



Panel T16P14 Session 1 *Citizens and businesses:
approaches to engagement in sustainability governance and outcomes*

**Public engagement in governance for sustainability:
a two-tier assessment approach
and illustrations from New Zealand**

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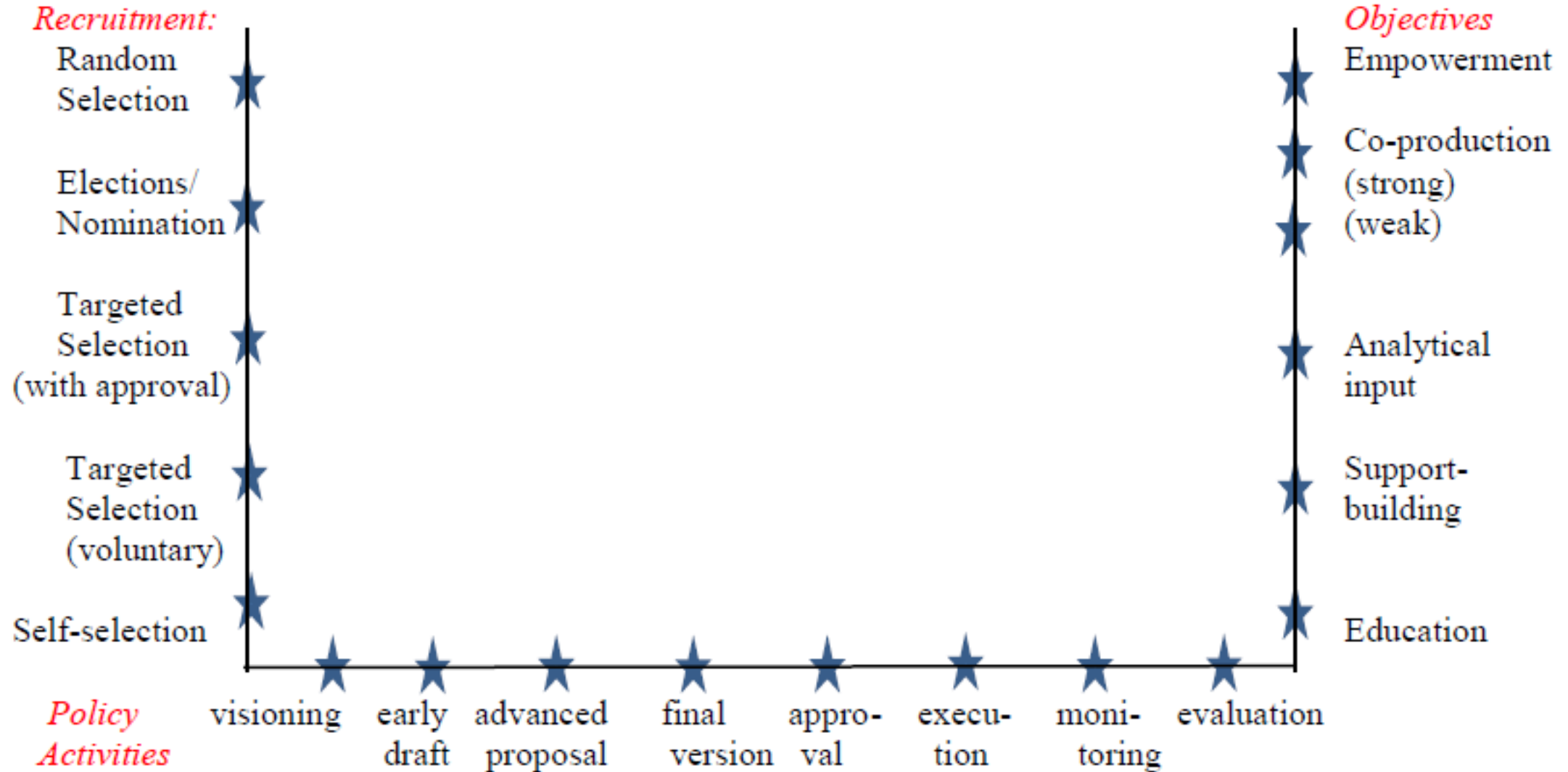
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Two 'tiers' for the assessment of the opportunities available to the public to safeguard sustainability values and objectives, in a given policy domain of interest

- 1) **Three public engagement features:** governance activities, the decision-related objectives pursued, and methods of recruitment applied
 - to be assessed for individual decisions: policy instruments, organisational design or restructuring, individual projects or partnership agreements
- 2) **A conceptualisation and operationalisation of 'governance structure'** for the policy domain of interest
 - To capture systemic aspects of public engagement patterns (overlaps, gaps, similarity or dissimilarity of engagement features, etc)
 - In this paper I focus on the governance of terrestrial Protected Area in New Zealand, covering one third of the country

Public engagement: selected analytical dimensions and 'discrete values'



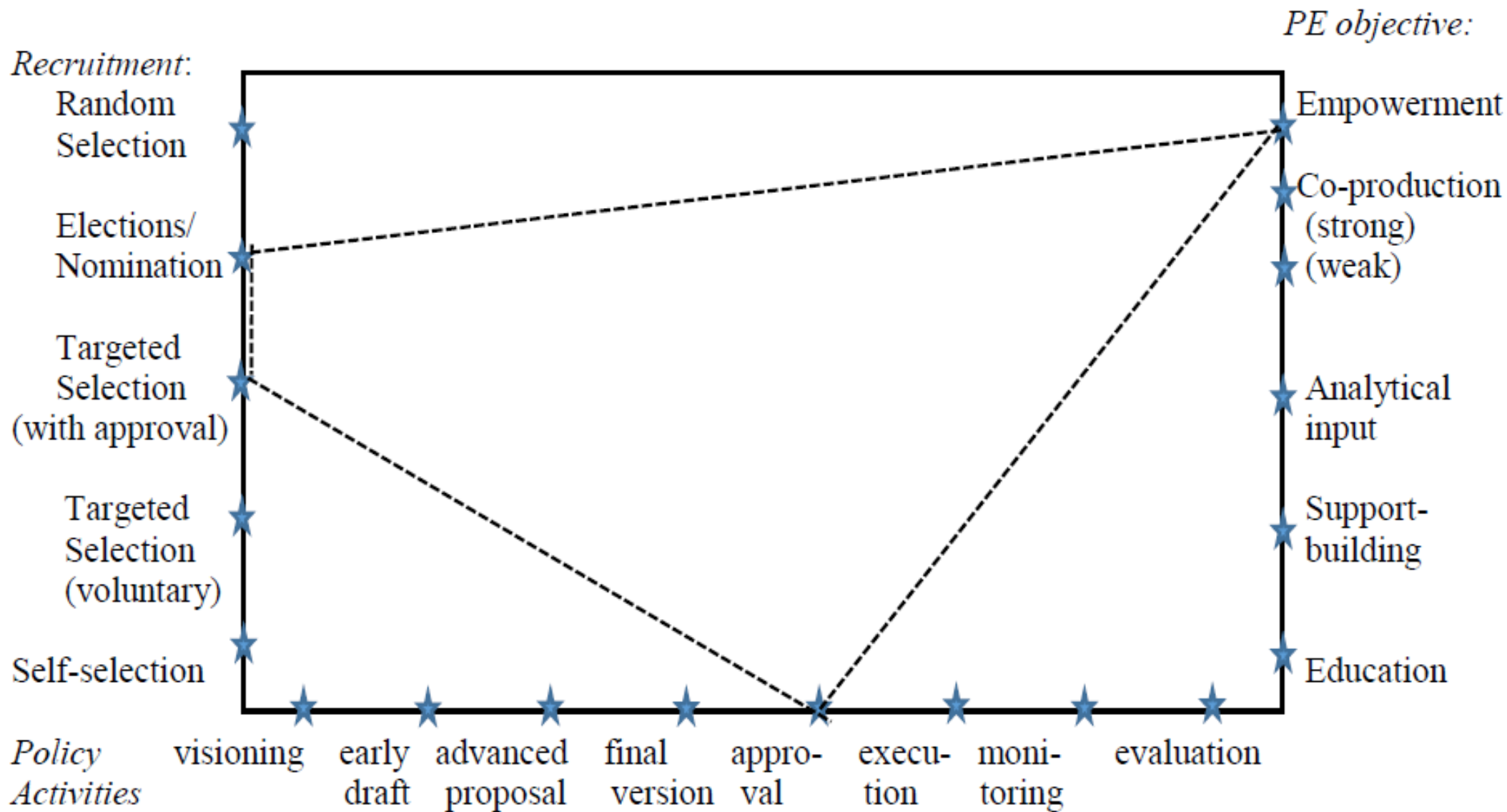


Figure 4. PE approaches for the Conservation Authority for Park Plans and Conservation Strategies.

Citizens and Stakeholders	Conservation Strategies and Conservation Management Plans	National Parks Management Plans	Concessions
Recruitment	<i>Self-selection</i>		
Governance activities	Possibly: <i>Early-drafting.</i> (if/whoever the Director General wishes “to consult”). <i>Advanced proposal.</i> For Conservation Plans only: <i>Execution.</i> <i>Monitoring.</i> <i>Evaluation.</i>	<i>Visioning.</i> <i>Early-drafting.</i> <i>Execution.</i> <i>Monitoring.</i> <i>Evaluation.</i>	<i>Final version elaboration.</i>
Objectives	<i>Analytical-input</i> (for decision-making activities) <i>Weak/Strong co-production</i> (for execution, monitoring, evaluation activities)		<i>Analytical-input</i> or no involvement (depending on concession type)

Table 5. PE approach for citizens and stakeholders.

PE dimensions	Conservation Management Strategies and Conservation Management Plans (only if delegated by Conservation Boards)	National Park Management Plans	Concessions
Recruitment	<i>Targeted selection with approval</i> (by Minister). <i>Elections-based nomination</i> for Maori/iwi.		
Governance activities	<i>Decision approval</i>		<i>Final version elaboration</i>
Objectives	<i>Empowerment</i>		<i>Analytical-input</i> or no involvement

Table 3. PE approach for the New Zealand Conservation Authority.

Conservation Boards	Conservation Strategies	Conservation Management Plans	Park Plans	Concessions
Recruitment	<i>Targeted selection with approval</i> (by Minister). <i>Elections-based nomination</i> for Maori/iwi.			
Governance activities	<i>Early-drafting.</i> <i>Advanced proposal formulation.</i> <i>Final version elaboration.</i> <i>Execution.</i> <i>Monitoring.</i> <i>Evaluation.</i>	<i>Early-drafting.</i> <i>Advanced proposal formulation.</i> <i>Final version elaboration.</i> <i>Decision approval.</i> <i>Execution.</i> <i>Monitoring.</i> <i>Evaluation.</i>	<i>Visioning.</i> <i>Early-drafting.</i> <i>Advanced proposal formulation.</i> <i>Final version elaboration.</i>	<i>Final version elaboration</i>
Objectives	<i>Analytical-input</i> (for early-draft & post-decision activities). <i>Strong co-production</i> (for advanced proposal and final version elaboration).	<i>Empowerment</i> (for all pre-decision & approval activities). <i>Analytical-input</i> (for post-decision activities).	<i>Analytical-input</i> (for visioning & early-draft elaboration) <i>Strong co-production</i> (for advanced proposal & final version)	<i>Analytical input</i> or no involvement (depending on the concession type)

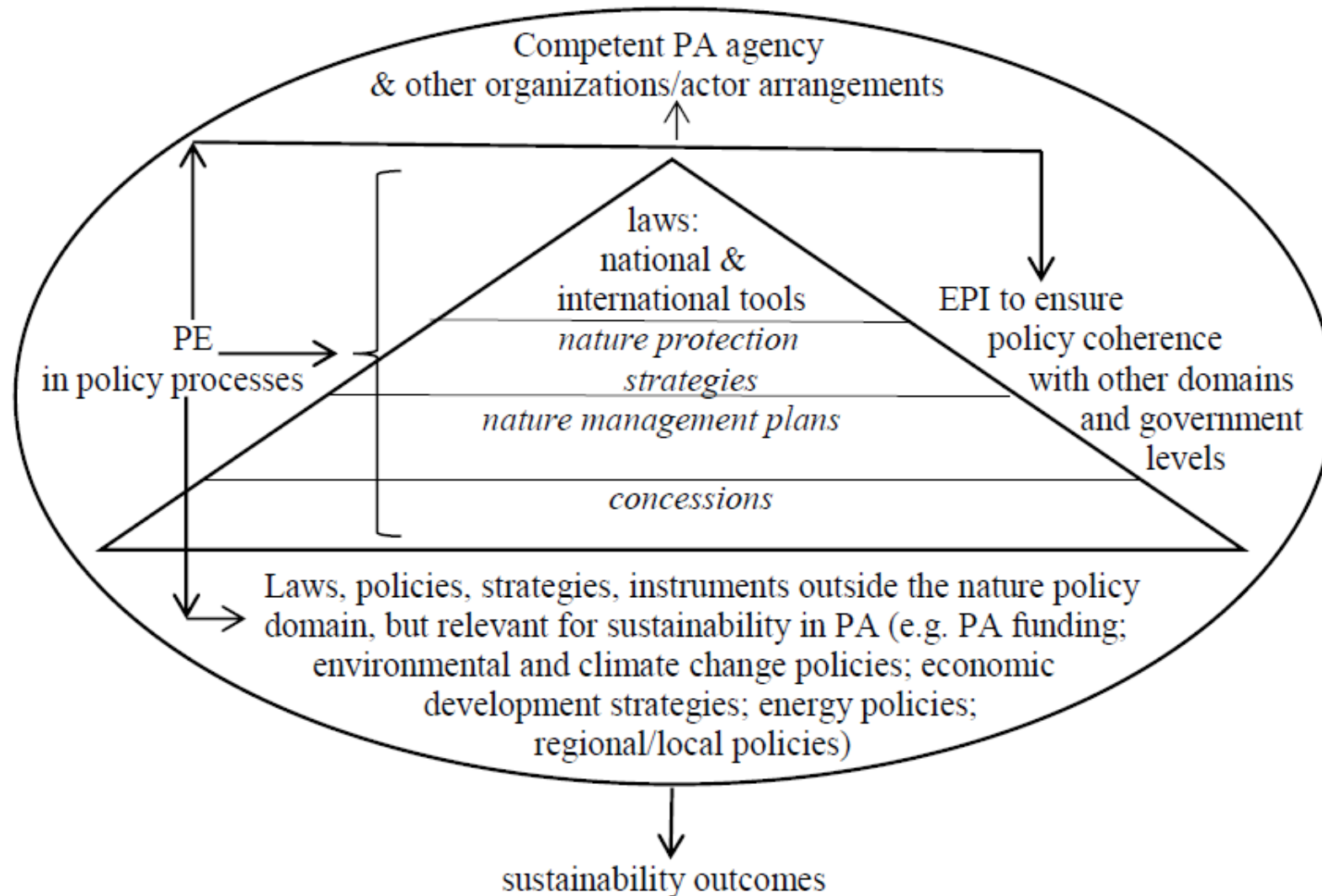
Table 4. PE approach for Conservation Boards.

Is the public enabled to safeguard environmental sustainability values and objectives for Protected Areas in New Zealand?

What we have seen over the past 5-7 years, is the inability of environmentally minded citizens and organisations to prevent neoliberal governments from:

- accelerating the commercialisation of PA, including through tourism
- changing the institutional focus of the responsible agency - the Department of Conservation- from prioritising environmental protection and biodiversity conservation, into becoming a supplier of tourism (contrary to the legal hierarchy of objectives and responsibilities)
- shifting the main responsibilities for biodiversity conservation and environmental quality to citizens, non-governmental organisations and businesses (see my 2nd paper in this session based on the Persuade-Enable-Constrain framework of behavioural change)

A conceptual model to assess relationships between Protected Areas (PA) governance, public engagement (PE) and sustainability



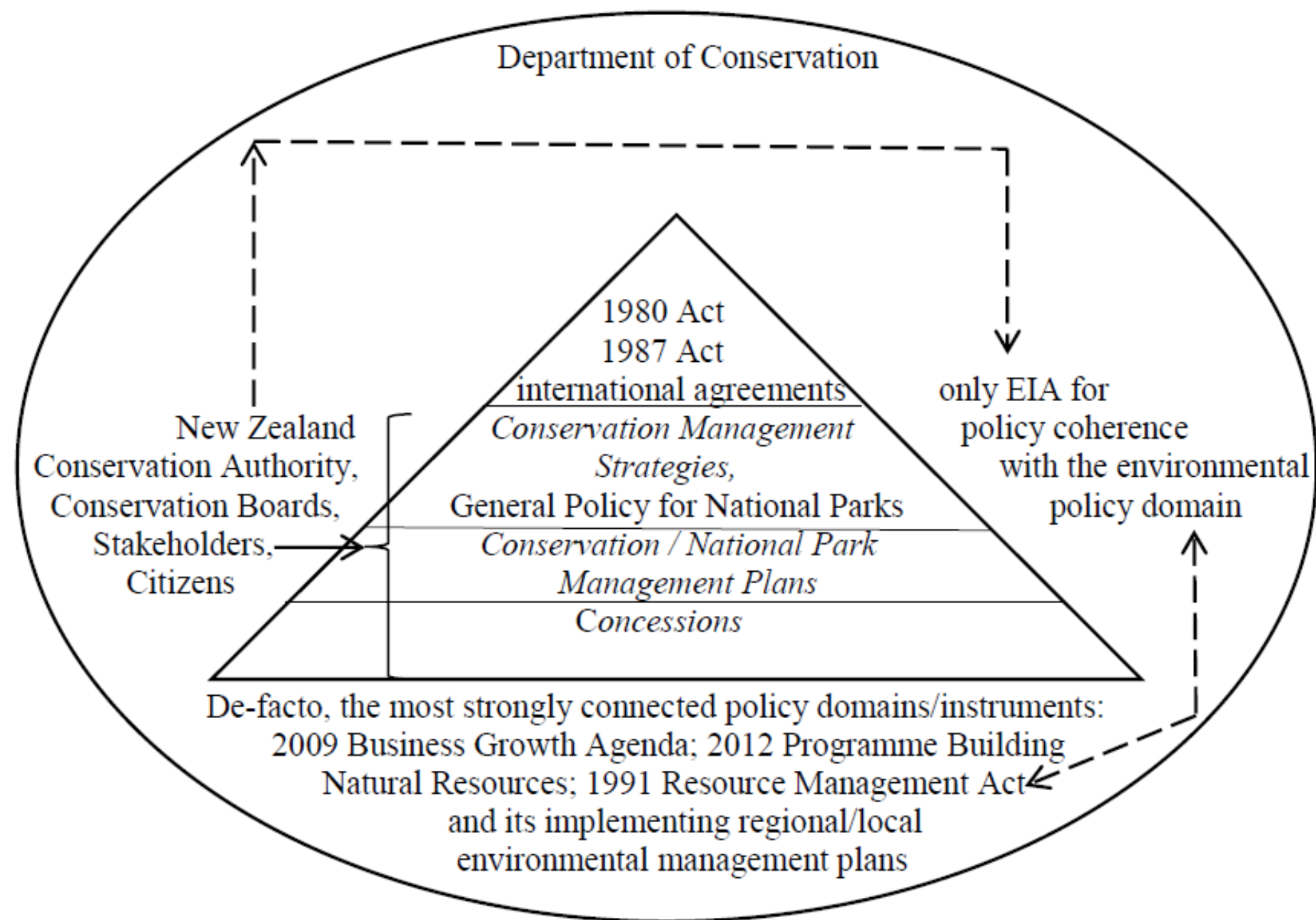


Figure 3. Protected Area governance in New Zealand and public engagement opportunities.

Conclusion

- while a narrow instrument-level evaluation might conclude that the Public engagement opportunities are reasonably generous, for Protected Area governance in New Zealand, a two-tier governance level perspective would be more realistic, revealing loopholes that can be exploited to undermine the ability of the public to safeguard sustainability values and objectives.
- A theoretical research agenda is proposed in the paper (please email me for a full copy of the paper at Valentina.Dinica@vuw.ac.nz)

Other slides – eg question time

Main differences between some PE objectives

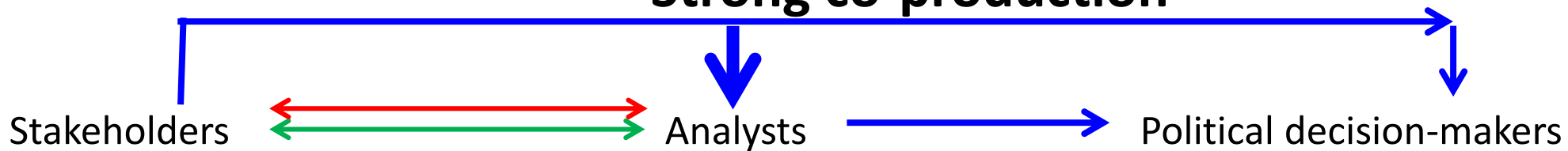
Blue arrow: the flow of policy preferences / recommendations between actors

Green arrows: new knowledge, data / / Red arrows: info on values, interests, norms

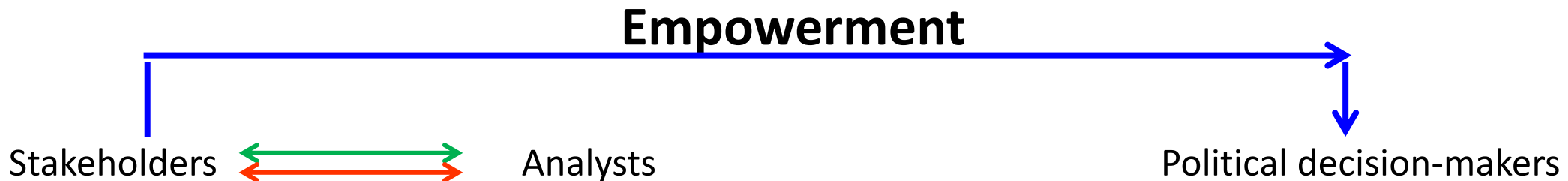
Analytical input



Strong co-production



Weak co-production



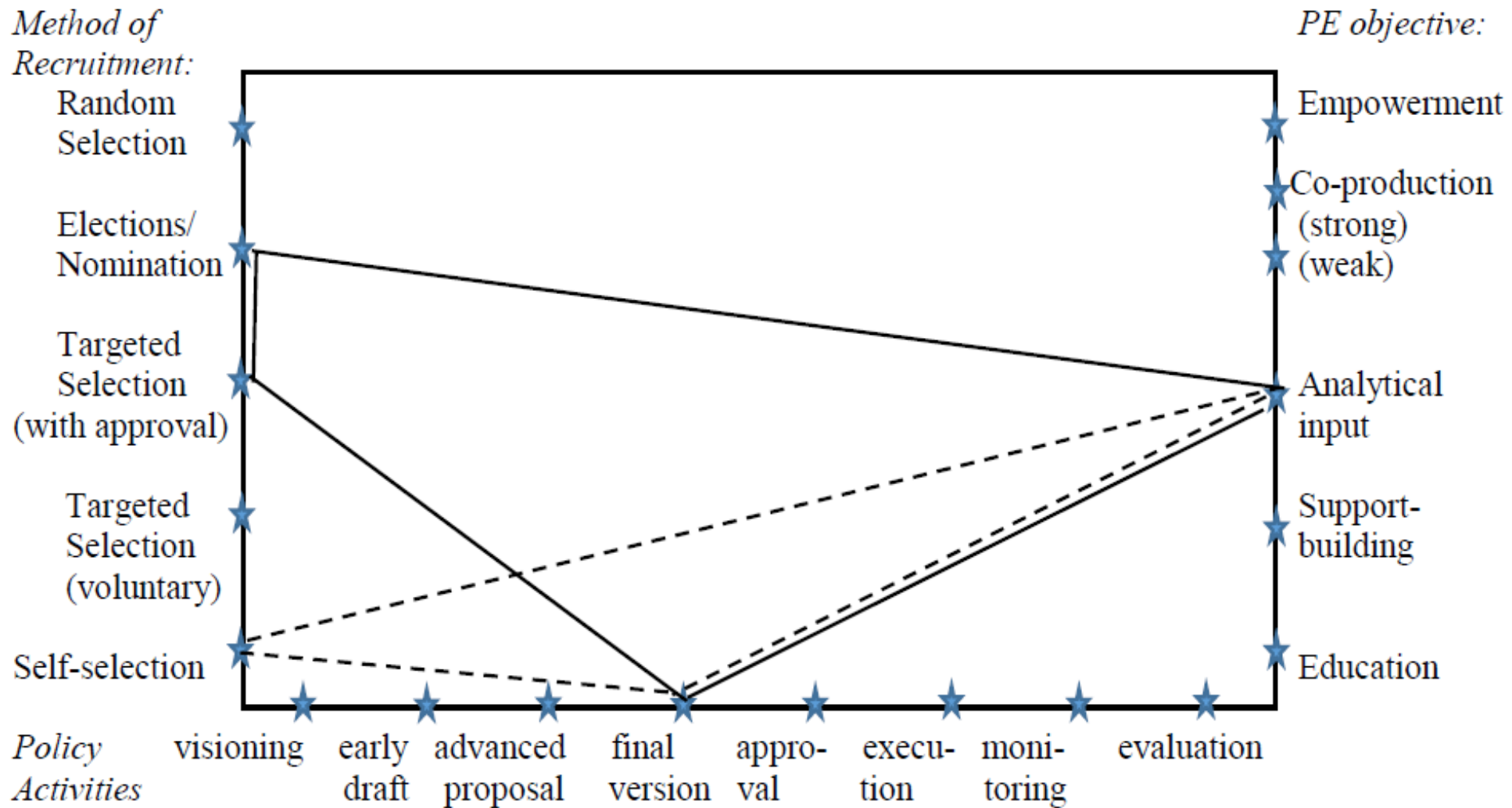


Figure 5. PE approaches regarding concessions for the Authority and Conservation Boards (continuous lines) and citizens/stakeholders (short dashed lines).

Interviewee	Code
DOC	R1 (Mount Aspiring Conservancy); R2 (Wellington head office)
tourism concessionaires	R3, R4, R5, R6, R7, R8
members of Conservation Boards	R9 (Westland), R10 (Mt. Cook-Aoraki)

Table 2. List of interviewees.

PE aspects	Conservation Strategies	Conservation Management Plans	National Park Plans	Concessions
Recruitment		1987 Conservation Act: Sections 6D, 6L, 6M, 6P, Part III.		
Policy activities	1987 Conservation Act: Sections 6B.1(b); 6C; 6M.1(b)(c); 17F(a),(k); 17G.3; 42.8; 49.2(d).		1987 Conservation Act: Sections 6B.1(b); 6C; 6M.1(c); 17F(a),(k); 42.8; 49.2(d). 1980 National Parks Act: Sections 18; 47; 48	1987 Conservation Act: Part 3
Objectives				

Table 2. Legal texts specifying PE approaches for domain-specific instruments in New Zealand's Protected Areas.

However, in all three literature strands, *the analytical units differ widely*: from local projects, to actor structures (single agencies, cross agency collaborations); individual policy tools (legal instruments, national/sectoral strategies); entire legal/policy frameworks; or the whole governance structure relevant for a particular economic sector (tourism, fisheries, agriculture, commercial forestry) or type of land ownership and use. Therefore, studies that link PE with sustainability by focusing on more complex analytical units require an intermediary step, to conceptualize the chosen unit. This is a weakness in the current literature, as overwhelmingly conceptual work on the assessment of public engagement focuses at the level of individual policy instruments.