

Finding their feet on moving ground
emerging structures of governance
for New Zealand's fenced mainland sanctuaries.

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Sanctuaries of New Zealand
Workshop
Bridge Valley Nelson
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Diane's research



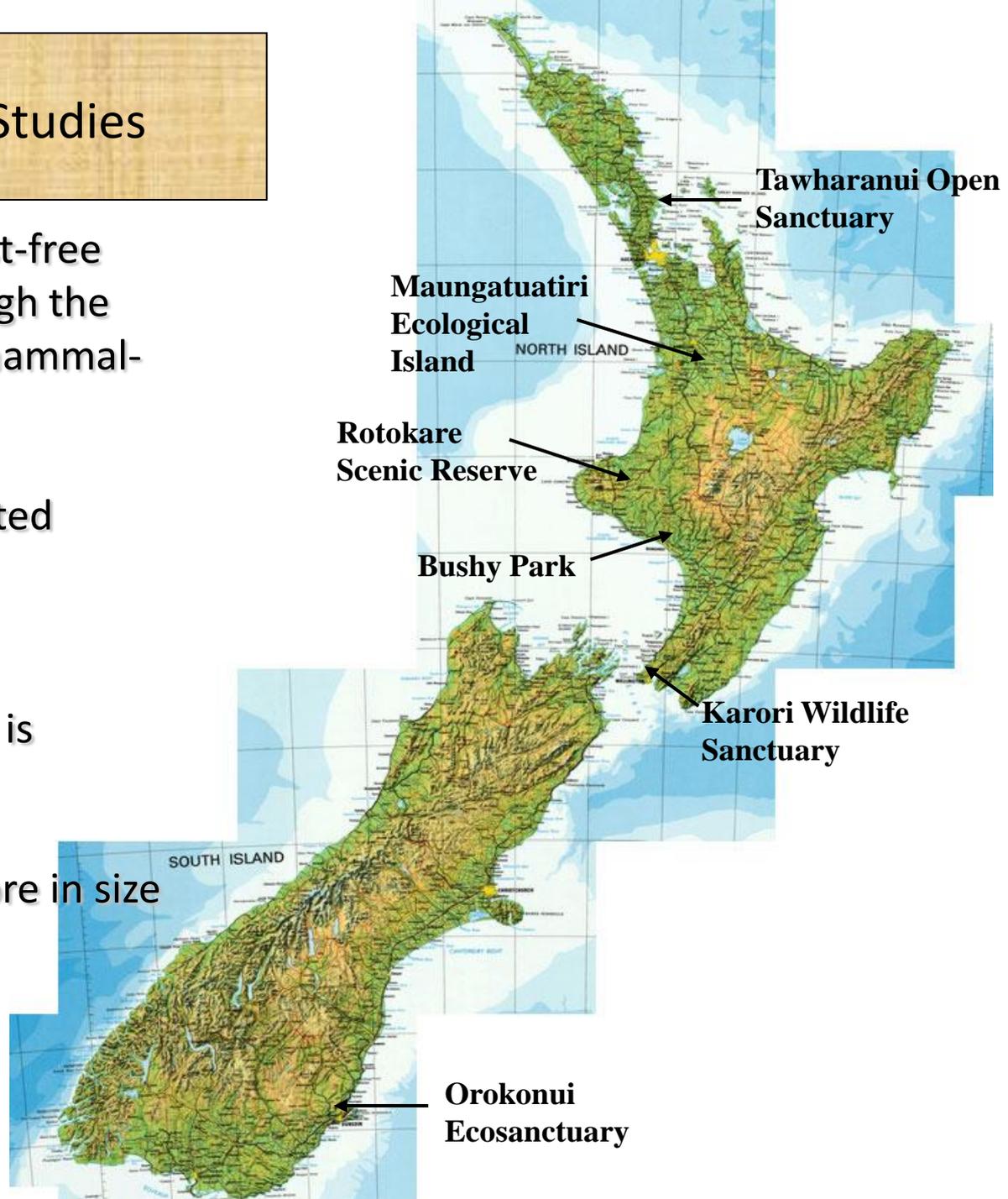
Research Case Studies

Aim to create a pest-free environment through the construction of a mammal-exclusion fence

A formally constituted community-based organisation

Fence construction is complete

100 hectares or more in size



Research Methodology

Qualitative social science research – objective is to develop theoretic propositions on how community-based fenced eco-sanctuaries might be sustained in the long-term.

Interviews with 54 people from sanctuary groups, local iwi and government agencies. Interviews done in 2007, 2008.

Multiple interviews for each of the five sanctuaries - at least six perspectives were obtained for each group (source triangulation)

Open-ended questions – contributors define the content of the data

Study of sanctuary documents: strategic plans, management plans

Representative extracts coded (2400 extracts, 540 codes, 236,000 words, 450 single-spaced pages)

Several theoretical perspectives: social entrepreneurship, collaborative management between government and communities, community engagement with ecological restoration (ecology, social, economic, government) (theoretic triangulation)

Interview questions

Open-ended questions

Long-term vision for the sanctuary

Personal motivations

Sanctuaries' role in the New Zealand conservation scene

Factors contributing to success to date – establishment phase

Factors contributing to success to date – building social support

Relationships between sanctuaries

Ingredients for sustainability

Risks and uncertainties

Tensions and back-up

Wordcount of extracts

10131

4813

15280

27746

28923

9157

88476

35249

16290

236065

The importance of getting governance right

Wordcount of extracts on governance

	governance	total	percent of total
Success in building social support	10597	28923	37
Foundations of sustainability	8911	88476	10
Risks and uncertainties	3974	35249	11



Governance designs at 6 sanctuaries

Governing Body	meeting frequency	permanent stakeholders	no. of trustees	tenure	appointment
<u>Otago Natural History Trust</u>	monthly?	i	6	3yrs-afr	AGM election
<i>Orokonui Ecosanctuary Ltd.</i>			?		
<u>Karori Wildlife Sanctuary Trust</u>	6 weeks	c i d v r	12	up to 12 yrs	self-perpetuating
<u>Bushy Park Homestead and Forest Trust</u>	annual	c d l +HPNZ+F&B	up to 12	ird	self-perpetuating
<i>Management Committee</i>		F&B	9	3yrs-afr	AGM election
<u>Rotokare Scenic reserve Trust</u>	?	b e u	4-6	ird	self-perpetuating
<i>The Committee (FORD)</i>			14		
<u>Maungatautari Ecological Island Trust</u>	monthly	b i e d c	up to 16	4yrs-afr	self-perpetuating
<i>Executive Committee</i>			?		
<u>ARC Open Sanctuary Governance Group</u>	?		7		ARC managers
<i>Tawharanui Working Group TOS</i>		v i d			invitation
<i>Tawharanui Open Sanctuary Society Inc. TOSSI</i>		v	9	2yrs-afr	invitation

afr - available for re-election

ird - incapacity, resignation or death

stakeholders: b=benefactors, c=council, d=DoC, e=experts, i=iwi, r=research institutions, u=users, v=vollie

Sources: interviews, trust deeds. Subject to revision



Some references

Borrini-Feyerabend, G. Collaborative management of protected areas. In *Partnerships for Protection: New Strategies for Planning and Management for Protected Areas*. S. Stolton and N. Dudley, Earthscan Publications Ltd, 1999: 224-234.

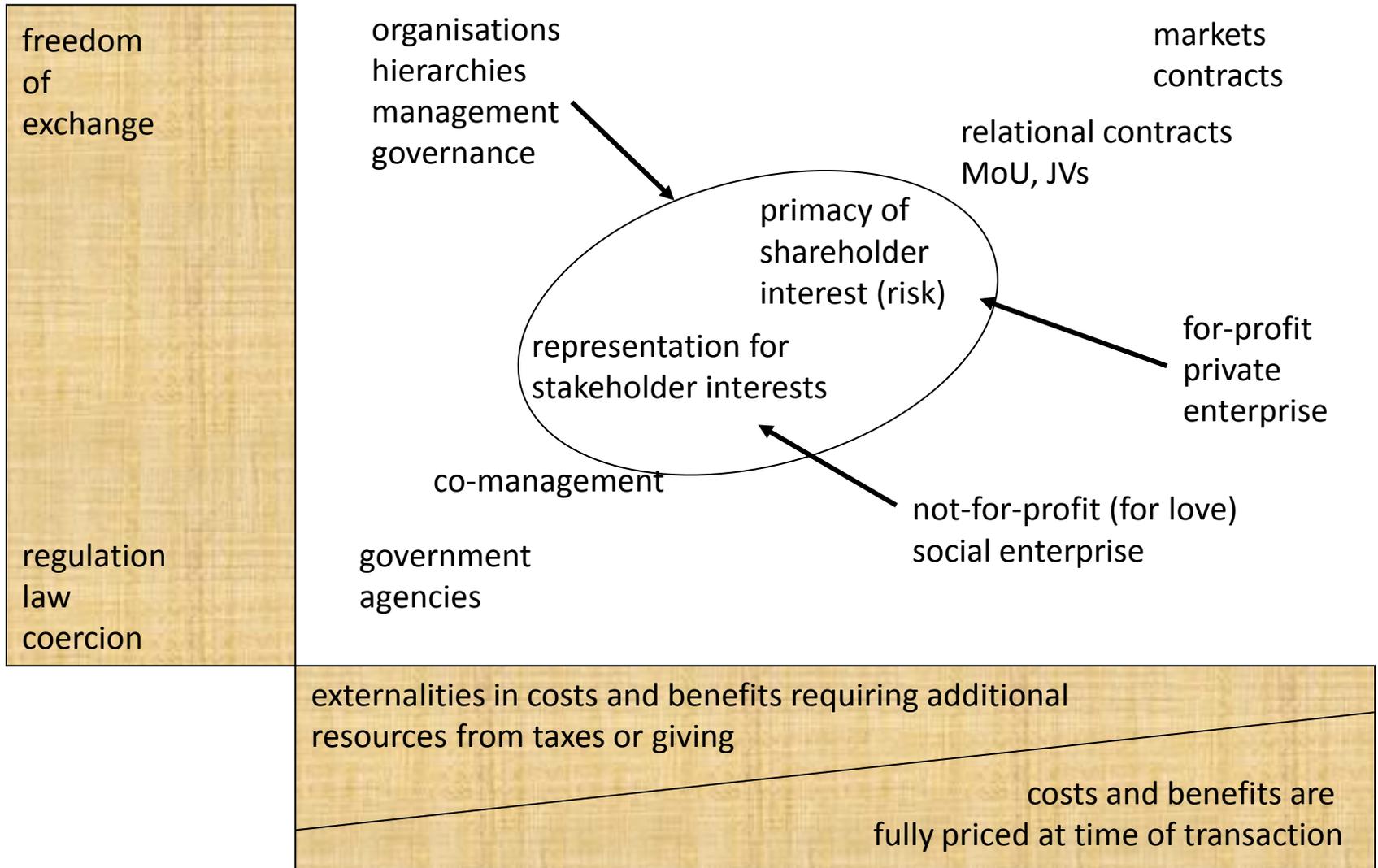
Davies, Paul L. The Board of Directors: Composition, Structure, Duties and Powers. Presented to *Company Law Reform in OECD Countries. A Comparative Outlook on Current Trends*. Stockholm 7-8 December 2000. OECD 2001

Freeman, R.E. *Strategic Management, A Stakeholder Approach*, Boston, Pitman, 1984.

Mitchell Angle and Wood. Toward a theory of stakeholder identification and salience. *Academy of Management Review*. 22(4) 1997: 853-886

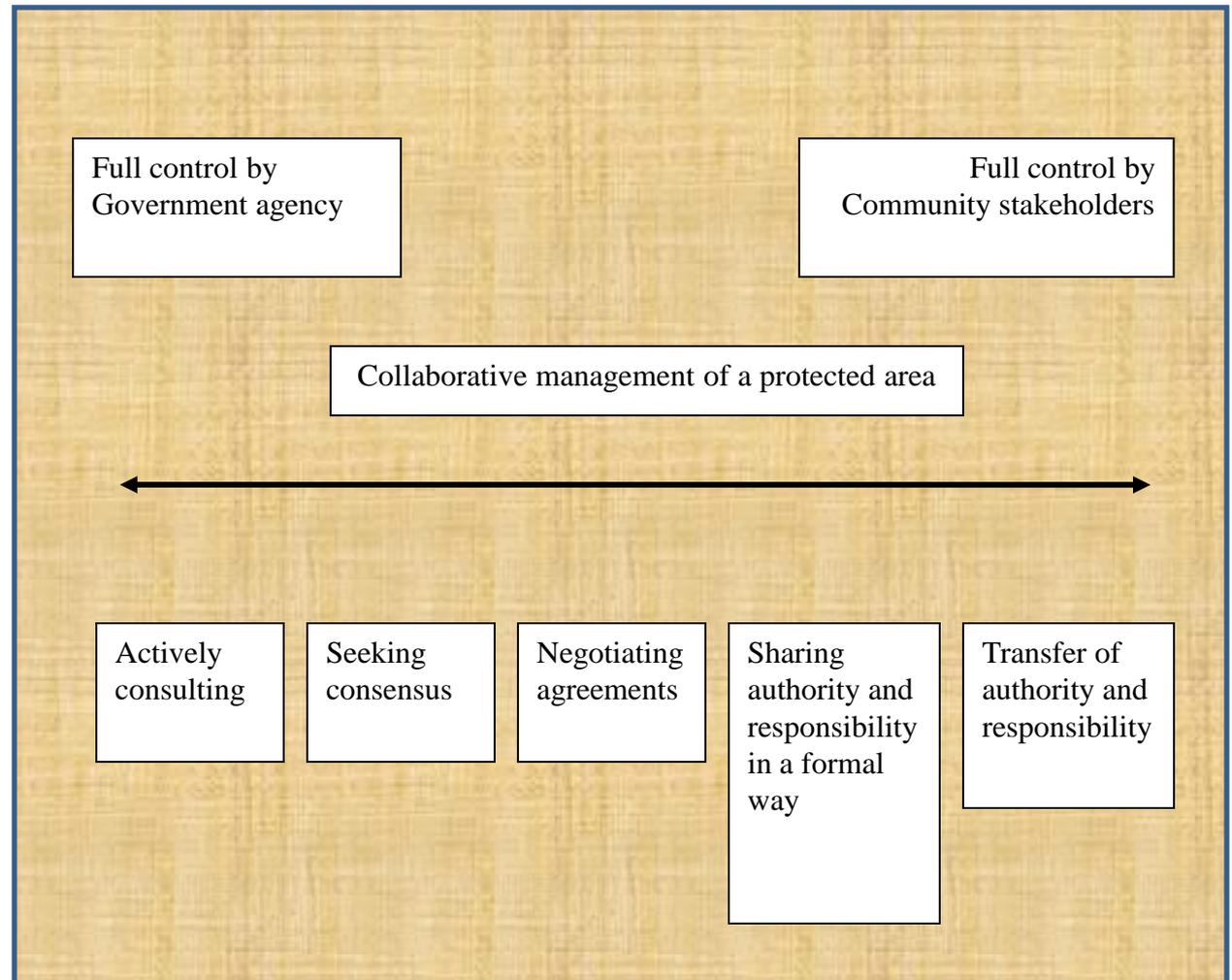
Williamson, O.E. *Markets and Hierarchies*, New York, Free Press, 1975.

Governance and exchange



Co-management

A continuum of collaborative management seen from the perspective of the government agency



Source
Borrini-Feyerabend

Challenges of governance in community-led sanctuaries

To sustain the production of a public good without the state's power to coerce.

To earn sufficient income with products and services that cannot be fully priced

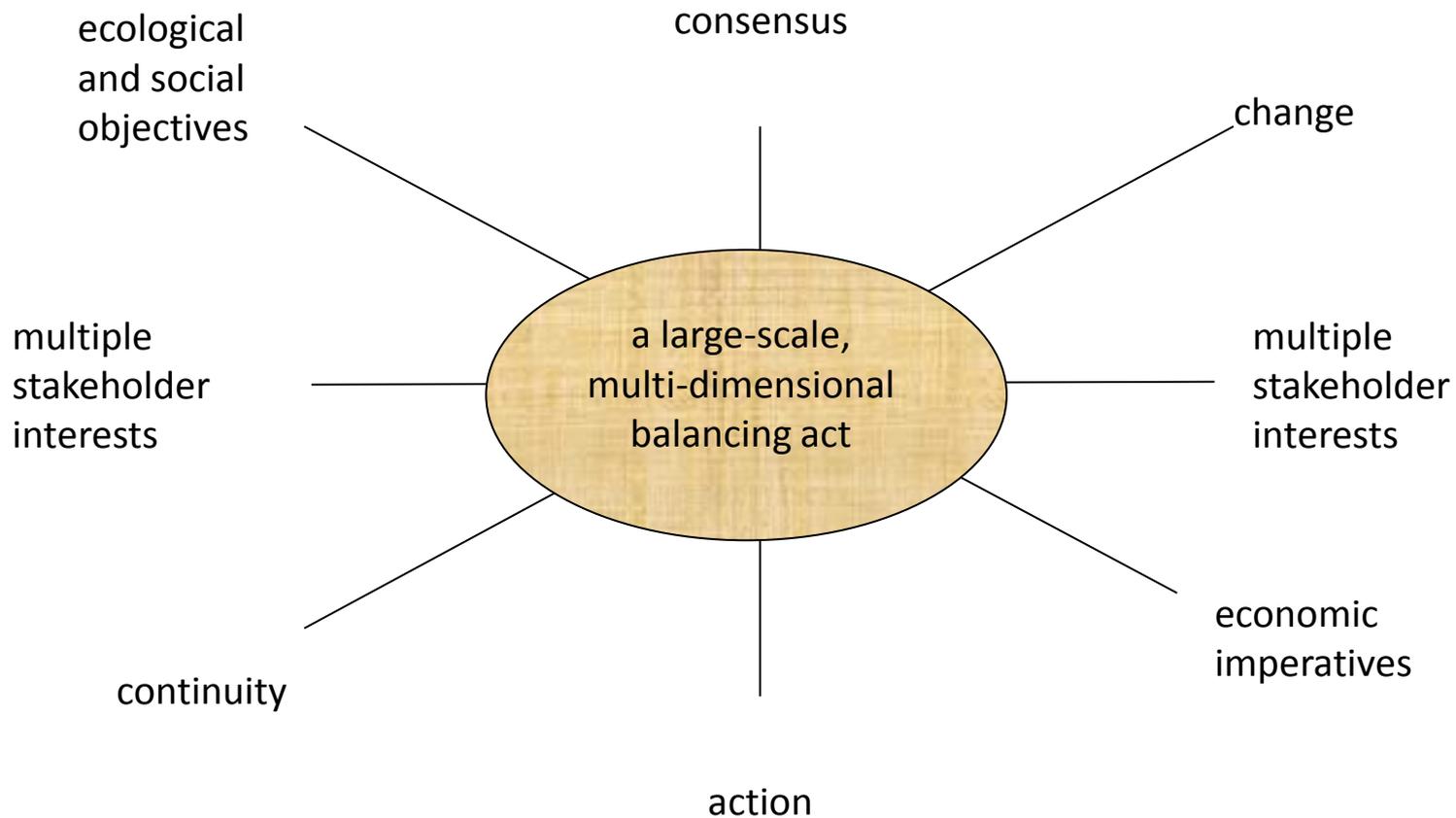
To secure ongoing commitment to the project from multiple stakeholders, whose contribution is neither coerced nor given economic reward

And whose interests may not always align

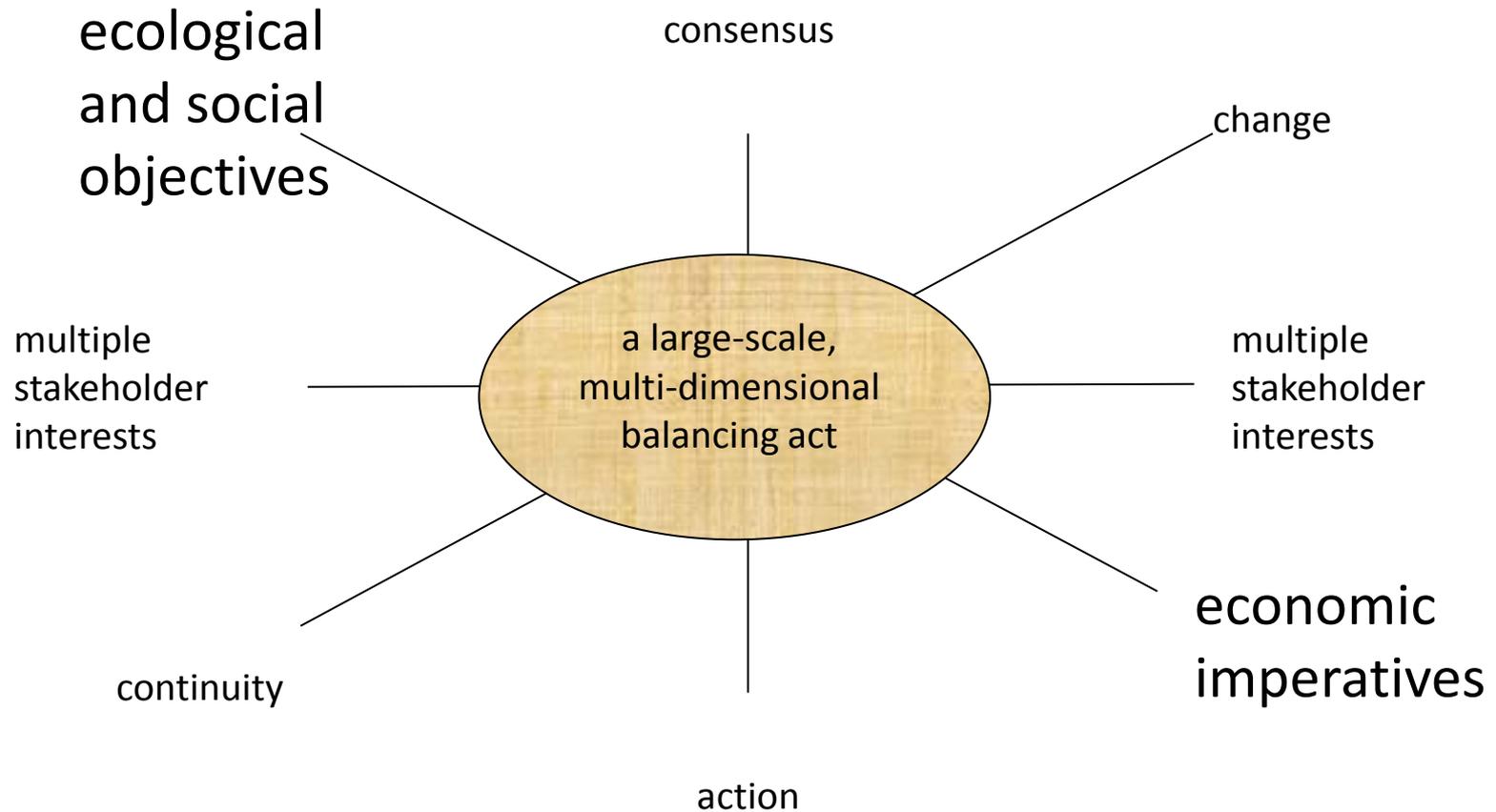
To privilege the interest of those most at risk - the birds and other creatures whose continuing existence relies completely on the security of the fence and the social and economic systems created to sustain it.

And who have no voice of their own.

Challenges of governance in community-led sanctuaries



Balancing ecological and social objectives with economic imperatives



Balancing ecological and social objectives with economic imperatives

amateur approach
won't do when
visitors are paying \$

My concern is that there will be trustees who will just love to run groups and do it in that very community-bounded way. That could be successful, but it will be less inclined to be successful if we don't fully appreciate exactly the sophistication of our market. ... I also worry about the sustainability of us doing too much of that ourselves because it then relies on the next generation coming in and wanting to do it and wanting to do it well. So I just think it is not sustainable. Although I can see that there is just the lovely idea of lots of people who are themselves entering retirement and thinking "This would be just so much fun to do this" But the fact is it's not fun, it is a business and it has business expectations.

loss of
faith in
future
social
support

this has
to be a
business

Balancing eco-social objectives
with economic imperatives

The scope for
devolution

Separate business board – e.g. Orokonui Ecosanctuary Ltd.

[Is the visitor centre likely to be run as a separate business operation, cost centre?] Yes it will be separate accounting but it is still unclear how much we will do ourselves and how much is contracted out. We could contract the whole thing out but we haven't got to that yet. I will be really surprised if we closed off our options in that regard.

I think it's important that the trust developed a separate commercial arm that's not too restricted by the governance. The governance must remain separate, although it will have its rules and regulation in place for the commercial venture, and what it can and can't do.

Balancing ecological and social objectives with economic imperatives

Diane C-H notes

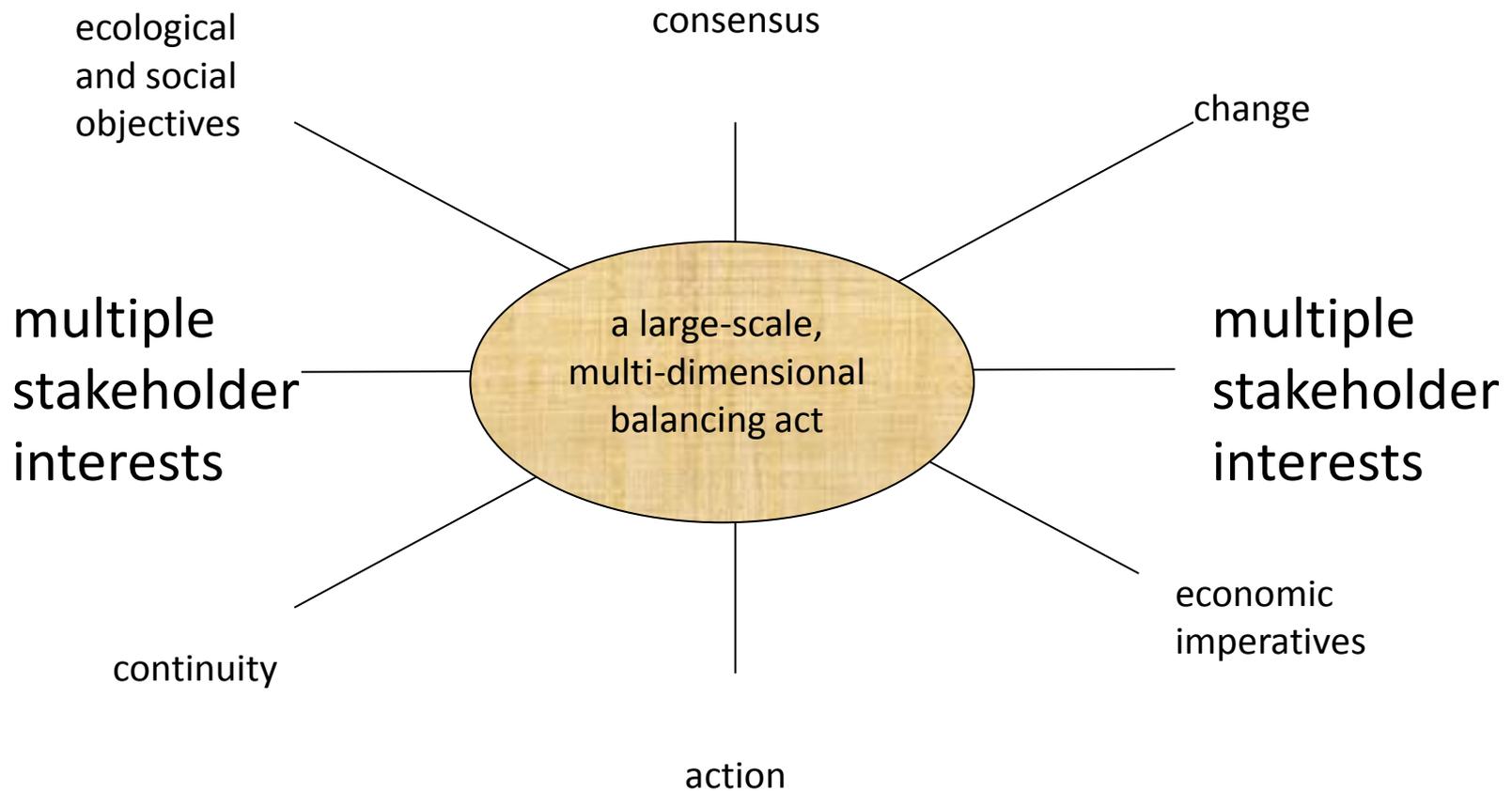
A sanctuary should be a natural experience. “Nature on its own terms”.

I reject a theme park approach. Instant gratification is not what the sanctuary is about. If you don't see a rare species, tough! Anyway, intermittent reinforcement (the chance of seeing something) might keep people coming back?

I reject a shop. Can't we have one place on the planet where people can go *without* shopping?! It's the consumer mentality that got us into this fix in the first place!

In this place the needs of the nonhuman species will come first.

Balancing representation and expectations across stakeholders



Defining stakeholders

Davies (2001)

Any group of people who have a potentially long-term relation with the company,
the terms of whose contracts cannot be specified in full ex ante,
and the quality of whose relationship with the company is vital to the company's business success (Davies 2001)

Mitchell Angle and Wood (1997)

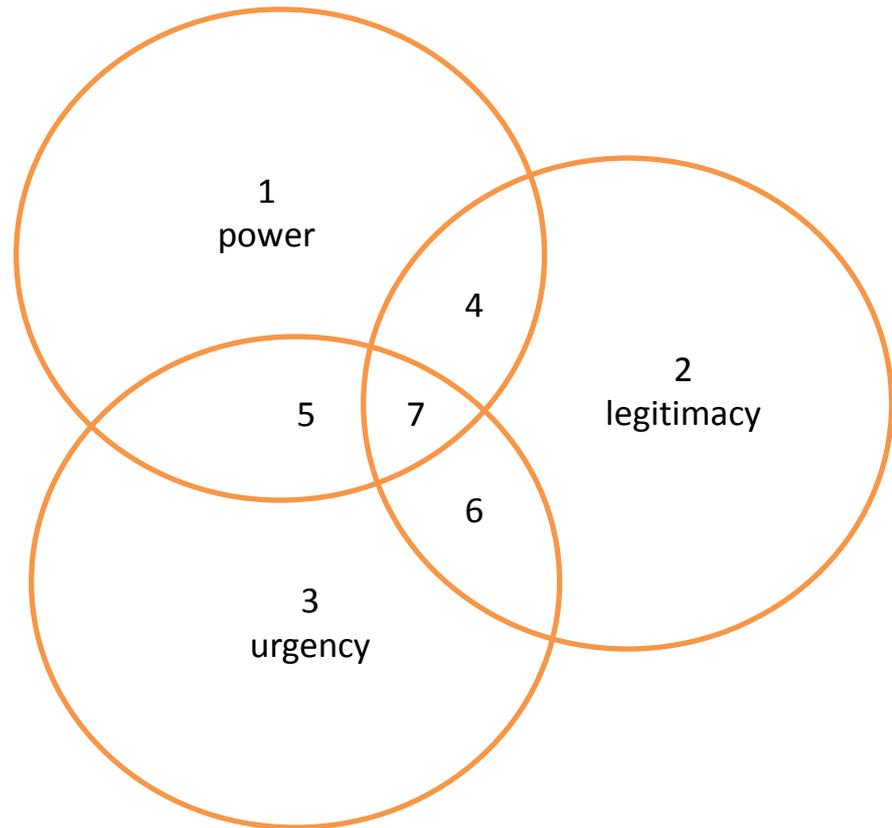
Any group or individual who can affect, of is affected by, the achievement of the organisation's objectives

Stakeholder identification

Power – a relationship among social actors in which one actor A can get another social actor B to do something that B would not have otherwise done

Legitimacy – A generalised perception or assumption that the actions of an entity are desirable, proper or appropriate within some socially constructed system of norms, values, beliefs, definitions

Urgency – The degree to which stakeholder claims call for immediate attention



Source – Mitchell Angle and Wood, 1997

Stakeholder identification

	power	legitimacy	urgency
volunteers			
iwi			
leaders			
funders			
benefactors			
local councils			
DoC			
research institutes			
experts			

Balancing representation and expectations across stakeholders

	permanent stakeholders	no. of trustees	
Orokonui	i	6	<p>How many there for the birds?</p>
Karori	c i d v r	12	
Bushy Park	c d i +HPNZ+F&B	up to 12	
Rotokare	b e u	4-6	
Maungatautari	b i e d c	up to 16	
Tawharanui (TWG)	v i d	?	

stakeholders:

b=benefactors, c=council, d=DoC, e=experts,

i=iwi, r=research institutions, u=users, v=vollies

Balancing representation and expectations across stakeholders

many s'holder interests

There's a huge collective of different people coming from different angles. It's not just an environmentalist group or not just a commercial group ... you know, there's people spinning in all sorts of different spheres and all coming together I guess and adding their little bit to the whole jigsaw.

There was quite a bit of initial boaties vs. greenies stuff, but it was all very in the open and everyone accepted it. And we agreed in the end that we should share it [the lake]. ... it's a simmering issue on the backburner still... but the so called 'boatie' faction have not only turned into far more 'greenie' type people, but the developments out there, I think, would allow for it. There's been a lot of compromise anyway, put it that way.

Balancing representation and expectations across stakeholders

Balance is hard

If you end up saying to Council we think you are going to have to make an annual contribution to this forever ... then the Council will say we want more governance, more control. ... So then you need to ask yourself what are the benefits of this still being a community-driven project or should it be just a council project. And that's when you start getting into compromises.

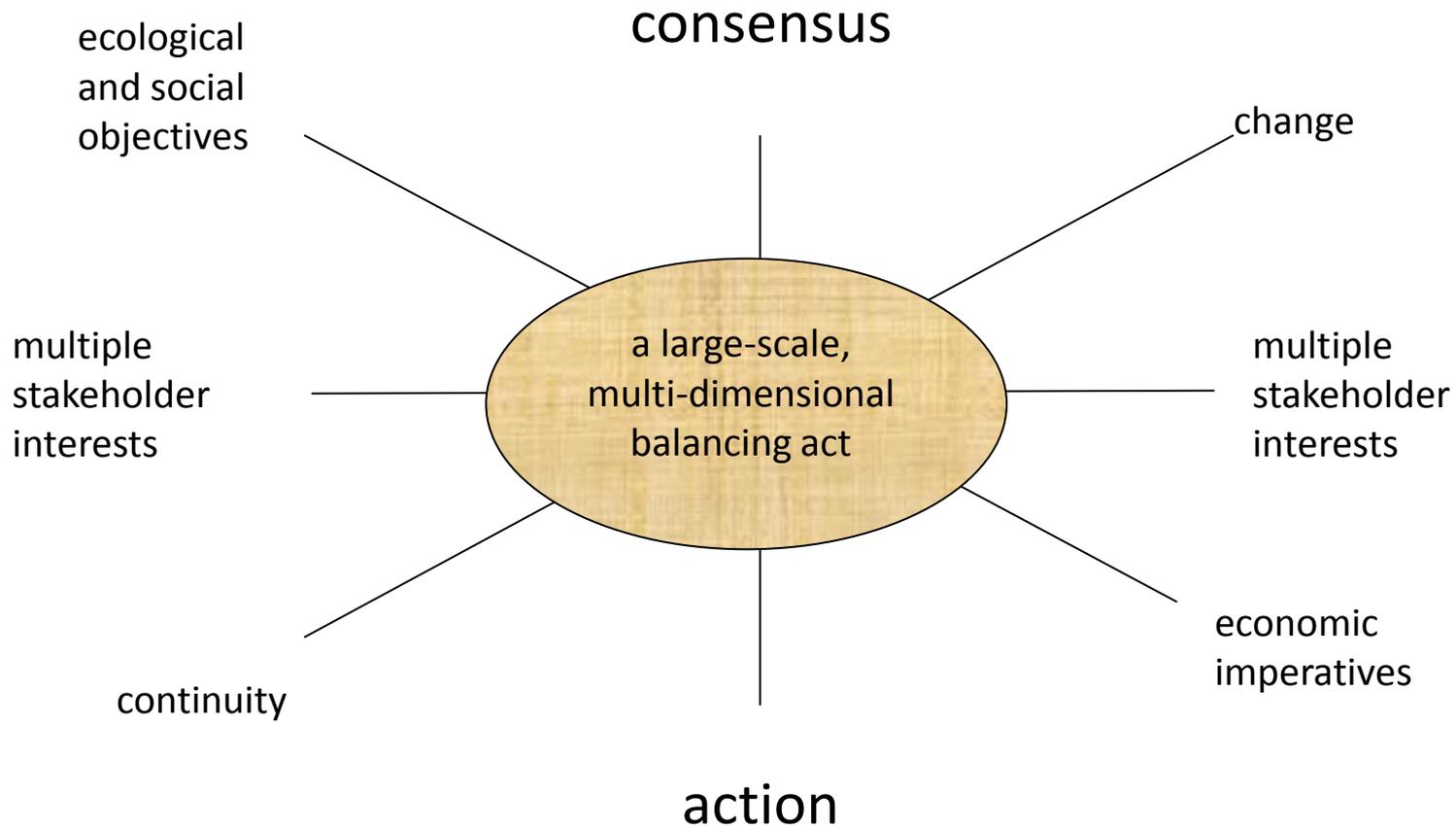
Balancing representation and expectations across stakeholders

Shared focus on the birds

Keeping the right people is crucially important. ... Trying to keep like-minded people there.

The other thing that'll keep it going is just the people that are working on the project, that it's a partnership and a team. I think that's a really, really successful model.

Balancing consensus and action



Balancing consensus and action

I think there's probably... not a tension...but a balancing of the plodders, the paper shufflers, the planners that follow up and find people, the cautious people, and those who are saying we have just got to go and ask and do and push ahead. That sometimes creates a nervous tension ... the tension between the bureaucrats and the action men.

Action advantage for community-led projects

DoC can never do this. [They] just can't take those sort of risks. Neither can [local government], neither can central government. If the community doesn't rise... The fact that it is community-based, and the community-based project has appetite for risk ...

Balancing consensus and action

Multi-stakeholder consensus is hard

I think they work extremely well for such a large trust. ... We all represent different lobby groups and it's ... sometimes difficult to agree to things that others see as important ... when your little area's being neglected ... It's wonderful because [X] and I, we go to most of the meetings together and he's got one view and I've got another and we still ride home in the same car, neither of us had to walk home!

It's been a really good natured trust. And I think that it's singularly focused on the benefit of what conservation [can] do on. With that in mind, they've put aside their personal agendas, if they ever had any I suppose.

Balancing consensus
and action

Pressure to
divide
governance...

I think it's important that the trust developed a separate commercial arm that's not too restricted by the governance. The governance must remain separate, although it will have its rules and regulation in place for the commercial venture, and what it can and can't do.

e.g. Orokonui Ecosanctuary Limited

e.g. Management Committee at Bushy Park

Balancing consensus
and action

Or limit
stakeholder
representation

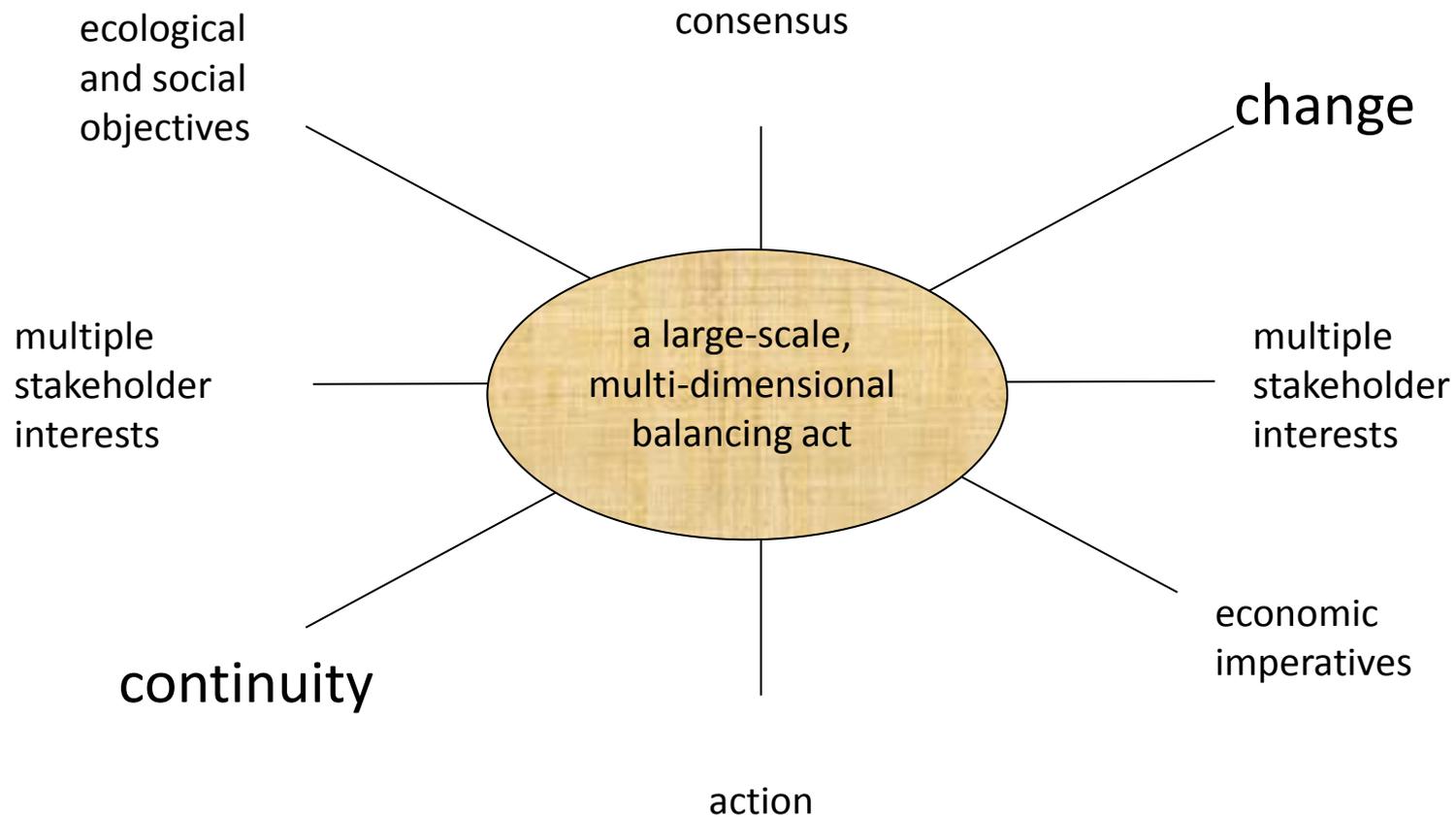
You need a
balance
between being
representative
and having
people who are
able to exercise
judgement and
drive the
project.

	permanent stakeholders	no. of trustees
Orokonui	i	6
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Bushy Park	c d i +HPNZ+F&B	up to 12
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Balancing continuity and change



Balancing continuity and change

Governance
structure

There is going to have to be a continual review of the structure in the light of the new visitor centre and exactly how we operate that and staff that. But I don't see it fundamentally changing.

Harder in a government bureaucracy?

Continuing community support and partnership is very important. To sustain this we need to be adaptive. This is a learning experience and therefore we have to rethink things sometimes and we have to be flexible. This can be hard in a government agency.

Balancing continuity and change

Appointment Of trustees

Orokonui	Otago Natural History Trust <i>Orokonui Ecosanctuary Ltd.</i>	AGM election
Karori	Karori Wildlife Sanctuary Trust	self-perpetuating
Bushy Park	Bushy Park Homestead and Forest Trust <i>Management Committee</i>	self-perpetuating <i>AGM election</i>
Rotokare	Rotokare Scenic reserve Trust <i>The Committee (FORD)</i>	self-perpetuating
Maungatautari	Maungatautari Ecological Island Trust <i>Executive Committee</i>	self-perpetuating
Tawharanui	ARC Open Sanctuary Governance Group <i>Tawharanui Working Group TOS</i> <i>Tawharanui Open Sanctuary Society Inc. TOSSI</i>	ARC managers <i>invitation</i> <i>invitation</i>

Balancing continuity and change

Appointment Of trustees

The sanctuary has a trust deed which has self-appointing [trustees]. ... So there is no membership voting process and that was quite deliberate to avoid the trust becoming potentially captured by minority groups.

The membership of it is hand picked with a few exceptions. ... It's very much thinking about what are the current gaps, what do we need assistance with and the trustees identifying individuals that would be good to fill that gap and getting agreement that yes we will ask them

Balancing continuity and change

It is good to have a bit of corporate memory there with new people coming in. [*Do you have a specific term of office?*] Yes we do. You retire and get voted back in. I think the idea of that is to get rid of people who are trying to dominate the committee or whatever. I think every two years we stand down. It would nice to be a position where there were so many people wanting to get elected.

Tenure of trustees

	tenure
Orokonui	3yrs-afr
<i>oel</i>	
Karori	up to 12 yrs
Bushy Park	ird
<i>exec cottee</i>	<i>3yrs-afr</i>
Rotokare	ird
Maungatautari	4yrs-afr
Tawharanui (TOSSI)	<i>2yrs-afr</i>

afr – available for re-election

ird – incapacity, retirement, death

Balancing continuity and change
post establishment phase

Economic
Imperatives rise

Transition to an economic enterprise

As all of those sanctuaries expand to a point to where they have something like a fence and they have got to have revenue, they are moving from a place where everybody is a volunteer. And they have to cross that threshold where you are having employees, and having to run a business or an organisation, and that is quite a leap.

Balancing continuity and change
post establishment phase

Greater
professionalism

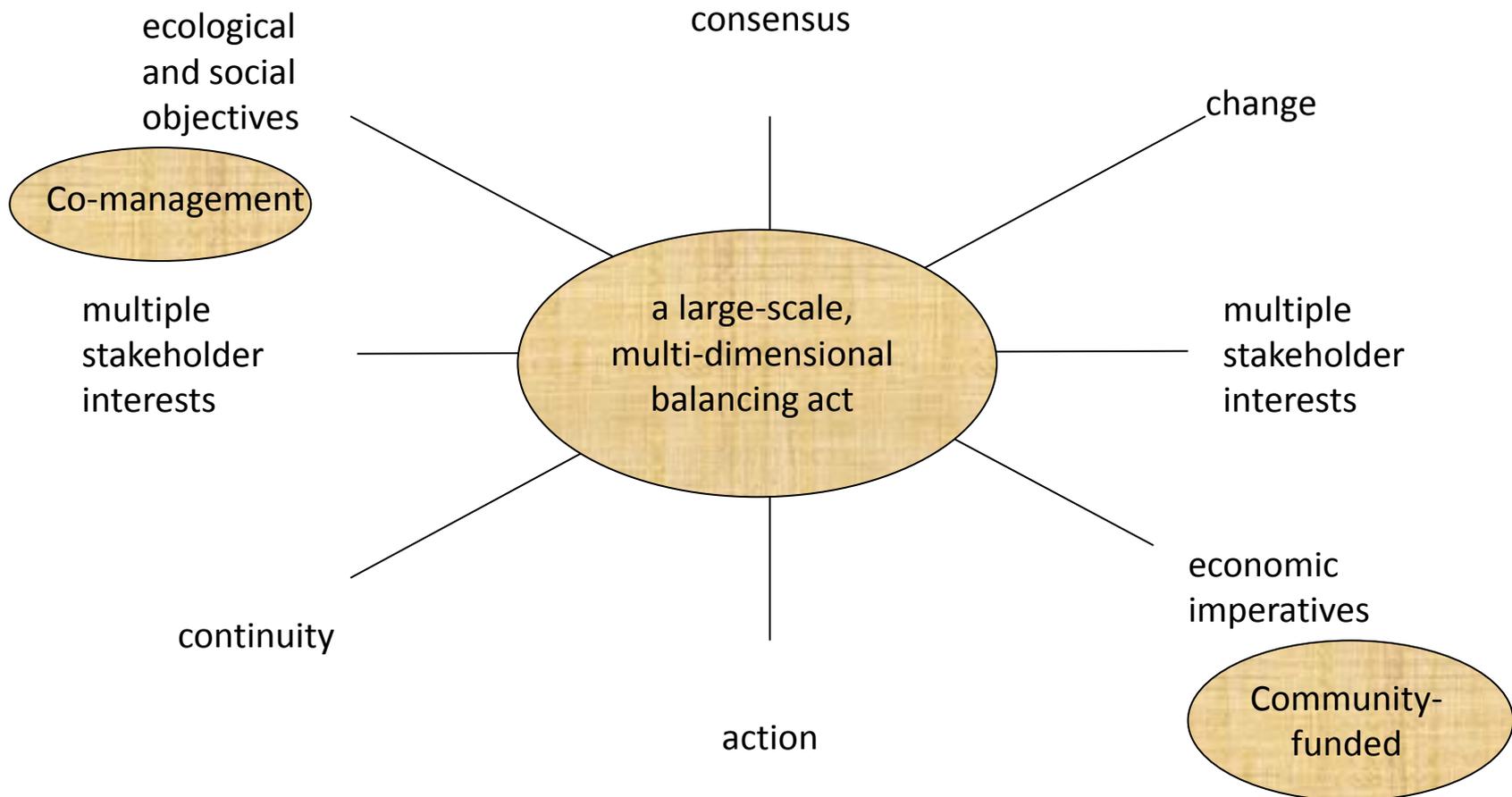
Transition from volunteer trustees to governance

I think that could possibly be our only undoing – not differentiating that governance [role] and management. I hope the trustees kind of take on more of a governance role.

Transition to more formal processes

There is an absolute need for consolidation, [for] having in place appropriate systems, right from the chief executive down to the volunteer that comes occasionally. And there are aspects there that are wanting, that have got by because of the goodwill of people all the way through. But they can't put up with it forever.

Balances differ between sanctuaries
and over time (e.g. post establishment)



Loose one balance, loose all?

