesion. 	<ul style="list-style-type: none"> Increased interaction and building of trust Environment Waikato staff and the Beachcare group Provided valuable insight for facilitation of conflict situations in future Beachcare Groups. Provided a benchmark for establishing early ground rules from inception to avoid conflict. Despite conflict a major project has been completed Promotion of flexible and customised management techniques used by facilitators and coordinators to meet the contextual differences that occur between varying Beachcare Groups. Hence the promotion of guidance.
Manning Coastcare Group	<ul style="list-style-type: none"> Need for promotion of greater communication and conflict resolution skills Funding and provision of grants need greater continuity. 	<ul style="list-style-type: none"> Success is measured by the continuity of works Using a systematic approach to devise goals and boundaries. Promoting progressive reporting and monitoring silks. Persistence has enabled a good working

<p>Manning Coastcare Group continued.....</p>		<p>knowledge of the restoration sites, affecting the continuity of knowledge</p> <ul style="list-style-type: none"> • Working within the strengths and skills of the group and being realistic about chosen goals. • Promotion of ownership of the issues, leading to increased levels of empowerment. • The provision for funding of Coastcare Facilitators under the Australian Coastcare Programme, strengthens the success of groups by providing advice, guidance and support.
<p>Leithfield Coastcare Group</p>	<ul style="list-style-type: none"> • Socio-economic differences. Promotion of segregation among the community rather than inclusively. • Abandonment of group because of engrained and top heavy personalities. • Removal of the shared responsibility in achieving goals • Limited and conflicting partnerships with government institutions. This affects levels of trust and respect, and does not enhance community capacity building. • The lack of a collective inward push from the group because of failure in group cooperation and goal orientation. 	<ul style="list-style-type: none"> • Early focus and strategic planning by formation of a management plan. • Provision for short and long term goals.

The above table highlights areas of strengths and barriers toward reaching fulfilment of the five criteria which have been obtained from reviewed literature. Further summation of the extent of fulfilment of chosen criteria follows in the following matrix. It is important to note that the ranking given to fulfilment of each criteria is indicative of the research that has been done within this report. It does not seek to disprove or compare the groups against each other. It merely gives an indication from the research obtained what areas require further work and ongoing support. It is also important to understand the positionality of the researcher as merely opening the door to something that can be advanced upon under the correct resourcing and knowledge, and therefore does not assume that the ranking is correct and that the groups have not had successes. My aim is to collectively improve and direct understanding toward the provision for the need for improvement within New Zealand's Coastcare Programme, and thereby adapting the lessons that can be learned from the chosen case studies. This will be displayed in the final chapter which illuminates recommendations.

5.6.1 Understanding what the phrases in the matrix represent.

The following three phases or pictorial use represent the extent of criterion fulfilment.

There definitions are as follows:

- ✓ - This pictorial representation represents fulfilment of the criteria. It does not provide a measure for how much, but represents that these are being met but of which need to be built upon on an ongoing basis, and is subject to group processing.

Requires Further Work - This phrase commends areas where these criterion have been met, but where difficulties have been faced, and require further work to get them fixed and within the contextual bounds of the group

Needed - This phrase ultimately draws on the need for re-identification of the group and the need to establish a new set of ground rules and realistic goals so that these criterion can be worked toward.

The measure by use of numbers is not a statistical representation, but merely offers an overview as to how these groups are going, and where recommendations can be formed to allow for groups such as these to fulfil all criterion. Diagram 4 presents this matrix.

Chapter Six provides further discussion of the above and leads onto recommendations.

Chapter Six -

Discussion and Recommendations

6.1 REITERATION OF THIS REPORTS AIMS

It is important at this final stage to remind the reader what this document is about and where its limitations lie.

Firstly, the focus of my content aim was to develop a set of criterion from the literature and use these as the 'lenses' to analyse the chosen case studies. What this report essentially aims to do is to provide 'food for thought' of which could be used in further investigation for promoting Coastcare Group success. It is important to acknowledge the chosen definition of success and the numerous other tangents for measuring success. The researcher does not assume that all facets of intergroup conflict and dynamics have been touched upon, and is aware of contextual differences.

The chosen case studies can be described as clear role models for future initiatives within the Coastcare and Care Programmes. What they have provided is valuable insight into areas of concern among groups and offer the opportunity to evaluate and work out new ways in combating the presented barriers.

The report also gives rise to other possible areas of investigation. Although these are outside the scope or realm of this report they warrant mention. The images presented by the chosen case studies are more or less indicative of Coastcare Groups that have and will eventually 'get it together', in the sense that there is a support regime in operation to some extent within each area. However there are elements of the bigger picture that make

formation of groups a much harder process. One big area are the tensions raised among differing values, between different users of the beach, between those that live in the metropolitan centres and those that live within the local beach environment. These tensions become amplified in the political context, whereby the multiple conflicts and multiple resources make the task of integration more difficult.

However while acknowledging these bigger picture questions, the only way to promote change and understanding is to get behind it and make it important. That is how I see the role of CBEM, it is the key initiative which can amplify this change. It cannot however be successful if it is not supported, or if groups don't know where to start. That is where the following recommendations come in.

The following section attempts to draw together all of the previous chapters and form a set a recommendations which can be further investigated by government authorities. The recommendations incorporate ways of perhaps fulfilling the criterion for success and understanding the underlying changes that need to occur to better implement CBEM initiatives. However before these recommendations are made, a general discussion about key issues that were distilled within this report is needed. The key issues follow:

6.1.1 Success

The reference to success still remains controversial and complex. So often the political regime in which we stand expects results, but so often groups are left under resourced, hence promoting failure. The avenue for promoting success becomes intertwined in both physical outcomes of projects but also with social group cohesion and the methods of processing. When establishing protocols, ground rules and realistic goals these need to

enhance the groups vision which is technically their measure of success. Working within the strengths of the group, and providing opportunity for varying types of knowledge and initiatives aids successful accomplishment of the groups chosen vision.

6.1.2 Funding

Funding represents a way of maintaining group longevity. When problems of funding are removed from the equation, participants are able to concentrate on achieving the groups objectives which may include aspects of group cohesion and works outcome. Benefits rise with regard to removal of possible aspects of burnout when the focus is removed from directing all energies into obtaining funding.

Perhaps an initial objective is to receive funding from the government institutions to promote successful patterns of success from inception, and then to seek further funding from the private sector. Involving local businesses within the daily running of such a programme promotes ownership and hence a combined feeling of stewardship among the community. This provision of funding at the initial stage of inception, provides for increased focus upon group dynamics and the collective formation of goals and boundaries.

6.1.3 Facilitation or Co-ordination

While funding from inception promotes group cohesion, facilitation should also be provided from inception. The tasks here would be to establish the formation of effective and efficient groups that work within their strengths, chosen goals and resource base. Other tasks could include working with groups to establish roles and protocols, and also

provide the medium through which these groups can receive information and support from regional authorities. Provision for workshops, which promote aspects of conflict resolution and group processing are essential. Essentially these can only be provided if facilitators or co-ordinators are trained in these areas and supported by their employer institution.

6.1.4 Institutional Focus and Integrated Coastal Management

The focus of the RMA promotes sustainable development. CBEM could provide a mechanism through which this could be obtained. If devolution of power is going to occur like has occurred under the RMA, then the resources for fulfilling the statutory requirements need to follow. Provision for actual guidance on how to help group establish require institutional training. It is within the best interests of the government to work with their community as the outcomes are of mutual benefit. While the devolution of power heightens aspects of possible community initiatives it must also be remembered that the ecosystem is a whole and therefore often issues are cross boundaries. This is what makes CBEM an effective tool because it provides the potential to facilitate integrated coastal management through the involvement of all interested stakeholders and potentially form trusting and respected partnerships.

From these key issues recommendations for this project are as follows.

6.2 RECOMMENDATIONS

The following recommendations provide broad based objectives for encouraging the improved implementation of CBEM and all connected facets such as group dynamics and cohesion within the government regime. The recommendations are as follows,

- 1.) Make provisions and time to actively scope ideas to establish national objectives for establishing effective CBEM. Stipulate the importance of environmental management and protection as a priority issue and not secondary to other political agendas.
- 2.) Actively determine how elements of these objectives can become transparent throughout regional council care projects and embrace these within organisational policy and culture.
- 3.) Understand and accommodate for the importance of CBEM in reaching RMA objectives
- 4.) Research and establish a national care programme that provides for effective training of co-ordination or facilitation staff to become involved with groups from inception.
- 5.) The provision for devolution of power from the central to regional and local councils requires a commitment to establishing an effective resource base and the ability for communities to build capacity and empowerment. It is therefore a pattern that should be implemented at a national scale.
- 6.) Acknowledge the interconnectedness between cross boundary issues and stakeholders involved and make provisions for these to be addressed at a local scale.

- 7.) Understand and implement programmes which allow for varying definitions of success and realise that group cohesion is beneficial toward effective and ongoing works outcomes.
- 8.) Commit understanding toward realising the mutual benefits for integrated coastal management and make this a paramount vision, therefore promoting CBEM

Stipulating the importance and providing commitment toward improved measures of CBEM implementation will enable maintenance of effective care groups. The following tool kit is designed for use by co-ordinators employed by government agencies to improve working relationships with community groups and understand the skills and qualities that are needed to promote elements of care group longevity. These guidelines offer insight into how co-ordinators can be better prepared when working with Coastcare Groups and care groups.

The tool kit also includes guidelines for groups when they are getting started and includes a series of questions which question where the group is at, and ideas of where to go. These are broad based guidelines and can be improved on further to fit contextual differences.

In conclusion a flow diagram demonstrates how all the components of group process and partnerships fit together and work off each other to promote effective CBEM.

GUIDELINES FOR THE FORMATION OF COMMUNITY COASTCARE GROUPS

WHAT ARE WE TRYING TO ACHIEVE? OUR VISION

- ✓ What is the purpose and objectives of the organisation?
- ✓ Establish a set of ground rules or protocol, this promotes the understanding of rights and responsibilities?
- ✓ What is the groups mission statement?
- ✓ Establish a set of realistic goals- recognise feasibility
- ✓ Picture the outcomes – how are we going to get there?
- ✓ Work within the skill and resource base of the group
- ✓ What programmes or activities will the project offer – what are appropriate actions to do so?
- ✓ Are we fully committed to promote on-going works –Short/Medium and Longterm goals

WHAT DOES OUR GROUP WANT TO CHANGE?

- ✓ Do we want to improvement issues of empowerment, participation and ownership?
- ✓ Do we want to raise community awareness of the issue at hand and there involvment in the project?

WHO NEEDS TO BE INVOLVED?

- ✓ Research: -those in need
-those at risk

- areas at risk
- benefits from project
- outside support available
- facilitative aids
- recognise opposing values and account for these
- advice from technical experts, community workers and other care groups
- ✓ Consult community members, other stakeholders, those affected by the project.
- ✓ Is there need for a new group to form? Are there similar projects underway? How can we interact with them? Is there an existing council care programme?
- ✓ Are other stakeholders willing to be part of a planning group? E.g. Government Institutions, Local Iwi, Business groups, other volunteer organisations.

HOW DO WE EVALUATE SUCCESS?

- ✓ Tangible and non-tangible outcomes? How do we measure success?
- ✓ Management Plans- E.g.Short Term Goals –operations plan(equipment, project timeframes
 - How and when will meetings be run?
 - Structure of Committee
 - Identify barriers and actions to overcome these
- Long Term Goals- resource plans –who/what/when how?
 - Promotion of participation levels
 - Marketing Campaigns for volunteer recruitment.
- ✓ Do our measures of success fit our objectives and goals?
- ✓ Does our approach need addressing (Refer to processing guidelines)

GUIDELINES FOR COASTCARE GROUP PROCESSING

DOES OUR APPROACH REQUIRE CHANGE?

- ✓ If the approach requires change it is important to seek advice on each of these questions from Programme Managers, Local agencies and other groups. These people should have been involved from inception so will be aware of goal and visions and will provide avenues for developing more effective and attainable achievements.
- ✓ Where are we going?
- ✓ What do we need to get there?
- ✓ Are we progressing? Are our goals realistic?
- ✓ Are our measures of monitoring and collecting information effective? Are they contributing to our purpose and goals?
- ✓ Are we informing others?
- ✓ How do we record our information? Who does it and in what form?
e.g. Journals, Photographs, Archives
- ✓ Are we collecting the correct form of information?
e.g. Budgets-income/grants/expenditure
Environmental monitoring
- ✓ Are we working collectively? Do we have effective and working relationships?
- ✓ Do we need help with intergroup conflict? (seek advice from co-ordinators, facilitators or programme managers).
- ✓ Do we need help to get back on task?
- ✓ Do we require new protocol or ground rules for meetings?
- ✓ Are we watching for signs of burnout?(Research what this is about and how to avoid)
- ✓ How can we maintain motivation?

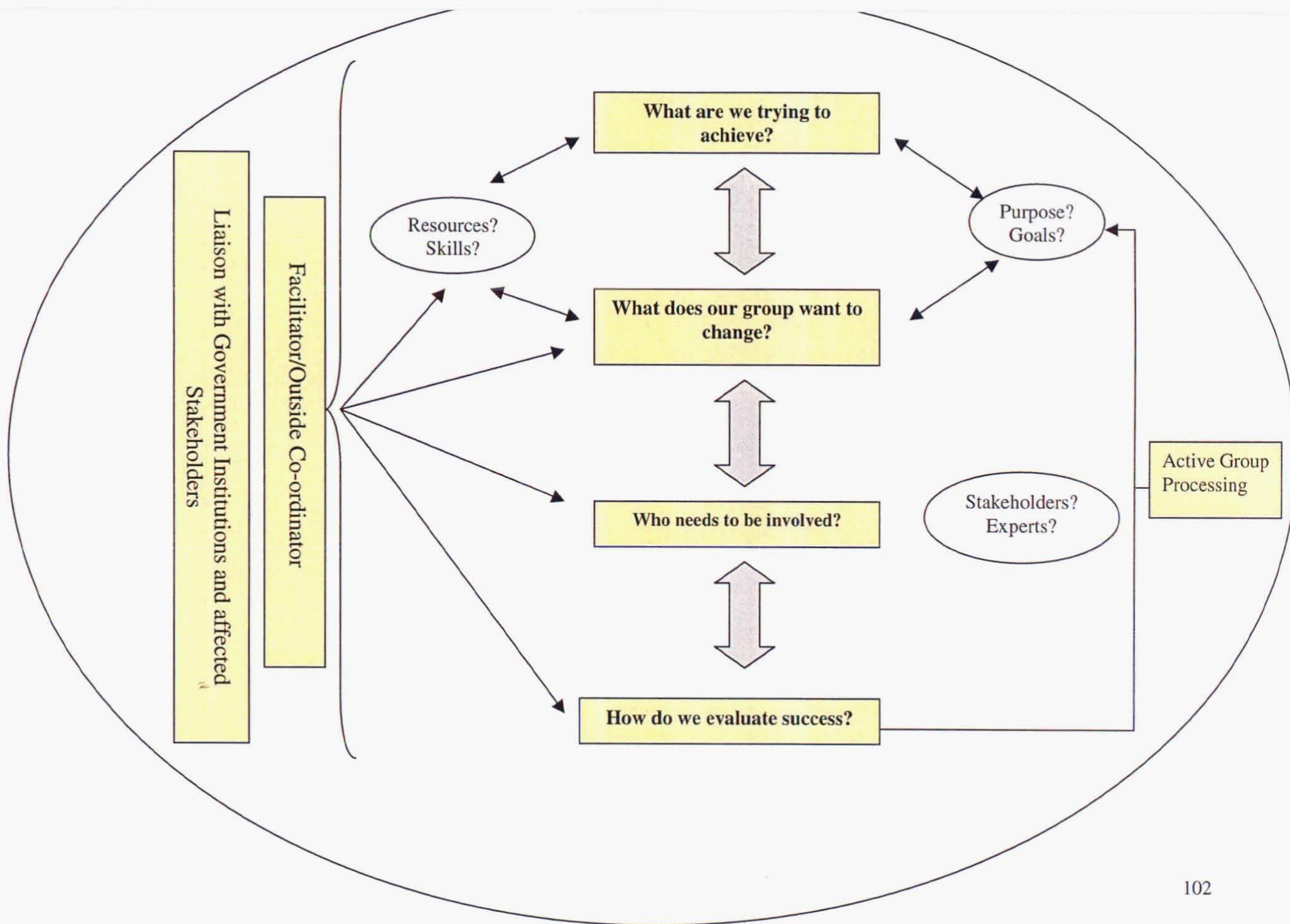
GUIDELINES FOR FACILITATION OR CO-ORDINATION OF COASTCARE GROUPS FOR PROGRAMME SUPERVISORS AND CO-ORDINATORS

THE CO-ORDINATOR- THE CENTRAL POINT OF CONTACT

- ✓ This position involves supporting community groups who are working to address local issues. The objective is to work in partnership with these groups and promote and achieve effective resource management projects. Staff in this position should be adequately trained to work to an effective and efficient level with Coastcare and Care groups.

- ✓ The skills and qualities that are required include:
 - the ability to work pro-actively with a diverse range of people to build effective partnerships between Care Groups, Government Institutions and other stakeholders.
 - maintain flexibility toward the approach taken with differing groups
 - show high levels of commitment and promote motivational levels
 - demonstrate proven conflict resolution and mediation skills (This requires training and should be investigated further.)
 - accept and provide for differing values and perspectives within and between groups
 - show levels of familiarity with legal obligations and work within these
 - be involved in establishing workshops and training sessions for the provision of furthering communicative and resolution skills

- work with the groups from inception establishing realistic goals and ground rules, actively promote the need for continual processing of group goals and be actively involved in this.
- be the medium through which groups can communicate with local and regional government authorities, and also gain access to expert advice and information
- promote consistency within each region so that groups understand their relationship with the co-ordinator and the availability of support
- building trusting relationships and promote an accepting and rewarding atmosphere.



References

Books and Journal Articles

Brandow, Karen (1981, 2nd Ed) No Bosses Here!- A manual on working collectively and co-operatively Union Labour, U.S.A

Brassell-Jones. (June 1998) The Experience of Women in Co-Management Landcare Groups-Issues in Representation, Participation and Decision-Making Ministry of Agriculture and Forestry, Wellington, New Zealand

Brown, Rupert. (1988) Group Processes- Dynamics Within and Between Groups Basil Blackwell Ltd, United Kingdom

Campbell, Alan. (ed) (July 1997 and Oct 2000) Care Groups in Action Environment Waikato, Hamilton East New Zealand

Campbell, Andrew (1994) Landcare: Communities Shaping the Land and the Future Allen & Unwin Ltd, St. Leonards, Australia

Chamala, S. & P.D Mortiss (1990) Working Together for Landcare Australian Academic Press, Brisbane

Conacher, Arthur & Jeanette (2000) Environmental Planning and Management in Australia Oxford University Press, Victoria, Australia

Dahm, Jim and Harley Spence (1997) Experience with Community Based Dune Management: Waikato Region New Zealand. Combined Australasian Coastal Engineering and Ports Conference, Christchurch, New Zealand

Ellesworth, James.P. (1997) Canada's Atlantic Coastal Action Program: A community based approach to collective governance Ocean and Coastal Management Vol.36.Nos1-3 pp.121-142 Elsevier Science Ltd, Northern Ireland

Fagan, Joanne (1998) Whangamata Beachcare: Evaluation of a Community Participation Approach to Common Property Coastal Management Master Thesis, University Of Waikato, Hamilton, New Zealand

Fitzgerald, Gerard. (Dec 1999) Community Involvement in Conservation Management Issues: A New Zealand Action Research Plan Department of Conservation, Wellington, New Zealand

Forgie, Vicky; Peter Horsley; Jane Johnston (March 2001) Facilitating Community Based Conservation Initiatives Science for Conservation 169, Department of Conservation, Wellington, New Zealand

Hillery, George.A. 1955 Definitions of Community: Areas of Agreement Rural Sociology Vol.20.pp.111-123

Holdgate, Martin. (1996) From Care to Action- Making a Sustainable World Earthscan Publications Ltd, London, United Kingdom

Ife, Jim. (1995) Community Development-Creating Community Alternatives-Vision, Analysis and Practice Addison Wesley Longman Australia Pty Limited, Australia

Jabob, Sue. (Oct 1995) Understanding Beach Dunes Department of Land and Water Conservation, Australia

Johnson, David.W and Frank. P Johnson (1991 4th Ed) Joining Together –Group Theory and Group Skills Allyn and Bacon, U.S.A

Keller, Martin.D (1998) Community Based Environmental Management Groups and the Dynamic Nature of Success Environmental Management and Design Division, Lincoln University, Christchurch, New Zealand

Kellert S.R. (2000) *Community Natural Resource Management: Promise, Rhetoric and Reality* Society and Natural Resources No.13, pp.705-715

Memon, P.Ali & Harvey C. Perkins (1993) Environmental Planning In New Zealand The Dunmore Press Ltd Palmrston North, New Zealand

Oma, V.P.M; D.M Clayton; J.B.Broun; C.D.M Keating (Dec 1992) Coastal Rehabilitation Manual Dept of Agriculture, Victoria, Australia

Pinkerton, E (Ed) (1989) Co-Operative Management of Local Fisheries: New directions for improved management and community development University of British Columbia Press, Vancouver

Pollock, G. and P. Horsley (1997) Co-management: Learning by doing. Proceeding of the NZPI Conference, 16-18th April, Palmerston North

Ritchie, Helen. (May 1997) Taking care: A Report on Research with Landcare Groups in the Waikato Environment Waikato, Hamilton East, New Zealand

Riveria, R. and G.F NewKirk (1997) *Power from the People: A Documentation of non-Governmental Organisations Experience in Community Based Coastal Resource Management in the Philippines* Ocean and Coastal Management Vol.36, No1-3, pp73-95 Elsevier Science Ltd, Northern Ireland

Robinson, David(ed)(1997) Social Capital and Policy Development Institute of Policy Studies, Victoria University of Wellington, Wellington New Zealand

Schloss, Patrick.J and Maureen A. Smith (1999) Conducting Research Prentice Hall Inc New Jersey, U.S.A

Thompson, D. (ed) (1995) The Concise Oxford Dictionary of Current English Clarendon Press, Oxford, United Kingdom

Turner, Stephanie (2000) *Coastal Management and the Environment Compensation Challenge* New Zealand Journal of Environmental Law Vol 4 pp.181-200 Faculty of Law, The University of Auckland, Auckland New Zealand

Government Authority Publications

Coastcare Parks Unit, Christchurch City Council (June 2000) Resource Information for the Christchurch Coastal Zone Wickliffe Printfast Christchurch, New Zealand

Environment Canterbury (June 1998) Canterbury Regional Policy Statement Environment Canterbury Christchurch, New Zealand

Environment Waikato (Sept 1997) Welcome to the Wonderful World of Care- Guidelines for Working with Care Groups Environment Waikato Hamilton East, New Zealand

Greater Taree City Council 2001 Community Information Directory Greater Taree City Council, Taree, New South Wales

Gregory. D and Linley Wilkinson (Aug 1992) Managing Canterbury's Coast.... A Discussion of Issues and Options Canterbury Regional Council Christchurch, New Zealand

New South Wales Government (1997) NSW Coastal Policy 1997- A Sustainable Future for the NSW Coast New South Wales Government, Sydney, Australia

Womens' Federated Farmers of New Zealand Inc.(eds)(1995) The Landcare Action Guide – A kit for Setting Up and Maintaining a Landcare Group Wellington, New Zealand

Personal Communication

Keith Bailey – Coastcare Facilitator, Environment Australia, Canberra, Australia, 2001

Allen Campbell-Environment Waikato, Hamilton, New Zealand 2001

Rodney Chambers- Head Parks Ranger for Christchurch City Council, Christchurch New Zealand, 2001

Bev Clarke - PhD Student in the Department of Geographical and Environmental Studies at Adelaide University, Australia, 2001

Brett Currie – Natural Resources Manager, Greater Taree City Council, Taree, Australia, 2001

Rob Gerade- Environment Canterbury, Christchurch, New Zealand 2001

Daintry Gerrand- Secretary for Manning Coastcare Group, Australia, 2001

Chris Rees- Manager of Coastal Marine Program, Coastcare Coordinator, Dept. Primary Industries, Water and Environment, Hobart, Tasmania, 2001

Harley Spence- Coastline Consultant Waikato, New Zealand, 2001

Websites

www.ccc.govt.nz

www.landcare.gov.au

www.ecan.govt.nz

www.oceans.gov.au

www.ew.govt.nz

www.dia.govt.nz

www.ea.govt.au

Appendix .1.

Questions, Prompts and Areas of Discussion when meeting with Coastcare Group Representatives and other interested parties

Background Information

How long has your care group been established?

How many people are members?

Why do people choose to participate?

Success – what does it mean to you?

As a group how do you define success?

Is this related to the work outcome or group cohesion and understanding?

Do you have a philosophy that you follow or rather a mandate that you are restricted by?

Group Cohesion, Conflict Resolution

How successfully do you think you as a group work together?

Are their issues relating to intergroup conflict?

How have these been overcome?

Partnerships and Support

To what extent is the information that you gather as a group shared with statutory authorities? Is there a difference in power base between group and authorities?

Is this a barrier or is the working relationship promoting equality?

Does it help to have group facilitators from local council, does this provide for better conflict resolution, and provision of resources and information?

Ownership/Stewardship/Empowerment

Do you think that as members of the group and for local residents that the presence of your group has helped empower the community with regard to issues of coastal management?

Does the Coastcare programme have the potential to involve a representative proportion of the community in coastal management?

What mechanisms are there in place to ensure that this occurs?

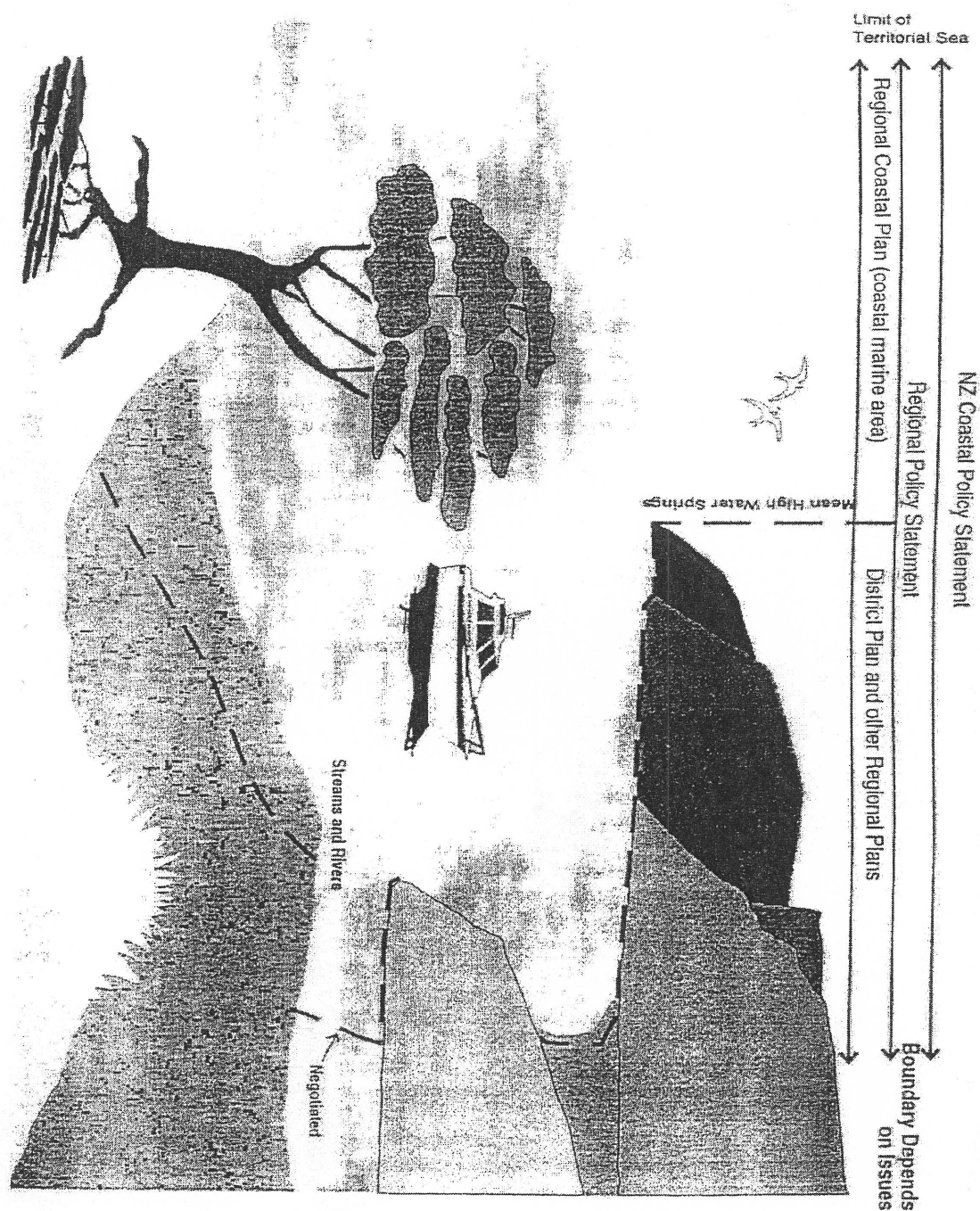
How do you promote the activities and awareness of you group, do you use signs, pamphlets, meetings?

Do you think there could be any improvements made to communication between yourselves and the government authorities?

Do you think that the Coastcare programme has been allocated enough resources, is funding a problem?

Appendix 2

Physical and Plan Boundaries in the New Zealand Coastal Environment



(Source: Fagan 1998. p.144)

Appendix .3.

Liaison Issues that Agencies with Statutory Obligation (to protect the Coastal Marine Environment), must be aware of.

Environment Waikato's attempts to identify these issues

The following information is sourced as secondary information from Fagan 1998.

Integrated Coastal Management

Due to the range of different agencies with varying statutory responsibilities in the coastal marine area liaison between them is essential to maintain consistent, thorough and no-conflicting resource management practices.

This means that along with agency partnerships such as the three-tiered partnership of the Beachcare Programme, integration of other academic disciplines is essential. This addresses issues of community participation whereby incorporation of other disciplines such as science, coastal engineering, management, policy and social science allows for varying solutions to be considered with regard to environmental, engineering, political and social issues. Ultimately this is contrast to the traditional use of science which has predominantly been used as the answer to most issues. Integrated Coastal Management notes a marked change whereby offering involvement to others in the community breaks down the barriers between academic fields and leads to a greater sense of community empowerment and ownership. (Fagan 1998,p.148)

Community Participation

Community participation in resource management is becoming increasingly accepted in international politics as a requirement essential to democracy, integrated coastal management and sustainable development. Quotes from following international agencies illuminate this point.

Principle10 of the Rio Declaration:

“Environmental issues are best handled with the participation of all concerned citizens at the relevant level”... “each individual shall have... the opportunity to participate in decision-making processes” (United Nations)

Principle 22 of the Rio Declaration:

“Local communities have a vital role in environmental management and development because of their knowledge and traditional practices. States should recognise and duly support their identity, culture, and interests and enable their effective participation in the achievement of sustainable development”.

Environmental Education

The Beachcare Programme is an attempt to promote participation. An example of meeting this incentive is demonstrated through EWs educational vision.

The following quote demonstrates this:

“Many Government agencies have traditionally fallen into the trap of relying on pamphlets, information kits, posters to ‘educate’ people about the environmental issues. Whilst much can be achieved by the provision of information, only education can empower individuals and the community to use that information effectively. In recent years, active participation of the community has been identified as necessary to successful environmental education.” (EW 1996 from Fagan 1998, p.150)

Public Access

Public access is a matter of national importance under the RMA

RMA Section 6(d):

“all persons....shall recognise and provide for”

“(d) The maintenance and enhancement of public access to and along the coastal marine area”.

Environment Waikato actively support the promotion of coastal access ways, they note:

“Not only do walkways provide for public access, they also assist in channelling pedestrian traffic away from more sensitive areas.”

Walkways are one of the works outcomes of the Beachcare programme. This also meets the statutory obligations of EW in promotion of public access. This provision for national importance also means that EW must liaise with District Councils and work in with and facilitate works programmes that are beneficial to District Councils statutory obligations.