



Co-operation, Capacity, Charisma

Enhancing the Hauraki Gulf Environment
through non-regulatory approaches



Hauraki Gulf Forum
Tikapa Moana

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The Hauraki Gulf Forum is a statutory body responsible for the integrated management of the Hauraki Gulf. The Forum has representation on behalf of: the Ministers of Conservation, Fisheries and Māori Affairs; Auckland Regional Council and Environment Waikato; ten local authorities (Rodney, Franklin, Waikato, Hauraki, Thames Coromandel and Matamata Piako District Councils and North Shore, Waitakere, Auckland and Manukau City Councils); and six representatives of the tangata whenua of the Hauraki Gulf and its islands.

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DISCLAIMER

This material is intended as general guidance. It is not a substitute for proper professional and legal advice where that is needed. For a discussion of the Hauraki Gulf legislative and planning context see the Hauraki Gulf Forum's *Governing the Gulf: Giving Effect to the Hauraki Gulf Marine Park Act through Policies and Plans* (2009).

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Over 400 children and volunteers participate in shellfish surveys around the Hauraki Gulf Marine Park each year

FOREWORD

A lot of the work making a difference to the Hauraki Gulf Marine Park environment occurs under the public radar and is not required by law or regulation. It is carried out by individuals and groups of people with a passion for the Gulf and for their local “patch”. This work includes planting, weeding and clean-ups carried out by local community groups, research and monitoring that provides critical information, environmental education that aims to change attitudes and behaviour towards our environment, iwi and hapū activities to nurture the whenua and moana, partnerships between government and communities on Gulf islands and catchments, and government, council and non-government funding and assistance programmes.

This report takes us into the realm of non-regulatory methods making a difference in the Hauraki Gulf. It seeks to provide some clarity on the spectrum of non-regulatory methods in the Gulf, what local, national and international literature can tell us about best practice, what key activities are making a difference now in the Gulf, how to evaluate these kinds of activities and implications for Hauraki Gulf Forum members and partners. A key aim is to raise the profile of this grey area; to bring it above the radar for high level inspection.

Regulatory and non-regulatory methods are needed to protect and restore the Hauraki Gulf in the face of rising pressures. This report argues that the kinds of creativity and collaboration needed to transform the Gulf can be found in non-regulatory means, working in tandem with statutes and rules. As well as raising awareness, the intent is to encourage continued and expanded investment in non-regulatory programmes, to support a healthier Gulf, now and in the future.

This report is the latest in a series of reports commissioned by the Hauraki Gulf Forum to show how the Hauraki Gulf Marine Park Act 2000 can be applied in practice. It is a companion piece to a 2009 report looking at the role of policies and plans entitled *Governing the Gulf: Giving Effect to the Hauraki Gulf Marine Park Act through Policies and Plans*.



Mayor John Tregidga, Chair Hauraki Gulf Forum





Tug-o-war as part of the Mahurangi Action Programme

EXECUTIVE SUMMARY

The Hauraki Gulf Forum commissioned this report to better understand how non-regulatory approaches can improve environmental outcomes in Tikapa Moana — Hauraki Gulf (the Gulf). While statutes and regulations relevant to the Gulf are generally well known, non-regulatory activities making a positive difference to Gulf ecosystems and coastal regions internationally are a greyer area.

This report shines a light on this situation by describing coastal management and non-regulatory activity in this context, identifying some non-regulatory approaches that hold promise for the Gulf, outlining some of the non-regulatory activity occurring in the Gulf and Hauraki Gulf Forum (HGF) member views on this activity, presenting good practice when evaluating such approaches and overall key messages for HGF members and partners.

Given the breadth of non-regulatory activity, this report focuses on high-level, higher-impact activity, on approaches that aim to achieve environmental outcomes in particular, and on approaches likely to be of interest and utility to HGF members and partners.

Methods involve a review of integrated coastal management literature, a survey of HGF members and discussions with key individuals. A draft report was peer-reviewed and workshopped with HGF member agencies, tangata whenua and external stakeholders.

Managing human activity in coastal regions is notoriously complex, given the range of interested groups, the dynamic environment, multiple governing bodies and the tangle of laws, rules and values in play.

Effective practice in the integrated coastal management literature involves having an ecosystem focus, sound information, shared governance, collaborative planning and action pitched at the right geographical scale, having short, medium and long-term goals, building capacity across the board to support environmental outcomes (social, financial, human, institutional), strong political leadership and an informed and engaged public.

Coastal management in New Zealand is currently hampered by weak central government direction, stakeholder tensions, lack of political will to address key sources of coastal degradation, a generally unengaged public and patchy local government capacity and know-how. Combined with rule-based Resource Management, Fisheries and Conservation Acts, this can lead to an over-reliance on regulatory tools that have limited capacity to protect coastal regions from relentless and increasing human pressures.

Declining environmental quality in the Gulf compromises the customary rights of tangata whenua guaranteed by the Treaty of Waitangi. There are significant resourcing issues surrounding environmental management for iwi and hapū, with planning documents produced by them not always taken into account by statutory agencies, and kaitiakitanga and Māori traditional knowledge poorly integrated into coastal management.

While the Hauraki Gulf region is fortunate to have the co-ordinating mechanism of the HGF, coastal governance and management in the region is entering a time of great turbulence, change and opportunity given Auckland's local government reforms. Responding to intensifying pressures on the Gulf will require superb leadership, facilitation and mediation

skills and a far greater priority on sustainable coastal development than has been the case in the past.

While necessary and important, regulatory methods apply blanket rules to complex and diverse scenarios. They can keep people separate and adversarial, fuel tensions and work against co-operation, co-ordination and integration. Non-regulatory methods are required to balance regulation, achieve desired outcomes and respond effectively to complex coastal issues. Both approaches are needed and the challenge lies in finding the right mix in various contexts.

Non-regulatory approaches involve building social capital (trust, networks, co-operation), financial capital (funding, resources) and human capital (skills, experience, wisdom, leadership) and aligning these elements to improve environmental outcomes.

Non-regulatory activity in this context includes various forms of governance and leadership, mātauranga Māori (Māori knowledge-based) approaches, non-statutory planning and policy, research and monitoring, environmental protection and restoration, advice and information, education and awareness-raising, economic instruments, consultation and community engagement, collaborative initiatives, community-based approaches and advocacy.

Benefits of non-regulatory approaches include: their ability to build goodwill and co-operation; their ability to build trust in government and between stakeholders; their adaptability; their suitability for complex situations; their ability to complement regulation or provide an alternative to it; and their fertility as fields for innovation and for producing better outcomes.

Drawbacks include the difficulty in defining and categorising non-regulatory activity so that it is often not well understood. There are challenges in proving effectiveness and a long-term commitment is sometimes needed; all of this can be less appealing for resource-poor, conservative or risk-averse organisations.

While HGF member agencies are generally interested and well intentioned towards non-regulatory approaches, lack of strategic guidance, understanding and fragmentation mitigate successes and good practice. Non-regulatory approaches in HGF organisations are sometimes seen as non-core business and are vulnerable to budget cuts.

Key drivers to support non-regulatory approaches for HGF agencies are their statutory and regulatory roles and the requirement to achieve outcomes. Support for non-regulatory activity in the Gulf would reportedly increase with stronger leadership and mandate, strategic co-ordination, proof of effectiveness and adequate resourcing.

Five non-regulatory approaches making a significant environmental difference in the Gulf now, or that could do so if “scaled up” or better resourced are: 1) mātauranga Māori, place-based approaches; 2) collaborative approaches; 3) community-based initiatives; 4) creating an enabling environment in which people can act; and 5) agency-led non-regulatory environmental protection and restoration. These are explored in Part Three of this report, including the reasons for their selection and success factors.

Environmental education, a sound research and information base and robust monitoring and evaluation are also fundamental to enhancing the Gulf environment.

Generic success factors for non-regulatory approaches overall include the following.

Understanding issues and needs (having good information)
Skilled, passionate and committed individuals
A clear purpose that others can share
Creativity, imagination and experimentation
Working collaboratively and inclusively
Processes that build trust, relationships and goodwill
Adequate resourcing
Documenting and promoting what works
Supportive funders and decision-makers

International literature notes challenges involved in evaluating and monitoring non-regulatory environmental activity in coastal environments, which can put it in the “too hard basket.” This is reflected in the Gulf, with environmental monitoring common but few examples of formal, robust evaluation.

Good monitoring and evaluation practice for integrated coastal management (ICM) initiatives involves holistic measurement, having a short, medium and long-term focus, developing the right indicators, having clear objectives at the project design stage, using a range of methods and taking a participatory approach.

The uptake of non-regulatory approaches at government level is currently hindered by a lack of clear description, understanding, evidence of effectiveness, promotion and ongoing commitment and support (which can also be issues for regulatory approaches). To invest in these approaches, decision-makers, funders, environmental managers and the tax and rate paying public need to be convinced of their merits. This can be supported by:

1. Better promotion and communication of the nature, effectiveness and successes of these approaches, preferably through experiential and visual methods
2. Funding evaluation and monitoring of non-regulatory approaches, including appropriate community and mātauranga Māori approaches.

Current issues and barriers to enhancing the Gulf environment in a non-regulatory sense, and potential responses are summarised below. While some of these responses lie outside the Hauraki Gulf Forum’s scope, the Forum and its partners are invited to discuss where responsibility lies and how best to action those responses that are considered to be worthwhile.

Issue or barrier	Potential responses
1. Greater focus needed on the environmental health of the Gulf, and its importance to the region’s ongoing prosperity	<ul style="list-style-type: none"> ▪ Ongoing campaign to raise awareness of politicians and decision-makers of Gulf issues and the need to act (ie to move the Gulf higher up the public and political agenda) ▪ Signage in the Gulf promoting its national park status ▪ A Hauraki Gulf website ▪ Advocate to central government for strong national strategic direction and resourcing for the Gulf ▪ Build leadership around strategic Gulf priorities ▪ Advocate for well-resourced, experienced, interdisciplinary teams in the new Auckland Council and in Environment Waikato which focus on the Gulf ▪ Identify opportunities to bring Gulf stakeholders together to build networks and goodwill: for example, an intersectoral

	<p>annual Gulf Summit to explore non-regulatory opportunities and profile success stories</p> <ul style="list-style-type: none"> ▪ Public awareness and social marketing campaigns ▪ Environmental education programmes focused on the Gulf (with a strong emphasis on children)
2. Fragmented approaches	<ul style="list-style-type: none"> ▪ Set region-wide, measurable strategic priorities and monitor progress ▪ Seek commitment from central government ministries and managers to work with local managers to develop strategic direction for the Gulf ▪ Seek stronger central government focus, resources and support for the Gulf as a “national park” ▪ Continue to support inter-agency and issue-based collaboration and value the skills needed for this – facilitation, mediation, brokering, people skills ▪ Use spatial planning to identify the right goals and indicators at regional, subregional and local levels
3. Insufficient integration of mātauranga Māori and kaitiakitanga into environmental management	<ul style="list-style-type: none"> ▪ Facilitate improved resourcing for iwi and hapū capacity for environmental management responses ▪ Make development of understanding of mātauranga Māori and kaitiakitanga a priority for staff development in public agencies ▪ Support development of non-regulatory activities based on mātauranga Māori and kaitiakitanga, which are implemented in partnership with community and public agencies ▪ Develop best practice for Treaty partnership programmes based on evaluation of these programmes
4. Poor understanding of non-regulatory activities	<ul style="list-style-type: none"> ▪ Develop clear, concise information on regulatory and non-regulatory approaches to enhancing the Gulf, and how the two interrelate in different contexts (links to 1, 2, 4 and 5) ▪ Work with communities and tangata whenua to identify non-regulatory activities happening in the Gulf now and their effectiveness (and what merits better monitoring and evaluation)
5. Unclear mandate for non-regulatory approaches	<ul style="list-style-type: none"> ▪ Advocacy for a clearer mandate in relevant national policy and legislative reviews ▪ Stronger focus on non-regulatory methods in District Plans, Regional Plans, non-statutory plans, policies and Long Term Council Community Plans (LTCCPs)
6. Greater clarity needed on effectiveness of non-regulatory activities	<ul style="list-style-type: none"> ▪ Invest in robust monitoring and evaluation of significant non-regulatory activities to gauge effectiveness and benefits ▪ Provide funding and support for evaluation of tangata whenua and community-based initiatives ▪ Facilitate the development of a research agenda focused on filling key knowledge gaps and identifying what best supports environmental outcomes ▪ Invest in improving Gulf-wide environmental monitoring as recommended by the HGF State of Environment reports ▪ Share the results of the above widely

7. Build financial resources and support available for those working to enhance the Gulf environment	<ul style="list-style-type: none"> ▪ Review current funding and support levels across the region applied to the Gulf and opportunities to increase these ▪ Review instruments available to build revenue for the Gulf ▪ Encourage and support financial sustainability among groups working in the Gulf
8. Build human resource and networks for the Gulf	<ul style="list-style-type: none"> ▪ Focus on building iwi, hapu and community capacity in the Gulf ▪ Facilitate the development of a regional Gulf Environmental Leadership Fund, that can “flush out” and support those remarkable individuals across sectors who are driving significant innovation and change in the Gulf. This would fund what these people need most in each circumstance (eg environmental monitoring, iwi input, training, specialist advice) ▪ Create an enabling environment for non-regulatory activity through funding and community support
9. Short term focus	<ul style="list-style-type: none"> ▪ Take a programmed approach to key issues, for example use incentives and education programmes to give people time to act and make changes before putting in new regulation (for example regarding fencing of streams) ▪ Develop five and ten year funding, partnership and support programmes for tangata whenua and community based initiatives, with appropriate accountabilities in place. This is possible via LTCCP processes in particular

These fast-changing times, including the emerging new Auckland Council, central government reforms, and the international spotlight on the region brought by the Rugby World Cup, present unique opportunities to build the resource base and capacity to make a real difference in the Gulf.

As implied in the title of this report, along with co-operation and capacity, it is the exercise of charisma by individuals and groups that is likely to drive change. Charisma refers to the passion, skilled leadership and persuasive power needed to turn around current environmental realities in the Gulf.



Non-regulatory activity is about people working together for the environment

INTRODUCTION

The preamble to the Hauraki Gulf Marine Park Act 2000¹ (HGMPA) spells out the inestimable importance of Tikapa Moana – Hauraki Gulf² to tangata whenua and all New Zealanders. It highlights the Gulf's magnificent ecology and landscape, rich history of human settlement, significance to local tribes, and its spiritual, economic and recreational importance. The Gulf's shores are home to both New Zealand's largest urban population and productive farmland. All these provide strong incentives for getting the governance and management of the Gulf right.

However, as the Hauraki Gulf Forum (HGF) acknowledges: "Current regulatory approaches and management arrangements may be inadequate to deal with the pressures facing the Hauraki Gulf."³ The reality is that human activity is increasingly compromising survival and quality of life for the Gulf's native flora, fauna and people (Peart 2009; Hauraki Gulf Forum 2009 & 2008; Hauraki Māori Trust Board 2004). Developing creative responses to the pressing problems facing the Gulf is crucial for the future well-being of this region.

While the statutory, regulatory and planning frameworks guiding human activity in the Gulf are well canvassed (James 2001; Peart 2007; Hauraki Gulf Forum 2009), less is understood about non-regulatory activity and its impact in the Gulf. As such, the Hauraki Gulf Forum's 2009—2010 work plan includes an objective to document effective non-regulatory approaches to enhancing coastal environmental outcomes. This report responds by spotlighting non-regulatory approaches, focusing on what can *make a significant difference environmentally in the Gulf*. Objectives are to:

1. Sketch the context for considering non-regulatory activity in the Hauraki Gulf
2. Describe and characterise this activity, including its benefits and drawbacks
3. Identify non-regulatory approaches that hold promise for the Hauraki Gulf environment, including success factors of effective approaches
4. Paint a picture of some of the non-regulatory activity occurring in the Hauraki Gulf and HGF agency views on this activity
5. Outline issues and good practice when evaluating non-regulatory approaches
6. Present key messages arising for the Hauraki Gulf Forum's member agencies, tangata whenua and partners.

The format of the report is in six parts, in line with these objectives. Its intent is to help Hauraki Gulf Forum agencies, tangata whenua and their partners make a difference in the Gulf through a clearer understanding of non-regulatory approaches.

¹ See the full text of this Act at www.arc.govt.nz/environment/coastal-and-marine/auraki-gulf-forum/auraki-gulf-marine-park-act-2000.cfm

² In this report, the Hauraki Gulf or "the Gulf" is used to refer to the area covered by the Hauraki Gulf Marine Park Act, while recognising that a number of names for the waters of the Gulf exist, including Tikapa Moana and Te Moana Nui A Toi. For tangata whenua, Hauraki refers to the land, not the sea and "Hauraki" does not replace other traditional names in use in the area of the Gulf (Hauraki Forum Strategic Issues 2008: 2—3)

³ Hauraki Gulf Forum media release on the State of the Environment Report 2008, HGF website



Urban coastline at Takapuna



Rural coastline at Tawharanui

SCOPE AND QUALIFICATIONS

The breadth of non-regulatory activity seeking to enhance the Gulf environment is vast. For manageability and utility, this report highlights non-regulatory activity that:

- Has a primary focus on improving *coastal environmental outcomes*, while recognising that environmental activity produces a wide range of social, spiritual, cultural and economic effects (Trotman 2008a)
- Presents a *creative or innovative* response to a pressing issue
- Is *high level* and *higher impact* in terms of scale and actual or potential environmental impact
- Supports *integrated and collaborative efforts*
- Is likely to be of *interest and utility* to the Hauraki Gulf Forum members and partners.

This report does not include a stocktake of existing Hauraki Gulf non-regulatory activity, nor an evaluation of any particular initiative or approach.

Problems and issues facing the Hauraki Gulf's ecology and coastal regions globally are also not presented, as they have been well covered at international (UNEP GPA 1995), national (Arnold 2004; Bremer 2009a; Peart 2009) and Gulf levels (Hauraki Māori Trust Board 2004; HGF Strategic Issues 2008; Peart 2007). A further field of self-regulation of coastal activities, which enables those involved in coastal activities to have responsibility and control over their actions, is not explored here (Vince and Haward 2009: 417).

This report predominantly reflects the views, interests and activities of the local, regional and central government agencies in the HGF, rather than in-depth tangata whenua, private sector, NGO and community views. The prime audience is the HGF member agencies, including tangata whenua, and its key messages are focused on how they can singly and together better understand and support non-regulatory approaches that enhance the Gulf's environment.

While outside the scope of this project, working directly with communities and tangata whenua to identify what is working in terms of environmental outcomes in the Gulf, and to explore the scale and richness of this activity, deserves further investigation. This report seeks to highlight the context within which these groups operate.



Literature reviews, a survey and selected interviews informed this report

METHODS

The specific methods employed in this research are a literature review, a survey of Hauraki Gulf Forum agencies and selected interviews and discussions, as outlined below.

LITERATURE REVIEW

A review was undertaken of Hauraki Gulf-related, national and international literature on:

- Latest trends and good practice in integrated coastal management
- Non-regulatory coastal enhancement approaches
- Evaluation of coastal enhancement initiatives.

This involved a web-based search of relevant journals, books and websites, and a search of literature arising from the Hauraki Gulf Forum. As the literature rarely distinguishes between regulatory and non-regulatory approaches, the Integrated Coastal Management (ICM) literature on best practice was sifted for relevant insights.

SURVEY OF HAURAKI GULF FORUM AGENCIES

The Hauraki Gulf Forum's 15 member agencies, and tangata whenua representatives, were surveyed via email in December 2009. One response was sought from each agency, some of whom collated responses from a range of staff within their organisations. The survey sought feedback on each agency's understanding and approach to non-regulatory activity in their area, perceived attributes of successful non-regulatory activity, barriers to this activity, examples of effective Hauraki Gulf activity, evaluation of this activity and what they would like to see happen in terms of the Hauraki Gulf Forum's future support for non-regulatory activity. Thirteen responses were received (87% response rate).

SELECTED INTERVIEWS AND DISCUSSIONS

Semi-structured interviews and informal discussions were undertaken with nine individuals and two Auckland Regional Council (ARC) staff teams, including iwi representatives and Hauraki Gulf Forum agencies, consultants and community leaders in this field. See Appendix One for a list of interviewees. Questions focused on identifying what constitutes effective non-regulatory activity, including examples from the Hauraki Gulf and further afield, how to evaluate this activity and how best to support it.

A draft of this report was peer-reviewed by a range of contributors (see acknowledgements) and workshopped with Forum agencies and key stakeholders.

Feedback from the survey and interview discussions are interwoven throughout with the literature review findings.



Integrated coastal management is a shared effort

PART ONE: INTEGRATED COASTAL MANAGEMENT

This section presents a summary of the international, national and Hauraki Gulf contexts for this report.

INTERNATIONAL CONTEXT

The aims of the Hauraki Gulf Marine Park Act and the integrative mechanism of the Hauraki Gulf Forum link to a field of scholarship with a 50-year history known as integrated coastal management or ICM.⁴ ICM involves “a continuous and dynamic process that unites Government and the community, science and management, sectoral and public interests in preparing and implementing an integrated plan for the protection and development of coastal ecosystems and communities” (GESAMP 1996: 2).

The trend towards more co-operative and co-ordinated management of coastal regions reflects the myriad interests and groups who impact on these areas, dynamic ecosystems, complex issues and the fact that jurisdiction in coastal regions is shared. No one underestimates the challenges involved – Jentoft and Chuenpagdee (2009) for example characterise coastal management as beset with “wicked problems”, as it is never clear when or whether problems are solved, issues are interconnected, conflict and competing interests are commonplace, and people cannot agree on what the problems and solutions are let alone how to go about addressing them.

Feeney and Gustafson’s review of international best practice in integrated catchment and coastal management identified the following elements (2008: 13—14):

- Political leadership across sectors
- Appropriate legislative, institutional and governance frameworks
- Clearly articulated goals, roles and responsibilities of all parties
- Collaboration between and within public and private sectors
- Strong stakeholder engagement
- Genuine community participation
- Capacity-building
- Adequate resourcing of planning and implementation
- Setting targets, plus monitoring and evaluation of outcomes and adaptive management based on monitoring and evaluation findings
- The existence of champions for geographical areas.

Much of this is non-regulatory in nature and reliant on the skills of individuals and the functionality of relationships and networks. Different styles of leadership are also required, involving co-operation, collaboration and skilful mediation of agendas and interests. Traditional command and control approaches and hierarchical leadership are now considered inadequate to respond to the complexities of coastal management (Peart 2007: xvii).

Understanding scale is also critical, including planning and acting at appropriate scales. For example, local communities tend to focus on their local area which could be as small as a neighbourhood or as large as an island or peninsula, while political decision-makers tend to

⁴ Not to be confused with integrated catchment management, which applies similar principles within catchments

focus regionally or on larger scales. Linking the local, regional, national and international issues meaningfully is an ongoing challenge.

In line with the best practice above, the following international “good practice” trends in integrated coastal management provide the backdrop to this report. See also Appendix Two for principles of ICM according to Stojanovic et al (2004).

Table One: International ICM trends

Trend	Summary description
Ecosystem focus⁵	Base planning and actions on a genuine understanding of ecosystems and natural processes
Governance not government	Coastal management is the shared responsibility of a network of diverse actors within a joint governance system
Connect the dots	Shared responsibility requires co-operation, collaboration and integrated planning and action
Scale matters	Planning, collaboration and implementation should occur at the appropriate scales – in this case regional, subregional and local
Short, medium, long-term goals	Develop short-term institutional goals, medium-term change in behaviour goals and long-term ecological goals (see Part Five)
Build capacity	Build leadership, institutional, financial, human and social capacity to respond to complex and dynamic coastal issues
Make values explicit	Be more explicit about the cultural values and philosophy underpinning planning, policy, research and action
Swing to non-regulatory methods	Trend towards greater interest in non-regulatory methods to address limitations of regulatory methods (see Part Two)
Importance of facilitation and mediation skills	Build relationships and trust between those who can make a difference; mediate conflicts
Community stewardship and education	Resource ecological education and support communities to become kaitiaki/stewards

Widespread and genuine understanding of the issues above is rare but increasing. It requires specialised and skilled people, who can make connections, alongside adequate resourcing to educate and communicate to decision-makers, managers, stakeholders and the general public. Sustaining these understandings is also a challenge, given dynamic ecologies, transient staff in agencies and skills within communities, and the long-term nature of ecological change set against short-term funding and political imperatives.

It is also important to note that implementation of most of the good practice above would require legislative change and major shifts in thinking and practice. For example, taking an ecosystem focus requires operating in an interdisciplinary manner, adequate resource to properly understand and monitor ecosystem states and needs, designing infrastructure that works more in harmony with natural systems (such as permeable roading, replacing oil with biofuels and alternatives to piping stormwater into the sea), and planning scales that reflect ecosystem rather than human boundaries.

Thus current challenges to implementing the good practice above, which include the need for better scientific information, political and management will and learning how to work in interdisciplinary and collaborative ways, need to be clear.

⁵ See Gaydos et al (2008), who outline ten top principles for designing healthy coastal ecosystems: think ecosystem, account for ecosystem connectivity, understand the food web, avoid fragmentation of ecosystems, respect ecosystem integrity, support nature’s resilience, value nature, watch wildlife health, plan for extremes and share the knowledge

NATIONAL CONTEXT

Perceptions of the coast are culturally mediated and each stakeholder, be they an individual, an institution, a group or a community, brings their cultural lens to the problems and solutions (Stocker and Kennedy 2009). The dominant cultural values underpinning coastal management in New Zealand give prominence to private property rights, individual responsibility and economic imperatives.

The conception of nature as a resource for human use is epitomised in the Resource Management Act 1991. For Geoff Park, “New Zealanders’ ‘conservation estate’ of scenic and scientific reserves, national parks and nature reserves is built essentially on Eurocentric concepts and the subjugation of Māori knowledge” (2006: 74). Also, tangata whenua approaches are often very localised, such as rāhui and marae-based activity, and are not generally well supported in the current legislative context.

Coastal management in New Zealand is fragmented on a statutory level through more than 25 different statutes and is administered by at least 14 agencies across seven different spatial jurisdictions (Bremer 2009a: 11). In practice, coastal management is highly devolved to local government via the Resource Management Act 1991 and Local Government Act 2002 (ibid).

As New Zealand is an island nation, coastal governance and management are critical to quality of life and the future outlook for the country. The current framework, however, is deficient in key aspects (Peart 2009):

- Weak national policy statements, including the absence of an Oceans Policy, and a hands-off approach from central government
- A liberal legislative framework that does not adequately protect coastal regions
- Decision-making devolved to regional and local levels with uneven results
- Frequent excessive and inappropriate coastal development
- Inadequate land-use planning through weak district plans and policies
- Local political pressure from landowners and developers and short-term market considerations driving decision-making.

Lack of strong political leadership is also given as a reason for deficiencies in coastal governance, involving poorly informed politicians who can be reluctant to make contentious decisions (Bremer 2009a: 31). Bremer’s interviews with New Zealand regional government senior planners and managers in 2009 revealed these perceived impediments to integrated coastal management (2009a):

- Lack of an integrated, strategic, all-of-government focus, with multiple agencies, too many conflicting objectives and political imperatives
- Particular fragmentation between regional and territorial local authorities in coastal management
- Failure by some local government authorities to prioritise the coast, given resource pressures and other issues faced
- Inertia in the Resource Management Act (RMA) and policy decision-making process, reducing the ability to respond to demands, new science and opportunities
- A poor information base working against effective planning for sustainable coastal development, including poor monitoring towards goals.

Bremer's research also cited the dominance of regulatory tools in New Zealand, which "are being implemented in a combative and litigious arena", whereas these regional government respondents tended to consider "education and working with the community as a better solution" (ibid). Non-statutory strategic documents were perceived to offer the best opportunity for coastal management, as they are not hindered by jurisdictional boundaries or open to legal challenge (2009a: 27).

The RMA, Fisheries Act, Conservation Act and New Zealand Coastal Policy Statement were seen as making poor provision for non-regulatory tools, thus the mandate and impetus to pursue non-regulatory methods is weakened. Bremer noted that respondents sought more prescriptive national policy on the one hand and more non-regulatory tools on the other (2009a: 12). On a positive note, "The ... devolution of power to local government allows significant latitude for creative initiatives, particularly of a non-statutory nature" (Bremer 2009a: i).

Vince and Haward note that while market tools and regulation predominate in coastal management in New Zealand, co-management and other forms of community governance may become more prevalent in future policy development (2009: 417). In the absence of an integrated and complete legislative framework, voluntary and self-management approaches to manage environmental impacts in coastal regions are common (ibid).

HAURAKI GULF CONTEXT

The Hauraki Gulf Marine Park area, including its islands and inland catchment is shown overleaf. This catchment reaches a significant way inland and includes urban and rural areas. As such, integrated coastal management includes integrated catchment management in this report, given the huge impact that land uses have on harbour health.

Replicating the national context, the Hauraki Gulf is subject to multiple statutes and is governed by numerous agencies with different priorities (HGF 2009: 16)⁶. Many iwi are associated with the Gulf including those of Pare Hauraki — ie Ngāti Tamaterā, Ngāti Whanaunga, Ngāti Maru, Ngāti Pāoa, Ngāti Hako, Ngāti Hei, Patukirikiri, Ngāi Tai, Ngāti Tara Tokanui, Ngāti Rāhiri Tumutumu, Ngāti Porou ki Harataunga ki Mataora and Ngāti Pukenga ki Waiau — and Ngātiwai, Ngāti Rehua, Ngāti Manuhiri, Ngāti Whātua Te Taou, Waiohua, Ngāi Tai and Te Kawerau ā Maki.

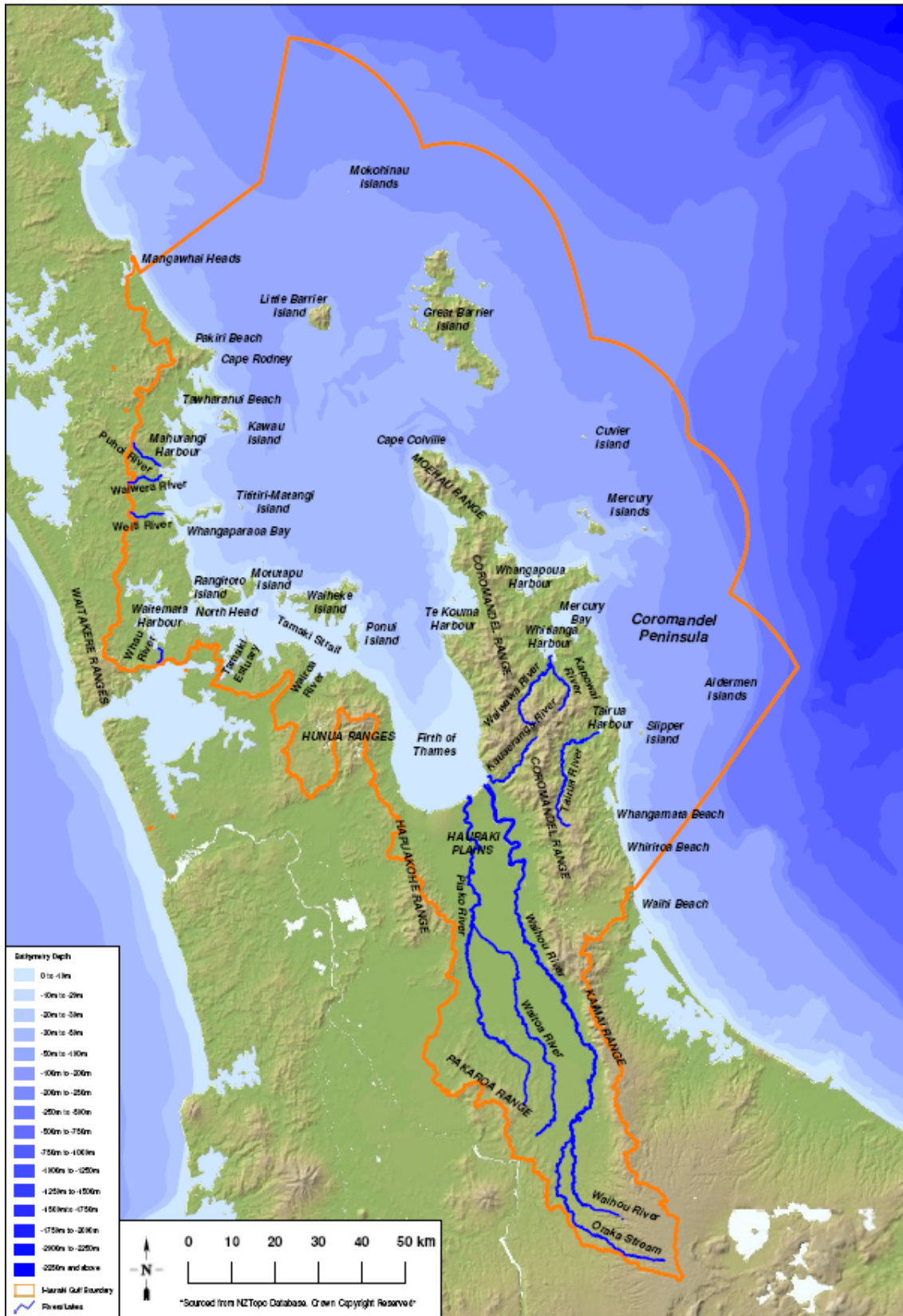
How the Hauraki Gulf is managed has huge quality-of-life and economic implications for the Auckland region. The Gulf context, however, is characterised by political conflict,⁷ major information gaps,⁸ inadequate environmental protections,⁹ inbuilt tensions and lack of integration through multiple governors with different agendas and interests (Peart 2007). This is compounded by diverse stakeholder groups from commercial fishing and tourism to environmental groups, recreational users, residents and visitors.

⁶ See the Hauraki Gulf Forum (2009) *Governing the Gulf: Giving Effect to the Hauraki Gulf Marine Park Act through Policies and Plans* for a comprehensive discussion of the Hauraki Gulf legislative and planning context

⁷ For example, the 2004 HGF evaluation noted that the Forum had not succeeded in overcoming the parochial interests of its members and that it was working better at the officer level than at the political level

⁸ The Gulf State of the Environment Report (2008: v—vi) notes that information that should be available often does not exist because no one collects it, or is difficult to obtain due to the way it is collected, or is held by many organisations and not collated

⁹ For example, only 0.3% of the Gulf is fully protected from fishing (Peart presentation to the HGF Technical Officers Group, December 2009)



The Hauraki Gulf Marine Park and its catchment

In recognition of the above, the HGMPA 2000 provides a statutory mandate and requirements for integrating Gulf management through Part 1 of the Act. It also provides for the recognition of tangata whenua's relationship with the Gulf, creates the Hauraki Gulf Marine Park and establishes the Hauraki Gulf Forum. The Hauraki Gulf Forum (HGF)¹⁰ brings together those with jurisdiction over the Gulf, including central, regional and local government and tangata whenua. It has a political-level forum and a technical officers group, and its functions include preparing a list of strategic issues for the Gulf, a triennial State of the Environment report and commissioning research.

Mirroring international ICM experience, a 2004 evaluation of the HGF remarked that "Spatial, functional and ... cultural integration in the management of land, water and associated resources is a notoriously difficult objective" (Enfocus 2004:3–4). The HGF's Strategic Issues paper (2008: 7) notes a low level of awareness of requirements for integrating management by those with jurisdiction over the Gulf, alongside needs for information-sharing and communication, proper monitoring and reporting and greater public awareness of the national significance of Tikapa Moana – Hauraki Gulf.

Regarding tangata whenua, the Strategic Issues paper notes that the decline in Gulf environmental quality compromises the customary rights of tangata whenua guaranteed by the Treaty of Waitangi. It acknowledges the under-resourcing of hapū and iwi environmental management, that hapū and iwi planning documents are not always being taken into account by statutory agencies, and that kaitiakitanga and mātauranga Māori (Māori knowledge) are not adequately integrated into environmental management.

Volkerling suggests that along with the need to integrate sectors and scales in Gulf management, integration of Western science methodologies and mātauranga¹¹ Māori is essential (2007: 12). At the same time, mātauranga Māori is often absent from mainstream environmental management, and attempts to address conflicts between mātauranga and Western concepts of environmental management are rare.

Volkerling notes the role that the HGF can play in these issues, through the prioritisation of projects developed through its strategic issues review. The concept of pātaka – a storehouse of food and knowledge – was defined within this process and several projects to build awareness of tangata whenua values have followed from this.

The governance and management context for the Hauraki Gulf is entering a time of great turbulence, flux and opportunity. In November 2010, new local government legislation comes into effect, reducing the number of local authorities with jurisdiction over the Gulf from 12 to six. The Local Government (Auckland Law Reform) Bill relating to the HGF amends HGF representation to stipulate that seven members be drawn from the new Auckland Council or its local Boards, including one member each from the Great Barrier and Waiheke Boards.¹² While membership of the HGF at the political and staff levels will change after November 2010, the intent of the HGMPA remains the same.

¹⁰ See www.hurakigulfforum.org.nz for the Hauraki Gulf Forum website

¹¹ Note that mātauranga Māori refers to all of Māori knowledge and the focus in this report is kawa relating to the Gulf in particular

¹² See www.legislation.govt.nz/bill/government/2009



Children's voices



Area of Motuora Island planted by volunteers

PART TWO: NON-REGULATORY ACTIVITY IN NEW ZEALAND'S COASTAL ENVIRONMENT

This section seeks to characterise non-regulatory activity. It discusses this activity in relation to regulatory activity, presents an indicative spectrum of this activity and outlines some of its benefits and drawbacks.

REGULATORY V NON-REGULATORY ACTIVITY

The fundamental importance of the Gulf's legislative and regulatory framework is not at issue here. What is clear, however, is that the legislative framework is incomplete and that regulatory tools alone are not able to address the environmental realities in the Gulf. Discussions undertaken with interviewees for this report emphasise the need for regulatory *and* non-regulatory approaches, with the key issue being their relative mix and relationship in various situations.

The integrated coastal management (ICM) literature recommends that a shared governance approach is taken to ICM in a region, which recognises the many players involved. In this approach, government agencies become mediators as well as regulators, facilitating cooperation and communication between the network members (Bremer 2009a: 5). Regulatory tools are "used less often in favour of economic tools, conflict resolution and co-management tools (such as those seen in "coast-care" groups for example)". New Zealand is reportedly showing increasing interest in these non-regulatory tools (ibid).

Regulation is, however, government's most common form of action to protect and restore the coastal environment (Vince and Haward 2009: 413). At the same time, regulatory, market and non-regulatory approaches are interconnected and much non-regulatory activity has a statutory impetus: for example, integrated catchment management plans for stormwater and advocacy on legislative matters. Activities may also be regulatory or non-regulatory in different contexts. For example, while environmental monitoring, planning and collaborative fora are all non-regulatory approaches, state-of-the-environment monitoring is required by statute, as is environmental protection and restoration through resource consents, and statutory governance bodies exist such as the Hauraki Gulf Forum.

In the Resource Management Act (RMA), methods are the means by which policies are implemented, and can be regulatory (eg rules and designations) or non-regulatory (eg council grants and assistance).¹³ Non-regulatory methods are a subset of the methods that can be identified in a District Plan, or within a council's Long Term Council Community Plan (LTCCP). As Bremer's research notes, in practice, councils can tend to prioritise rules and pay less attention to non-regulatory methods.

The RMA's purpose is sustainable management of natural and physical resources, whereas the Local Government Act (LGA) requires promotion of social, cultural, economic and environmental well-being, now and in the future. RMA plans predate LTCCPs in most parts of New Zealand, so there is not always a strong alignment between the two. Councils may also prefer to place non-regulatory methods relating to the coastal environment within LTCCPs

¹³ Quality Planning website www.qualityplanning.org.nz/plan-development/writing-provisions-plans.php

rather than RMA plans, to ensure they get funded, as the LTCCP and Annual Plans are where long and short-term funding decisions are made.

According to Bell and Shearer (no date), regulation is justified in order to:

- Manage public resources (eg land, air, water, the coastal marine area)
- Set environmental standards
- Prevent undesired activity
- Ensure individuals act in the public interest
- Ensure collective action occurs when individuals cannot bring about a desired situation (eg management of urban growth).

Non-regulatory activity is about people coming together or organising to support environmental outcomes. Non-regulatory activities can emerge through any sector or group. They can be motivated by RMA policies and plans, or by outcomes defined under the LGA, or by concepts of kaitiakitanga and community service. The drivers are diverse and can be quite different to those of regulation. Non-regulatory activity can be considered when:

- There is an absence of regulation
- Regulation alone cannot achieve stated goals
- The situation is complex
- There are multiple stakeholders
- Stakeholders perceive inaction by regulators with respect to a particular issue or goal of concern to them
- There is a need to try a range of approaches, including creative approaches
- It is more desirable to incentivise and persuade rather than to prescribe.

Some typical characteristics of regulatory versus non-regulatory activity are summarised below.

Table Two: Regulatory v non-regulatory activity

Regulatory activity	Non-regulatory activity
Prescriptive	Flexible
Directive	Suggestive or persuasive
Required	Optional and/or voluntary
Top down, government led	Can be initiated by any sector
Clear rules and bottom lines	Shades of grey, many paths
For when voluntary actions or desired behaviour may be ignored	For when no rules exist or when rules are inappropriate or insufficient
When certainty is needed	When there are many options
One size fits all	Can be tailored to the situation

A principle behind non-regulatory approaches is that it is more desirable or effective to support people to act in a particular way than to require them to take a course of action. This recognises that people generally dislike being told what to do.

Bremer’s research with regional councils identified three key reasons why non-regulatory methods “have found poor expression in New Zealand’s coastal management” (2009a: 31):

1. Inertia within the (District) planning process means that plans which include references to non-regulatory methods can be out of date by the time they become operative.
2. A disconnection between RMA and LGA policy means non-regulatory methods often go unfunded; ie a District Plan may state that various non-regulatory methods should occur but unless funding is provided via the LTCCP and Annual Plans they may not happen.
3. Poor awareness of the range and purpose of non-regulatory methods, how to implement them and how to evaluate their effectiveness.

Regulatory methods are sometimes also part or fully funded on a user pays basis: for example, resource consent applicants being charged the cost of their application. Conversely, funding sources need to be found for most non-regulatory methods, which are typically ratepayer or taxpayer funded, increasing the pressure to prove their value to decision-makers.

While there is general agreement that greater understanding and emphasis on non-regulatory approaches is desirable, several respondents interviewed for this report felt that real environmental change of the scale required will come only through regulation, while others saw it occurring through attitudinal shifts catalysed through non-regulatory approaches. Most people consider that both are needed, mixed and tailored to meet specific objectives.

SPECTRUM OF ACTIVITY

Non-regulatory approaches in this context include the following broad categories, with examples given for each. Note that this is one pragmatic means of clustering a very wide range of activity and there are many ways that this could be done. These categories and examples are distilled from the following sources: District Plans, the Quality Planning¹⁴ website, the survey of HGF agencies and tangata whenua, and Hauraki Gulf and national literature.

Table Three: Non-regulatory schema

Non-regulatory category	Examples
Governance and leadership	Non-statutory governance structures and leadership across all sectors ¹⁵
Mātauranga Māori and manawhenua approaches	Traditional planting and cultural harvesting practices
Strategic planning and policy¹⁶	Strategies, structure plans, management plans, Integrated Catchment Management Plans (ICMPs)
Civil society and community-based initiatives	Coast-care groups, environmental groups, community conservation groups, NGOs, sector groups (eg farmers and fishers)
Research, monitoring and evaluation	Environmental monitoring (including iwi-based tools for ecological and cultural assessments, as well as community-based monitoring), cultural impact assessments, research programmes, technical reports
Environmental protection and restoration	Pest control programmes, planting programmes, dune restoration, wetland restoration

¹⁴ See www.qp.org.nz/plan-topics/coastal-land-development/general-methods.php#commapproach

¹⁵ While political leadership is based in statute, leadership qualities cannot be legislated for

¹⁶ Again, while many of these may be driven by statute, they are ultimately non-statutory

Advice and information	Design guides, best practice guides, technical advice and assistance
Education and awareness-raising	Public education, environmental education, school-based programmes, community arts initiatives, social marketing and media campaigns
Holistic programmes	Integrated programmes such as sustainable catchment programmes
Economic instruments	Financial incentives (eg rates relief), funding programmes, subsidies for conservation
Engagement and collaboration – liaison, and consultation to partnership	Collaborative fora, community engagement, consultation processes, networks, various collaborative models including co-management, memoranda of agreement
Advocacy¹⁷	Submissions, presentations, media campaigns

As noted, these categories intermingle: for example, a community group might undertake advocacy, provide education and information and undertake planting and pest control. Local authorities tend to undertake or support all of the categories above.

BENEFITS OF NON-REGULATORY APPROACHES

“Council is currently seen by the community as the foe, the enforcer, the controller, someone they have to battle with all the time. There is a significant opportunity to turn this perception and reputation around and position the council as the ‘friend’ ... helpful, supportive, knowledgeable, action orientated, leader and facilitator.” (Kirkland-Smith & Heijs 2009)

Rigid and prescriptive rule-based approaches tend to keep interested parties separate and in adversarial mode. Non-regulatory approaches often involve working directly with people in a collaborative spirit, thus fostering greater trust in government, goodwill and perceived value for rates and taxes paid.

Key benefits of non-regulatory approaches include the following:

- Can be more cost effective through use of volunteers and sharing of resources
- Well suited to complex situations and can be individually tailored according to the situation
- Can promote kaitiakitanga/stewardship by people for the environment
- Can decrease the need for regulatory mechanisms, or provide a “carrot” to go with the “stick”
- Can build trust and goodwill between and within sectors, and in government, by bringing people together to work on shared goals
- Provide outlets for the talents of passionate, committed individuals and groups
- Bring people with common interests together
- Can work well as a complement to regulation, to support regulation
- Are flexible and adaptable to changing circumstances
- Provide a field for experimentation and innovation
- Often produce multiple outcomes such as social (community building, improving psychological well-being) and economic (improving house values, attracting people to live in Auckland) outcomes

¹⁷ Peart notes that the past 50 years of coastal management have made it very clear that central government will not rein in coastal development without strong and vocal public pressure (2009: 260)

- Can produce better outcomes due to the collaborative, integrating impulse of some approaches, and the sharing of local and traditional knowledge, information and resources.

Documented *environmental* impacts of non-regulatory approaches tend to relate to community-based planting and restoration efforts: for example, dune restoration (Coast Care Bay of Plenty¹⁸) and riparian restoration (Cole and Lees 2008; Harland et al 2009; Morresey et al 2009; Project Twin Streams, Trotman and Woodley 2008; the Mahurangi Action Plan project, Trotman 2008d). These examples point out the long-term nature of ecological change and the need for effective monitoring to gauge the effects of the work undertaken.

The social benefits of non-regulatory approaches are better known (see for example Cole and Lees 2009; Kirkland-Smith and Heijs 2009; Trotman 2008a; Trotman and Woodley 2008). A key message from this report is to invest more in evaluating the environmental, economic and cultural effects of non-regulatory approaches.

DRAWBACKS

Non-regulatory activity is extremely diverse and can be difficult to define. It tends to combine a range of approaches (for example, education, collaboration and advocacy), so does not lend itself to easy categorisation.

Key drawbacks of non-regulatory approaches include the following:

- Are often not well understood or promoted because of their less tangible nature
- Benefits and impact can be difficult to measure
- Can be resource intensive in terms of people's time and energy (but can be less costly financially than engineering solutions, for example)
- Can require a commitment to collaboration, inclusiveness and community engagement that can be lacking or difficult to muster in siloed, technical, hierarchical and/or bureaucratic organisations
- Can require long-term commitment rather than provide quick fixes
- Are often about culture change, values and processes, which take time and can sometimes be better seen and understood in hindsight.

A key drawback or disincentive in pursuing non-regulatory approaches can be constantly having to prove the merits or defend funding of these approaches, especially in economic squeezes, and in conservative and/or risk-averse organisations.

As noted, both approaches are required – the key is distinguishing which mix of methods will be most effective in various contexts.

¹⁸ See www.mfe.govt.nz/issues/climate/resources/workshops/preparing-climate-change/restoring-natural-dune-resilience.html



Rahui initiated by local iwi - note translation into other languages



Working in partnership to meet shared aims

PART THREE: MAKING A DIFFERENCE VIA NON-REGULATORY APPROACHES

This section introduces five non-regulatory approaches considered to hold promise in the Gulf. These were identified through the HGF survey, international literature, discussions with individuals and a small-scale scan of approaches via websites, environmental award winners and Gulf-related literature. For most, their current scale of activity alone warrants their inclusion.

It is emphasised that the scale of non-regulatory activity occurring in the Gulf is significant. For example, the ARC’s Ecocare database holds over 250 organisations and community groups undertaking environmental work in the region, and environmental grants programmes are continually oversubscribed each year. Further investigation of the scale and scope of this activity would be useful.

The section begins by outlining the approaches and the basis for their selection, followed by further detail on each approach and what makes them effective. It ends by summarising key perceived success factors for non-regulatory projects overall.

EFFECTIVE NON-REGULATORY APPROACHES

Establishing effectiveness of various non-regulatory approaches is fraught, given the measurement challenges outlined in Part Five. Also, whole bodies of literature sit behind each non-regulatory approach identified, and only the barest outline of some of their qualities and success factors is possible here. The five approaches and why they were selected are summarised below (in no order). Overall, they were chosen on the basis that they are documented in some way and have some tangible evidence of effectiveness.

Table Four: Effective non-regulatory approaches

Non-regulatory approach	Basis for selection
Mātauranga Māori (Māori knowledge) place-based approaches	<ul style="list-style-type: none"> ▪ In acknowledgement of kaitiaki and customary management roles and Treaty considerations ▪ Reflects international and local trend to learn from indigenous approaches (eg Berkes 2008) ▪ Reflects a 2003 HGF directive that future projects are developed from both a Western science and mātauranga Māori perspective ▪ These approaches tend to reflect many aspects of internationally accepted best practice – holistic, based in ecosystem thinking, cultural values are explicit and supporting community stewardship ▪ Potential environmental impact in the Gulf if better resourced
Collaborative approaches: these include all manner of collaboration from co-management to informal co-operation and co-ordination	<ul style="list-style-type: none"> ▪ Reflects principle of shared governance and responsibility promoted as international best practice ▪ Documented successes and tangible results, eg Tiritiri Matangi and Project Twin Streams ▪ Reflects international and local trend towards working in partnership to meet shared aims ▪ Current combined environmental impact and potential impact if better resourced

Community-based approaches: community-led group efforts to preserve and restore the Gulf	<ul style="list-style-type: none"> ▪ Reflects principle of community stewardship promoted as international best practice ▪ Benefits are documented (eg Trotman 2008a) ▪ Current combined environmental impact given the scale of activity
Creation of an enabling environment for people to act, through provision, for example, of funding, information, advice, materials and equipment	<ul style="list-style-type: none"> ▪ As above ▪ Perceived value and benefits are documented in the Auckland region (eg Trotman 2008c) ▪ Environmental funding programmes are oversubscribed each year ▪ Trend towards greater community interest and involvement in environmental restoration (Trotman 2008a&c) ▪ Scale of activity involved and current combined environmental impact
Agency-led environmental protection and restoration: these include all non-regulatory revegetation and restoration programmes Gulf-wide	<ul style="list-style-type: none"> ▪ Reflects statutory and non-statutory responsibilities of local, regional and central government ▪ Government and larger non-government organisations have the greatest resource bases to make a difference ▪ Council monitoring results ▪ Scale of activity involved and current combined environmental impact

Note that several important non-regulatory fields of activity are not explored here: environmental education and awareness raising, and research and monitoring. The role and contribution of environmental education and awareness raising warrants a separate exercise, and the need for better research and monitoring in the Gulf has been well documented through the HGF State of the Environment (SOE) reports, among others.

Each of these five approaches is briefly considered in turn, in terms of their basic elements and what makes them effective and/or of interest in the Gulf. Also a few Gulf examples are given, which by no means reflect the breadth and depth of activity occurring and are indicative only.

MĀTAURANGA MĀORI PLACE-BASED APPROACHES

Mātauranga Māori refers to traditional Māori knowledge and understanding (HGF SOE Report 2004:15). Core beliefs include the interconnection of everything in the universe, an emphasis on the collective rather than on the individual and the synthesis rather than separation of the physical and metaphysical (ibid: 15–16). It includes knowledge relating to the care and use of the natural world, of which people form a part.

There are growing examples of mātauranga Māori driving place-based initiatives, alongside regular calls to resource and learn more from these approaches (eg Blair 2002; HGF 2008). Mātauranga Māori approaches tend to reflect international best practice in environmental management (see Part One) and hold unique solutions where current methods fail. The rich potential to combine Western and Māori methods to make a difference in the Gulf has been noted (see, for example, Volkerling 2007). Some Gulf examples are given below.

Table Five: Mātauranga Māori examples

Example	Description
Ngāti Whātua Project Twin Streams	In 2008 Ngāti Whātua signed a two-year contract with Waitakere City Council via Project Twin Streams (PTS) to use traditional planting and maintenance methods on a tributary of the Opanuku Stream. Ngāti Whātua Community Co-ordinators will undertake the work, including community involvement and education on traditional methods, with photo and written records kept and results compared to mainstream PTS riparian restoration methods (Trotman and Woodley 2008: 93).
Te Piataata Trust – engaging rangatahi in stream restoration	Te Piataata Trust in Waitakere won a Green Ribbon Award in 2008 for its work via Project Twin Streams in engaging at-risk rangatahi in restoring Swanson Stream. This can be transformational for the young people involved as well as for the environment, with over 3,000 plants planted each year (MfE’s Green Ribbon Awards).
Ngāti Rehua Ngātiwai ki Aotea Trust Board	Revegetation of the Shark Alley Bay coastal area after the relocation of kōiwi (bones and artefacts) from the site and reshaping of the embankment (ARC’s Coastal Enhancement Fund 2009—2010).
Hauraki Iwi Environmental Plan 2004	This plan is “a strategy for collective action by Hauraki Whanui to sustain the mauri of the natural environment and cultural heritage of the Hauraki rohe over the next 50 years”. Funded through the Ministry for the Environment’s Sustainable Management Fund, the plan reflects a mātauranga Māori approach to resource management in the Gulf.
Rāhui	Rāhui can be statutory (Ngāi Tai’s Umupuia Marae for Cockle Bay in 2008 for a two-year ban ¹⁹) or non-statutory (Eskdale Catchment North Shore, Whangateau). Difficulties exist in enforcing rāhui in the face of tourism, lack of resources for policing and an often uneducated public. ²⁰
Kaimoana monitoring	Waiomu and Te Puru local monitoring of shellfish is an ongoing practice undertaken by locals. The Kaimoana Monitoring project provides data on the size of pipi and cockles at four Hauraki beaches (Hauraki Māori Trust Board).

Success factors for mātauranga Māori projects can include:

- Partnership approaches, particularly with local, regional and central government
- Securing of funding through partnering and sharing expertise and resources
- Capturing in written and visual form the essence of the project and its tikanga Māori aspects
- Promotion of the project in a range of fora.

COLLABORATIVE APPROACHES

“Best practice local and international research indicates that joint partnerships are the most effective model for integrated ... coastal management ... [and] partnerships that share resources and decision-making power lead to the most effective long-term commitment to changing environmental management outcomes” (Feeney & Gustafson 2008: vi)

In the survey of HGF agencies, collaborative efforts, whether community, iwi or agency led, were the most commonly given examples of effective non-regulatory approaches. Feeney and Gustafson note a recurring theme in the international best practice ICM literature on the need to improve co-ordination, consultation and collaboration (ibid: 24).

¹⁹ See <http://ngaitai.maori.nz>

²⁰ Personal communication, Hauraki Māori Trust Board staff member

The evaluation of the HGF in 2005 found that the following factors, which also apply to collaboration in general, were critical to the HGF functioning well: goodwill, strong relationships, adding value for those involved and their constituents, relevance, champions, leadership, clarity of role and purpose, appropriate participation and external awareness and endorsement of the collaborating group (Enfocus 2004: 10–11).

According to Bremer (2009a: 33), “the coastal management framework offers few statutory opportunities for partnership between local government and local communities, and those opportunities for co-management that do exist are rarely taken up”. However, there is a trend towards non-statutory partnerships in regions and a growing philosophy of partnership (ibid: 42). The most meaningful interaction generally occurs with stakeholder groups as partners in non-regulatory projects (ibid: 33), and via supporting coast-care groups and other community groups undertaking environmental protection and restoration work.

Bremer (2009a: 15) identifies three key barriers to stakeholder participation in coastal decision-making:

- Stakeholders being poorly informed on the state of the coast and their role in helping to manage it
- Lack of capacity (time and resources) for stakeholders to take part, and stakeholder fatigue (especially for Māori)
- Insufficient capacity in government institutions (time, resources, know-how).

Overall, perhaps the strongest feature of non-regulatory approaches is their emphasis on collaboration and working together. This produces a spectrum of collaborative arrangements from informal co-ordination and networking to formalised co-management and memoranda of agreement involving funding, shared decision-making and power sharing. The literature and experience of effective collaboration is growing in New Zealand; see for example Courtney (2007)²¹ and Wilson (2005).²²

Examples of collaborative initiatives in the Gulf run into the hundreds. Possibly the highest-profile example is a co-management initiative between the Supporters of Tiritiri Matangi and the Department of Conservation, involving the open sanctuary created on the Gulf island of Tiritiri Matangi (Tiri).²³ The first of its kind in New Zealand, this scheme sought to restore Tiri, as nearly as possible, to its original coastal forest by reintroducing native flora and fauna, while allowing unrestricted access to the public so the process could be followed and publicised (Rimmer 2004: 9). Planting was undertaken mainly by volunteers and the public replanting programme was completed in 1994. Kiore and other predator eradication has seen the transference of 11 native bird species to the island (Peart 2009: 242).

A 2009 presentation to the HGF by the Chairperson of the Supporters of Tiritiri Matangi entitled *Achieving Vision Through Partnerships*, summarises the lessons learned over the last 21 years as being the importance of:

- An enduring and binding vision
- Stakeholder management and communication
- Diversified volunteering opportunities

²¹ See www.community.net.nz/communitycentre/news/national/pentopaper.htm

²² See <http://csl.doc.govt.nz/upload/documents/science-and-technical/SfC248.pdf>

²³ See Rimmer (2004), *Tiritiri Matangi: A Model of Conservation*

- Trusting partners
- Diverse income streams
- Species incubators (nurseries for species)
- Visionary leaders and guardians.

Note that co-management options are currently being explored for Rangitoto and Motutapu, which are on track to become pest-free in the next few years (Tourism Resource Consultants 2009: i). A collaborative stakeholder structure via the joint Rangitoto Motutapu Forum is being developed to guide this process, building on the experience of Tiri (ibid).

Key success factors in collaborative projects include (Courtney 2007: 28):

- Having a clear purpose
- People skilled in facilitation, engagement and mediation
- Defining tasks and actions, roles and responsibilities
- Realistic timeframes
- Fostering relationships and face-to-face processes that build trust
- Clear and regular communication.

COMMUNITY-BASED APPROACHES

“I would like to bring the community experience in the Gulf together to identify what we should be addressing and develop a blueprint for this – a ground-up approach” (community stakeholder).

Global interest in community-based environmental initiatives has blossomed in recent years, due to disillusionment with state and market conservation efforts, indigenous calls for populations to become stewards of nature, and communities and non-government organisations taking the lead in local areas (Trotman 2008a: 3). Geoff Park notes a trend of rediscovery, reconnection and restoration by people of places, and that what we call “conservation” now might be happening less by government intervention than by community activity in future (2006: 74).

While bottom-up approaches are recommended in the literature, their success is strongly influenced by the maturity, resources and capacity of the community involved and to increase effectiveness, capacity-building is often required (Feeney & Gustafson 2008: 32). Feeney and Gustafson state that supporting collegiality, and building industry and community capacity to engage in coastal management, are the best chance to transcend silos and support integrated coastal management (2008: vi).

HGF survey respondents noted that community-based approaches can be very effective, especially those “supported by good science, committed agency staff and community leaders, with institutional support and operating within a strategic framework”. Evaluation of the contribution of community-based approaches to *environmental outcomes*, however, is rare, and what evaluation there is tends to focus on its social and community outcomes (Trotman 2008a:3). Thus, a potential role for government agencies is to assist communities to monitor and evaluate their efforts, especially in terms of environmental impacts which are longer term and can involve significant costs to identify.

Examples of community-based approaches include land-care groups, beach-care groups, stream-care groups, dune restoration and community-based coastal clean-up efforts. Several indicative community-based approaches are presented below.

Table Six: Community approaches

Example	Description
Muddy Feet (Firth of Thames)²⁴	The Muddy Feet project brings together regional councils, district councils, the Department of Conservation and community interests, and is recognised by the Hauraki Gulf Forum as a model for integrated, ecosystem-focused action in the Gulf. Community driven, this ten-year-plus project focuses on restoration of the southern Firth of Thames. A key message to agencies from this project is to support community initiatives from the ground up, by going to these places, listening to people with open minds, then doing something with what people have said.
Motuora Restoration Society	This group received a 2005 ARC Environment Award for successful restoration of Motuora Island, including an on-site nursery, planting of 25,000 native plants annually, acting as a showcase for island restoration and environmental education.
Te Whangai Trust	A Miranda-based social enterprise that employs Taskforce Green members to run a native plant nursery, via a charitable trust. See www.tewhangai.com .

Key features of successful community-based approaches include:

- A clear vision and goals
- Passionate and committed individuals and leadership, often motivated by love of the local area
- Ability to gain funding and agency support
- Ability to engage local people and key stakeholders and harness local knowledge and resources
- Ability to document and promote the project, including its successes.

CREATING AN ENABLING ENVIRONMENT IN WHICH PEOPLE CAN ACT

For several local government respondents the impetus for real change in environmental practice is likely to come from outside of government – driven by those outside of political and funding cycles, and the dynamics of power and control in government agencies. Independent organisations and groups were seen as being freer and more self determining. For them, creating an enabling environment for community and NGO-driven non-regulatory activity was seen as essential: for example, the provision of support and assistance, plus processes to bring sectors and groups together productively.

Developing the resource base to support community-based and tangata whenua-led projects is a key means to support effective non-regulatory approaches in the Gulf. Survey respondents considered that provision of grants funding, materials, advice and information and working one on one with landowners, tenants, schools, businesses and community groups were key to supporting successful community-based projects. DOC also notes a national trend of growing interest in community conservation, supported by funding initiatives such as its Community Conservation Fund.²⁵

A key issue, however, is the scarcity of ongoing funding sources for community and tangata whenua efforts, requiring groups to invest significant energy in achieving funding for their

²⁴ See www.arc.govt.nz/environment/coastal-and-marine/hauraki-gulf-forum/muddy-feet-project.cfm

²⁵ See www.doc.govt.nz/about-doc/news/media-releases/2009/community-conservation-projects-sprouting-with-funding-boost (note this is a two year fund to 2010)

work rather than focusing on the work itself. Project Twin Streams is the only example found of truly long-term (ten-year) secure funding.

In November 2007, 251 community groups on the ARC's environmental care group database were surveyed as to their support needs, with 40% or 100 groups responding (Trotman, 2008c). Phone interviews with 26 Auckland regional stakeholders, including philanthropic funders, environmental organisations and local authorities were also conducted.

The top support needs identified were (in order of highest to lowest priority):

1. Access to funding
2. Specialised information, advice and help, especially in the field or on-site
3. More active members and volunteers
4. Plants and other supplies
5. Advice on where to get support
6. Assistance to access support
7. Closer links with their local council
8. "Moral encouragement", recognition and acknowledgement of the work done (for example, via awards)
9. Marketing and publicity support
10. Education and training opportunities, preferably locally provided.

The message from groups in this survey was that the current support provided in the region, particularly funding and staff support, is highly valued and valuable, and that the support needs identified above should be the priority for regional efforts to support community-based environmental groups.

Positive examples of creating an enabling environment are presented below.

Table Seven: Enabling initiatives

Example	Description
Resourcing community stewardship	Project Twin Streams in Waitakere provides an internationally recognised example of how to resource communities to become local stewards, by funding local community organisations to run aspects of the programme and engage residents and groups in local areas. ²⁶ This involves three-year contracts with local community organisations which are negotiated in a partnership manner.
ARC Environment Awards	Operating since 2000, these awards provide much needed recognition to individuals and groups undertaking important environmental work, including Gulf-related work.
Funding programmes and promotion of funds available	Numerous funds exist in the region for environmental activity in the Gulf. The ARC provides an Environmental and Heritage Funders Guide, which is a directory of funds available to support individuals and groups to undertake environmental and heritage work (ARC website). As one example, Clean Streams is an Environment Waikato project to encourage and support farmer efforts to reduce the impacts of farming on waterways. Advice and financial support of up to 35 per cent of farmers' costs for fencing and planting waterway margins is available.

Success factors for creating an enabling environment include:

²⁶ Project Twin Streams was a finalist in the International River Thiess Riverprize awards in 2007

- Understanding needs through having strong relationships with communities, tangata whenua and stakeholders and appropriate processes to identify needs
- Provision of clear, user-friendly funding and support avenues that respond to identified needs
- The existence of staff with the skills to work directly and actively with communities, tangata whenua and stakeholders
- Funders and decision-makers who understand the importance of this support and provide adequately for it.

AGENCY-LED NON-REGULATORY ENVIRONMENTAL PROTECTION AND RESTORATION

Local and regional council non-regulatory environmental protection and restoration, and also that undertaken by DOC, were considered to be key means of furthering good environmental outcomes in the Gulf. These agencies hold the greatest resource for this work and the North Shore City Council, for example, notes that their surveys of residents indicate that “first and foremost, residents expect council to protect the environment and natural resources” (Kirkland-Smith and Heijs 2009).

Core examples of this work considered effective by some survey respondents included fencing streams from stock, riparian planting, catchment and stream based projects and revegetation projects. Working directly with landowners and communities can also be highly effective considering the impacts on the Gulf harbour from land-use activities (particularly forestry, farming and housing development).

One respondent felt that planting programmes are the most common non-regulatory activity occurring in the Gulf, thus their scale is significant, as is their assumed impact on filtering stormwater, providing habitat, preventing coastal erosion and air cleansing. Note however, that it is unclear whether environmental monitoring region-wide supports these assumptions.

Examples of effective agency-led initiatives are presented below.

Table Eight: Agency-led initiatives

Example	Description
North Shore City Council (NSCC)	NSCC runs a city-wide stream-restoration programme working with private landowners. It has employed a stream-restoration worker to engage directly with private landowners ²⁷ and develop a trust-based, face-to-face relationship with the Council. Innovative communications and a range of options for landowners to engage are employed. A paper on this initiative was presented to the 2009 Stormwater Conference by NSCC’s Kirkland-Smith and Heijs.

²⁷ Note that sensitivities arise for government agencies using public funds to enhance private property and work with private landowners; these need careful handling and clear demonstration of the public benefits to be gained

Waitakere City Council	Project Twin Streams is unique in its funding and scope (\$40 million over 10 years) but also in its partnership approach to engaging communities in stream restoration. This includes resourcing iwi involvement through contracts, community engagement as noted and employing an Arts Coordinator to engage communities through the arts. The community engagement approach has put over 250,000 plants in the ground to date, planted by communities (and over 500,000 plants overall to 2009). ²⁸
Auckland Regional Council (ARC)	The Mahurangi Action Project principally aims to reduce sediment in the Mahurangi Harbour. It began as a five-year project in 2004 and sought to engage communities in creating a healthy harbour. It has led to the development of a sustainable catchments programme in the ARC which aims to take a more integrated and co-ordinated approach to catchment management.
Sustainable catchment programmes	Gaining in number around the region, sustainable catchment programmes seek to take an holistic approach to land and water management, and utilise ecosystem thinking and collaborative approaches: for example, designing interventions in line with natural water cycles and replacing “hard” engineering approaches such as the piping of streams with more environmentally friendly approaches such as swales, rainwater gardens and stormwater ponds.
Watercare	Watercare’s “Project Manukau” involved the development of a state-of-the-art wastewater treatment facility at Mangere, together with the return of 500 hectares of oxidation ponds and 13 kilometres of coastline to a natural harbour environment. This won an ARC Environment Award in 2002/3.

Success factors for agency-led approaches include:

- Being willing to experiment, innovate and be creative (and to resource this)
- Being willing to work in partnership.

SUCCESS FACTORS FOR NON-REGULATORY PROJECTS

Overall success factors for non-regulatory projects were derived from the examples above, international literature and the survey of HGF member agencies.

Table Nine: Success factors for non-regulatory projects

Understanding issues and needs (having good information)
Skilled, passionate and committed individuals
Clear purpose that others can share
Creativity, imagination and experimentation
Working collaboratively and inclusively
Processes that build trust, relationships and goodwill
Adequate resourcing
Documenting and promoting what works
Supportive funders and decision-makers

Many of these success factors are interdependent; for example, supportive funders and decision-makers require good documentation of what works. When these factors align, initiatives are highly likely to be effective and, conversely, can be weakened if one or more crucial element is not present.

²⁸ *Streamtalk*, Project Twin Streams Newsletter, December 2009



Pateke release



Ngāti whātua-led restoration as part of Project Twin Streams

PART FOUR: NON-REGULATORY ACTIVITY IN THE HAURAKI GULF

This section identifies some non-regulatory activity currently occurring in the Gulf, with a strong bias towards government-led activity. It also presents current issues relating to HGF iwi and agency approaches to this activity, based mainly on the survey of the HGF agencies.

HGF agencies were asked what key non-regulatory initiatives their iwi/organisation had been involved in during the last five years. The responses are categorised as follows, using the schema in Part Two. Note that this is a partial snapshot and indicative only, and reflects particular perspectives within each agency. A survey of the private sector, NGOs or communities, or even of other staff in the same HGF agencies, may have very different results.

Note also that allocation of different activities is arbitrary to some degree and that some activities could appear under several categories (for example, Project Twin Streams and community-based environmental restoration and protection).

Table Ten: Examples of Gulf Non-regulatory Activity

Non-regulatory category	Key activities	Gulf examples
Mātauranga Māori and manawhenua approaches	Rāhui Non-statutory plans Planting and restoration Monitoring	Rohe moana plans Iwi management plans Adopt a beach programme 2002/03 Research partnership between Landcare Research and Hauraki and Ngātiwai on titi resources of Ruamaahua (Alderman) and other islands Liaison processes among hapū and iwi
Strategic planning and policy	Integrated catchment management plans Structure Plans	Long Bay structure plan
Research, monitoring and evaluation	Research programmes Monitoring programmes Evaluation associated with non-regulatory activity	Economic analysis of fisheries, cultural heritage inventory, sites of significance to iwi, stormwater management methods and effects Fish/shellfish, biodiversity and water-quality monitoring, state of the environment monitoring, development effects monitoring, reef monitoring, Wai Care programme Project Twin Streams, Mahurangi Action Plan

Environmental protection and restoration	<ul style="list-style-type: none"> Conservation lots Conservation covenants Voluntary native planting programmes Weed control Clean-ups Animal and pest control Riparian and bush fragment fencing Erosion control Harbour and estuary protection Pollution prevention Mitigation and conservation works Species translocation Biosecurity operations 	<ul style="list-style-type: none"> NSCC Project CARE Trees for Survival ARC Parks sponsored community care groups Stormwater quality mitigation Construction of fish passage Beach and stream clean-ups Beach replenishment at Motutapu Wharf rebuilding Walkway construction
Advice and information	<ul style="list-style-type: none"> Provision of advice and information Training workshops 	<ul style="list-style-type: none"> Posters and publications Community, farmer, business advice Web-based information On-site information Safe boating and navigation Conservation plans for scheduled heritage sites Planting/restoration plans for landowners and community groups Riparian zone, erosion and sediment control, stormwater quality, ICMP and ecological restoration workshops
Education and awareness- raising	<ul style="list-style-type: none"> Support for educational activities and events Awareness and education campaigns 	<ul style="list-style-type: none"> Educational field trips Education programmes for key groups: farmers, business, landowners, etc Clean Up New Zealand Week School (eg Enviroschools, kura kaupapa)
Holistic programmes	<ul style="list-style-type: none"> Integrated programmes 	<ul style="list-style-type: none"> Sustainable Catchment Programme Coastal Compartment Management Plans
Economic instruments	<ul style="list-style-type: none"> Funding programmes Financial incentives Landowner assistance programmes 	<ul style="list-style-type: none"> Heritage Fund, Environmental Education/Care Group Support Fund, Natural Heritage Fund, Environmental Initiatives Fund, Coastal Enhancement Fund, discretionary non-contestable grants for cultural and natural heritage restoration Rates rebates Funding for landowner fencing and planting

Engagement and collaboration – liaison and consultation to partnership	Local and central government agencies liaising with community and stakeholders involved in non-regulatory activities involved with their roles and functions (eg parks, events) Supporting volunteers and support groups on parks Capacity-building Training and connecting groups	Community group workshops and forums Websites and contact lists Networking events Information materials Annual awards
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This indicative survey shows an emphasis by HGF regional and local government agencies on the provision of environmental programmes, education and advice, research and monitoring and relationship development and networking. It possibly downplays the significant roles undertaken in non-regulatory planning and support for community-based approaches, and does not represent the range of tangata whenua activity.

UNDERSTANDING OF NON-REGULATORY ACTIVITY IN THE GULF

The HGF survey asked participants to rate the level of understanding of their iwi/organisation of non-regulatory activity in the Hauraki Gulf, with one lowest and ten highest, and to give the reasons for their rating. The responses were as follows.

1 lowest	2	3	4	5	6	7	8	9	10 highest
0	0	2	1	4	0	2	4	0	0

Seven respondents gave a rating of five or below, six gave a reasonably high rating of 7 or 8 and no one gave the highest ratings. One respondent gave an average rating of 5, with staff scoring 8 and elected members 3. This reflects varied levels of understanding and significant room for enhancing agency understanding.

Those who gave their organisation a higher rating noted that this understanding was developed through:

- Having strong links with local and regional government, communities and stakeholders (ie being well networked)
- Knowing the range of iwi activity
- Undertaking non-regulatory programmes and activities of their own, eg integrated catchment management planning, funding and incentive programmes
- Knowing what works and how to get things done – successes increase understanding – and acceptance of the value of non-regulatory methods.

Those giving themselves lower ratings noted that:

- Their non-regulatory programmes were ad hoc and unintegrated across their organisations, with varying levels of understanding across their organisations
- Several respondents noted the tendency to be regulatory focused within local authorities, with some not yet fully understanding the benefits of non-regulatory activity in this area, or focusing on this as a work stream
- Non-regulatory projects are not always explicit about their contributions to the health of the Gulf.

Non-regulatory activities were noted as being core means for implementing council objectives and commitments within their LTCCP.

WORDS USED TO DESCRIBE EACH ORGANISATION’S APPROACH TO NON-REGULATORY ACTIVITY IN THE GULF

The survey asked respondents what two or three words describe the current approach of their iwi/agency to non-regulatory activity in the Gulf (positive and/or negative). These are listed below.

Positive	Negative
Innovative	Limited
Developing	Incidental
Collaborative	Reactive
Supportive (4)	Risk-averse
Interested	Hand-holding
Positive	Working alone
Effective within areas	Ad hoc (2)
Highly organised	Non-strategic
Responsive	Fragmented
Somewhat strategic	Splintered
	Non-specific

The responses indicate a variety of experiences and uneven practice across these agencies, alongside interest and good intentions which can struggle with a lack of strategic guidance and integrated approach. The impression given is pockets of success and development of good practice, interspersed with fragmented and ad hoc approaches. There is plenty of room indicated for clearer strategic intent and integration in regional and local approaches to non-regulatory activity in the Gulf.

RATING OF SUPPORT LEVELS

HGF agencies were asked to rate the level of support for non-regulatory activity currently provided by their iwi/organisation in the Hauraki Gulf and the reason for this rating. Responses were as follows.

1 lowest	2	3	4	5	6	7	8	9	10 highest
0	2	0	1	2	1	5	1	1	0

Seven out of 12 respondents gave a rating of 7 or higher, and six a rating of 6 or lower. This implies varied levels of support, with support clustered at “medium” levels.

A reason for one higher rating given was the number of non-regulatory programmes that have been successful and well supported by the council for a long period of time. Another respondent noted high support politically for non-regulatory action but that this is vulnerable to budget cuts and political cycles: “Non-regulatory action is often not seen as core business”.

One respondent noted that general awareness of non-regulatory activity may not be high, but that those directly involved or who become aware of the activity are generally very supportive. Positive media coverage internally and externally helps.

Reasons for lower ratings were:

- The struggle for their large organisation to interact with its community in a non-regulatory manner as well as staff would like it to do
- Support within the organisation for non-regulatory activity is patchy: “Wins are celebrated but non-regulatory activities are seen as non-core activities”
- With limited resources, one organisation’s strategy is to respond to requests to provide support and strengthen relationships (ie to be reactive)
- Lack of resources and staff prompting a focus on core geographical areas only
- Fewer resources available for discretionary work programmes in the recession.

KEY DRIVERS TO SUPPORT NON-REGULATORY ACTIVITY

When asked what key drivers for their iwi/organisation are to support non-regulatory activity in the Gulf, two key drivers emerged:

1. Statutory and regulatory roles

Being a landowner of public land was seen as a key driver, and one respondent noted that modelling good behaviour on public land is considered a means to improve environmental outcomes on private land. Meeting legislative obligations was a key driver, and “responding to customer requests for funding and support”.

One respondent noted the value of having a core role as Principal Advisor on Crown-Māori relationships and an aim to increase the voice of mana whenua groups in the policy process as a driver. Another respondent stated that working with covenant holders to ensure covenant areas are managed properly was a driver.

2. To achieve outcomes and further aspirations

Outcomes and aspirations sought through non-regulatory activity were diverse: enhancement of mana whenua; support for indigenous biodiversity and ecosystems; flood protection; soil conservation and erosion control; integrated catchment management and risk control; better land and water outcomes; environmental and community engagement outcomes and general council and community outcomes involving resident wellbeing; enhancement of the green network; better use of resources; reduction of waste; strong local economies; creation of a sustainable environment in an urban setting; ongoing reputation as a lifestyle city; improvement in water quality; and mitigation of the effects of intense urban development.

Non-regulatory activity was seen as an effective way to apply council funds to make a difference to the environment and achieve change on the ground: “It can have a more visible and direct impact than ongoing monitoring, policy or regulatory action”.

Being one of the few organisations sufficiently resourced to achieve outcomes was noted as a driver by one respondent.

MOTIVATION TO INCREASE SUPPORT

Respondents were asked what would motivate their iwi or agency to strengthen its support for non-regulatory activity in the Gulf. Responses reflected four main motivators: leadership and mandate, strategic co-ordination and networking opportunities, increased resourcing and proof of effectiveness.

Leadership and mandate

Five respondents stated that political and management (top-down) support would be a key motivator, including direction from the Hauraki Gulf Forum. This was considered to require increased awareness (political, staff and community) of the link between land-based activities, human actions and receiving environments. Public pressure would also strengthen support, along with a move away from a regulatory focus: “Regulatory and policy work is sometimes seen as a higher priority as it has a stronger legislative mandate”.

1. Strategic co-ordination and networking opportunities

A long-term framework for action which is monitored and reported upon would strengthen support: “a collective vision that each organisation can contribute to and know what they get out of it”.

A view of what others are doing and how this might be worked together for better outcomes, greater co-ordination across different programmes within and between organisations and further opportunities to work with other agencies would also enhance support.

2. Increased resourcing

Four respondents cited a need for greater funding and resources, including central government funding and an awareness that other partner organisations are making a proportionate contribution, reducing funding burdens on council.

3. Proof of effectiveness

Evidence-based proof of effectiveness of non-regulatory approaches was noted by two respondents.

BARRIERS TO INCREASING EFFECTIVE NON-REGULATORY ACTIVITY IN THE GULF

Barriers were noted as follows, in no order.

Table Eleven: Barriers

Barrier	Comment
Financial	Resources, long-term funding for long-term outcomes, reduced rate-take leading to focus on core activities and regulatory methods
Understanding and support for tangata whenua and agencies	Iwi and hapū are overstretched and agencies are often not equipped or able to deal appropriately with tangata whenua, in terms of resourcing and understanding of mātauranga and kaitiakitanga. One workshop participant noted that: “In general, iwi capacity to address Western science and environmental law is greatly superior to almost all public agency capacity for addressing kaitiakitanga”

Human	General lack of time, networks, support and knowledge of opportunities to get involved, lack of professional, high-quality volunteer development
Fragmentation	Lack of inter-agency collaboration and sharing of resources and expertise, fragmentation of agendas, approaches, objectives and timeframes, a need for region-wide co-ordination of stakeholders
Leadership and understanding	Lack of political will and support, government not prioritising the environment, lack of understanding of environmental processes, organisations believing that involving the public is too much hard work, lack of acceptance of the need for time to see results, vulnerability as a result of local government changes in Auckland
Bureaucracy	Slow council systems and processes
Measuring effectiveness	Strategic incoherence, funders not believing in the effectiveness of non-regulatory activities, lack of demonstrable progress (eg for education programmes), difficulties in measuring effects and demonstrating results (eg benefits of enhanced networks and social capacity), difficulties in changing human behaviour and effecting cultural change, measuring and describing social benefits

Bremer's research with regional council planners noted a lack of a collaboration culture as a further barrier, and also that relationships were more amicable between staff than they were at political levels (2009:14). Personal relationships between individuals were key factors affecting coordination and co-operation (ibid).

NON-REGULATORY ACTIVITY NEEDED IN THE GULF

Survey respondents were asked what types of non-regulatory activity *not* currently in evidence in the Gulf they would like to see happening. Responses here were diverse and specific to particular issues, as follows:

- Regulatory services to focus more on ensuring consent applicants get appropriate advice from other parts of the ARC
- More support for rural-based advice on land management and restoration
- More awareness of manawhenua cultural heritage in the Gulf, the significance of waahi tapu and recognition of cultural practices such as rāhui and what they mean, education on cultural issues and impacts of various activities, and iwi taking a united front. Cultural heritage marketing for the Gulf of manawhenua settlement and interests was also seen as an opportunity
- Greater stakeholder leadership in fisheries management
- Coastal and dune restoration
- Road run-off pollution mitigation
- Research and development on stormwater impact on the environment, eg heavy metals, urban design and its impacts on stormwater flow and quality and on how diversion of stormwater is affecting groundwater flows/aquifers
- Maintaining intact ecosystems and educating communities.

One respondent stated that most non-regulatory activities were below the radar and only known of at the local or community level. They considered that there was an opportunity for the HGF to put a focus on this by identifying the local-level activity that is already in place.

WHAT SHOULD THE FUTURE BE FOR NON-REGULATORY ACTIVITY IN THE GULF?

Finally, respondents were asked what they would like to see happen in terms of future support for non-regulatory activity in the Gulf. Responses, which reinforce and complement the approaches noted above, are as follows.

Leadership and vision

A clear vision and set of outcomes for the Hauraki Gulf was sought, underpinned by increased political support for non-regulatory approaches and public awareness of issues and solutions. Influencing the new Auckland Council was considered pivotal: for example, ensuring that the proposed Waiheke and Great Barrier local boards have sufficient powers and resources to be effective.

Bremer notes that “Leadership is driven in response to issues. Where there is political pressure surrounding an issue, people act in a leadership role to resolve that issue” (2009a: 28). There is also a need to distinguish between political and staff leadership, which may not always be going in the same direction (*ibid*). Thus, getting the health and protection of the coastal environment higher up the political and public agenda in Auckland is key to ensuring the long-term health of the Gulf environment.

Collaboration and integration

“We all want the same thing” (iwi representative).

Greater alignment and collaboration around common goals was a strong theme, including: strategic and operational integration; more resourcing of collaboration and working together on joint goals; better connections between regulatory and non-regulatory approaches; and increased partnerships around key issues and priorities.

Note that establishing Forum subcommittees to focus on particular tasks or projects was a recommendation of the 2004 evaluation of the HGF. A further recommendation was for the Forum to consider ways in which the community could more closely engage with its work, and ways in which the Forum could provide leadership outside of its own network. It noted that better engagement of the community “will build community awareness and endorsement and strengthen political support for the Forum” (Enfocus, 2005: ii). It also recommended holding an annual Gulf Summit where community groups, agencies and tangata whenua could come together to exchange ideas, and that the Forum should provide a clearing house of Gulf activities (*ibid*: 20).

Addressing root causes

Getting serious about contamination sources and addressing root causes of environmental degradation was desired to seriously make a difference. These root causes are diverse and some will require bold decision making as they are likely to be unpopular initially. Examples given were taking lead out of petrol and copper out of brake linings, and strengthening public transport and sustainable building practices. Addressing root causes will generally require regulation and is a key area in which regulatory and non-regulatory methods can work together (for example, an education campaign can be combined with new regulation).

Adequate resourcing and support of what works

Building of the financial and other resources required to support effective non-regulatory approaches was desired, including a commitment to long-term funding to achieve environmental outcomes.

Greater funding, resourcing and support was sought for iwi initiatives, and for community groups and organisations undertaking non-regulatory activity. Technical assistance and non-funding support for community efforts were perceived to be as valuable as funding. A greater emphasis on incentivising positive actions such as low-impact design was also suggested.

A research and monitoring programme, including research into what is effective at local, catchment and regional levels to guide resource allocation was sought.

Note that Bremer's 2009 research on regional councils nation-wide found that only the Auckland Regional Council had attempted to create a "coastal unit" that involved staff across all competencies (though this was later disestablished during restructuring). One other authority had created a "coastal focus group" to better co-ordinate coastal management within the council (2009a: 29). Most respondents in Bremer's research felt that the budget for coastal management was inadequate. He found that expertise in coastal management is diluted by separating staff according to competency (eg policy, consents, science, etc) and reshuffling staff in response to policy and political pressure (ibid).



Community based shellfish monitoring



Volunteers at Tawharanui Regional Park

PART FIVE: EVALUATING NON-REGULATORY ACTIVITY

“If we are to get serious about resource and environmental problems, as a nation and communities, we need to get serious about setting goals, devising concrete actions to achieve these goals, and then monitoring progress towards them.”

Professor Murray Patterson, Director, New Zealand Centre for Ecological Economics²⁹

Clear themes regarding non-regulatory approaches in the Gulf are that people are unclear how effective they are, what works in which situations and how they link to the bigger picture of Gulf activity. The only way to address this is to increase monitoring and evaluation of significant coastal non-regulatory initiatives within the broader Gulf environmental context. This section presents some of the issues involved in evaluating coastal non-regulatory approaches, and summarises some good evaluation and monitoring practice.

In its handbook for measuring progress and outcomes of integrated coastal and ocean management, the International Oceanographic Commission (2006) cites three key reasons to monitor and evaluate ICM initiatives:

1. Accountability – to justify political support and expenditure.
2. Adaptive management – to support management to adapt to the changing issues.
3. Sustainable development outcomes – to link ICM initiatives with real-world change and build on the scholarship of ICM.

Formal and robust evaluation of sustainable coastal development and ICM initiatives is often neglected, however, due to (Bremer 2009a, Feeney et al 2009, Olsen 2002):

- Their dynamic and complex settings
- The long-term nature of environmental change
- Difficulty in attributing cause and effect
- The political nature of evaluation
- Perceived costs involved
- Multiple external factors influencing outcomes
- Lack of agreed indicators, with relevance of indicators changing
- Lack of scientific and other baselines
- Issues that are difficult to quantify: for example, changed attitudes, ecosystem change, effects of partnership, behavioural change, increased awareness and greater co-ordination
- Often poor links between policy, interventions and science.

When resources are scarce, there can also be pressure to “do” rather than to monitor. This can all add up to the “too hard” factor in terms of evaluation and, as such, coastal managers can be accused of having vague or immeasurable objectives, restricting evaluation to the initiative itself or leaving it out altogether, and relying instead on anecdotal evidence (Olsen et al 1997).

For this research, HGF member tangata whenua and agencies were asked to name any formal evaluation of non-regulatory activity or projects in the Gulf that they knew of.

²⁹ *NZCEE News, Vol 3, November 2008*

Around half of the respondents were not aware of any formal evaluation activity associated with non-regulatory activities. For the remaining respondents, monitoring and evaluation tended to be linked with pilot projects, environmental monitoring, individual programme effectiveness monitoring and annual reporting on programmes and services. Wai Care was noted as a monitoring programme, along with customer satisfaction surveys. The only formal evaluation noted was that of Project Twin Streams and the Mahurangi Action Plan.

The last two State of the Environment reports developed via the HGF are clear that significant information gaps in the Gulf are hindering progress, and a review of monitoring frameworks in the Gulf is on the HGF work plan for 2010. This will ideally review the major existing monitoring programmes for the Gulf, identify what they measure and what they don't, including the monitoring responsibilities of the various agencies, identify gaps and funding issues and make recommendations for action, as recommended by Feeney et al in relation to integrated catchment plans (2009: 14).

Key principles in terms of evaluation are to keep it appropriate to the scale of initiative involved and focus on key issues and questions. A range of evaluation methods should be used, capturing quantitative and qualitative data based on clear and measurable outcomes, objectives and targets established at the project design stage. A collaborative approach to identifying outcomes and indicators is also desirable (Feeney et al 2009: 14). See also Trotman 2008b for a good practice guide to programme evaluation.³⁰

From the literature surveyed, good monitoring and evaluation practice for coastal and ICM initiatives involves holistic measurement, having a short, medium and long-term focus and developing the right indicators. These elements of good practice are briefly explored below.

HOLISTIC MEASUREMENT

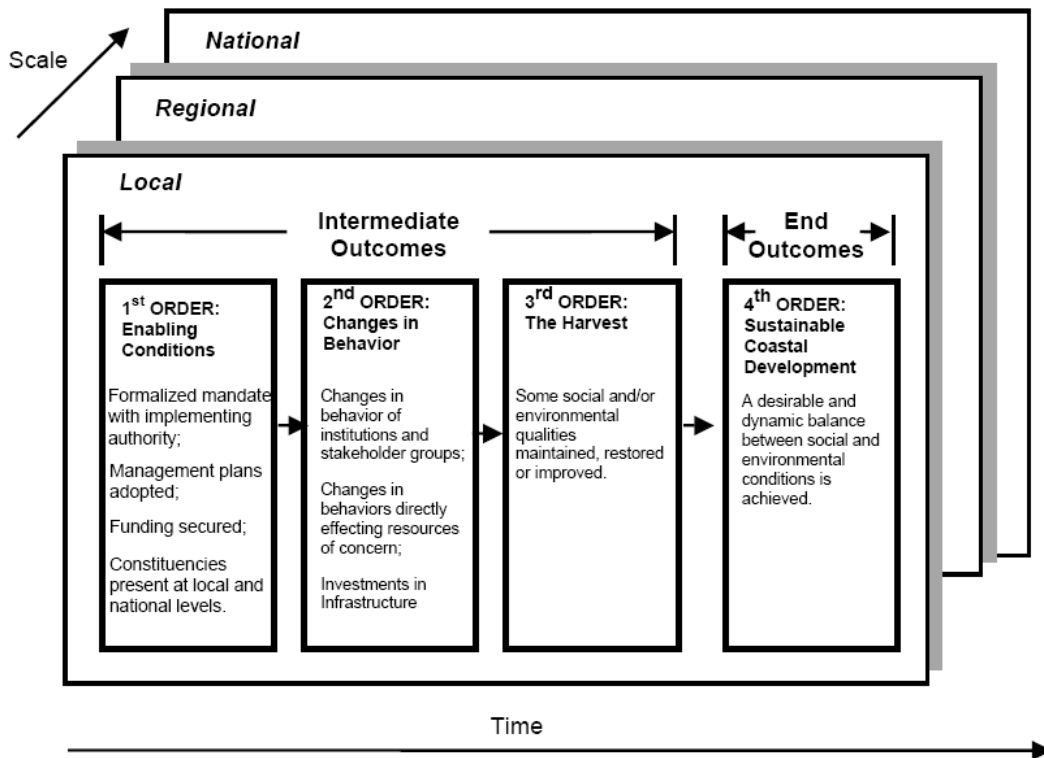
Much monitoring and evaluation focuses on measuring inputs and outputs, relating to what went in to an initiative (resources and activity) and what came out at a surface level (eg number of plants in the ground, people at an event, number of brochures distributed). More holistic measurement captures inputs and outputs but also processes (interactions, uptake, relationships, ways of working) and longer term outcomes (social, economic, environmental, cultural, spiritual).

Bremer's PhD research (currently in progress and unpublished) also emphasises the need to measure the impacts of an initiative on the institution/s and groups involved (ie has it affected participants and improved the capacity and understanding of involved groups and institutions?) and on the overall governance of ICM (ie has it improved the governance and management around an issue?).

SHORT, MEDIUM AND LONG-TERM FOCUS AT THE RIGHT SCALES

Coastal and marine ecosystems endure over time in a constant process of flux, cycles and change. For Olsen, processes and indicators to track progress in coastal initiatives must be designed to transcend the short lifespan of most projects and investment (2003: 348). His framework for doing so is the "orders of outcome" framework below, because evaluation efforts should take into account all of the orders, at the appropriate scale (local, regional, national and, potentially, international).

³⁰ Trotman, R, (March 2008b), *Promoting Good(ness): A guide to evaluating programmes and projects*, prepared for the Auckland Regional Council, see www.arc.govt.nz/albany/fms/main/Documents/Auckland/Volunteers/Promoting%20Goodness.Pdf



The Four Orders of Coastal Governance Outcomes (Olsen 2003)

The first order includes those things that are required to undertake the initiative or that underpin it, including a legislative and regulatory framework. The second involves changes in thinking, practice and action on the part of those who are the focus of the initiative, including the institutions involved and the environment in question (eg funding leveraged, changed perceptions in stakeholders and institutions, new or increased environmental protection or restoration occurring). The third involves wider tangible change to the social, economic and environmental systems involved (eg stronger sense of community, environmental enhancement, economic development opportunities). The fourth order is the pinnacle – genuine sustainable positive change (eg restored environments and sustainable, community-based conservation programmes). It can also act as a compass to ensure that activities are aimed at achieving fourth-order outcomes.

Traditional evaluation focuses on the first and third orders, and less on the second and fourth. As with all models, reality is more complex and the lines between the orders are blurry: sustainable development does not have an end point in a dynamic coastal system and society's goals are ever-shifting (Bremer 2009a). This is likely to be a useful framework, however, for coastal non-regulatory activities to consider.

APPROPRIATE INDICATORS

New Zealand's national coastal environment context is not steered by any established objectives, except the New Zealand Coastal Policy Statement (NZCPS) objectives which are in line for review and are broad, unquantified and thus difficult to measure. In recent times, various international attempts to develop generic indicators for evaluating coastal initiatives have been made, such as the Coastal Zone Health Index (Kumar et al 2007), the

Intergovernmental Oceanographic Commission (IOC) handbook 2006 and, in New Zealand, the Ministry for the Environment’s national marine indicators.³¹

Indicators need to be meaningful to those involved in an initiative, whether they be politicians, residents, agencies or interest groups. Also, the use of indicators to report progress depends on quality information-gathering and a reporting system that is used by decision-makers, both of which can be weaknesses in integrated initiatives (Walmsley & Arbour 2005: 9).

The 2008 Hauraki Gulf State of the Environment Report recommends developing an agreed set of Hauraki Gulf environmental indicators, which incorporate Māori environmental indicators already being discussed and long-term indicators to allow trend analysis. Once these indicators and the monitoring required have been agreed, systems to collect and collate relevant information on a regular basis should be put in place, linked to the monitoring programmes of the different management agencies.

In a similar vein, Landcare Research recommends basing environmental monitoring programmes on three types of indicators as follows:³²

Māori knowledge based	Community-scientific based	Scientific based
Based on Maori understanding and knowledge of particular environments, eg waahi tapu integrity, land uses impacting on cultural values, kaimoana harvesting	Requiring low levels of technical input and skill but scientifically robust, eg % catchment in introduced vegetation, water quality, planting undertaken	Requiring higher levels of technical input, robust sampling strategies, analysis and interpretation, eg bacteria counts, hydrology, botanical mapping

Indicators are also needed at local, regional and national levels, with local indicators in particular developed with the input of local communities and local knowledge. In the Gulf, Gulf-wide indicators need to link to local indicators, with processes in place to capture local data.

³¹ See www.mfe.govt.nz/environmental-reporting/oceans

³² See www.landcareresearch.co.nz/sustainability/sustainability_details.asp?Sustainability_ID=7



Stream side planting in catchments of the Waitemata



The Department of Conservation works in partnership with many island trusts



Island trusts are the focus for significant volunteer efforts

PART SIX: KEY MESSAGES

Demands for evidence-based practice, combined with a current focus on rules, an intensely political Gulf environment and public scrutiny of spending, can lead to an over-reliance on regulatory approaches and a reluctance to invest in harder-to-measure, less-tangible non-regulatory approaches. The irony is that international best practice in coastal governance and management is increasingly recommending non-regulatory approaches, alongside a strong statutory and regulatory framework.

The uptake of non-regulatory approaches at government level is hindered by a lack of:

- Clear description
- Understanding
- Evidence of effectiveness
- Promotion
- Ongoing commitment and support.

This can inhibit managers, funders and decision-makers from actively promoting them and makes for an ongoing uphill battle for communities, tangata whenua, staff within local, regional and central government, and non-government organisations to gain sustainable resourcing for their work.

People are looking for stronger mandate and leadership around non-regulatory approaches. To help build this and the resource base, two things are required:

1. Better promotion and communication of the nature, effectiveness and successes of these approaches, preferably through direct experiential and visual methods such as taking decision makers to view initiatives, presenting images of them, meeting the inspiring people involved and supporting them to represent the initiative. Successes could also be profiled at an annual Gulf Summit (see below).
2. A far greater focus on proper evaluation and monitoring of non-regulatory approaches, including resourcing the evaluation of community and mātauranga Māori approaches. Over time, this will address the “proof of effectiveness” issue.

At the same time, there is enough evidence in theory and practice to support ongoing and significant investment in non-regulatory activity, but this evidence needs to be systematically gathered and well publicised.

The table below summarises the current issues and barriers inhibiting the contribution of non-regulatory approaches to enhancing the Gulf environment. Potential responses to each issue or barrier are also provided, based on the findings of this report.

The Hauraki Gulf Forum and its partners are invited to discuss where responsibility for these responses lies and how best to action those that are considered to be worthwhile.

Table Twelve: Issues and potential responses

Issue or barrier	Potential responses
<p>1. Greater focus needed on the environmental health of the Gulf and its importance to the region's ongoing prosperity</p>	<ul style="list-style-type: none"> ▪ Ongoing campaign to raise awareness of politicians and decision-makers of Gulf issues and the need to act (ie to move the Gulf higher up the public and political agenda) ▪ Signage in the Gulf promoting its national park status ▪ A Hauraki Gulf website ▪ Advocate to central government for strong national strategic direction and resourcing for the Gulf ▪ Build leadership around strategic Gulf priorities ▪ Advocate for well-resourced, experienced, interdisciplinary teams in the new Auckland Council and in Waikato which focus on the Gulf ▪ Identify opportunities to bring Gulf stakeholders together to build networks and goodwill: for example, an intersectoral annual Gulf Summit to explore non-regulatory opportunities and profile success stories ▪ Public awareness and social marketing campaigns ▪ Environmental education programmes focused on the Gulf (with a strong emphasis on children)
<p>2. Fragmented approaches</p>	<ul style="list-style-type: none"> ▪ Set region- wide, measurable strategic priorities and monitor progress ▪ Seek commitment from central government ministries and managers to work with local managers to develop strategic direction for the Gulf ▪ Seek stronger central government focus, resources and support for the Gulf as "a national park" ▪ Continue to support inter-agency and issue-based collaboration and value the skills needed for this – facilitation, mediation, brokering, people skills ▪ Use spatial planning to identify the right goals and indicators at regional, subregional and local levels
<p>3. Insufficient integration of mātauranga Māori and kaitiakitanga into environmental management</p>	<ul style="list-style-type: none"> ▪ Facilitate improved resourcing for iwi and hapū capacity for environmental management responses ▪ Make development of understanding of mātauranga Māori and kaitiakitanga a priority for staff development in public agencies ▪ Support development of non-regulatory activities based on mātauranga Māori and kaitiakitanga, which are implemented in partnership with community and public agencies ▪ Develop best practice for Treaty partnership programmes based on evaluation of these programmes
<p>4. Poor understanding of non-regulatory activities</p>	<ul style="list-style-type: none"> ▪ Develop clear, concise information on regulatory and non-regulatory approaches to enhancing the Gulf, and how the two interrelate in different contexts (links to 1, 2, 4 and 5) ▪ Work with communities and tangata whenua to identify non-regulatory activities happening in the Gulf now and their effectiveness (and what merits better monitoring and evaluation)

<p>5. Unclear mandate for non-regulatory approaches</p>	<ul style="list-style-type: none"> ▪ Advocacy for a clearer mandate in relevant national policy and legislative reviews ▪ Stronger focus on non-regulatory methods in District Plans, Regional Plans, non-statutory plans, policies and LTCCPs
<p>6. Greater clarity needed on effectiveness of non-regulatory activities</p>	<ul style="list-style-type: none"> ▪ Invest in robust monitoring and evaluation of significant non-regulatory activities to gauge effectiveness and benefits ▪ Provide funding and support for evaluation of tangata whenua and community-based initiatives ▪ Facilitate the development of a research agenda focused on filling key knowledge gaps and identifying what best supports environmental outcomes ▪ Invest in improving Gulf-wide environmental monitoring as recommended by the HGF State of Environment Reports ▪ Share the results of the above widely
<p>7. Build financial resources and support available for those working to enhance the Gulf environment</p>	<ul style="list-style-type: none"> ▪ Review current funding and support levels across the region applied to the Gulf and opportunities to increase these ▪ Review instruments available to build revenue for the Gulf ▪ Encourage and support financial sustainability among groups working in the Gulf
<p>8. Build human resource and networks for the Gulf</p>	<ul style="list-style-type: none"> ▪ Focus on building iwi, hapū and community capacity in the Gulf ▪ Facilitate the development of a regional Gulf Environmental Leadership Fund, that can “flush out” and support those remarkable individuals across sectors who are driving significant innovation and change in the Gulf. This would fund what these people need most in each circumstance (eg environmental monitoring, iwi input, training, specialist advice) ▪ Create an enabling environment for non-regulatory activity through funding and community support
<p>9. Short-term focus</p>	<ul style="list-style-type: none"> ▪ Take a programmed approach to key issues: for example use incentives and education programmes to give people time to act and make changes before putting in new regulation (for example, regarding fencing of streams) ▪ Develop five and ten-year funding, partnership and support programmes for tangata whenua and community-based initiatives, with appropriate accountabilities in place. This is possible via LTCCP processes in particular



Acting now for future generations

CONCLUSION

This year of transition to the new Auckland Council presents a unique opportunity to build the resource base and capacity to make a real difference in the Gulf now and in the future. In the flurry of pressures and clamour of issues seeking attention in Auckland, HGF member agencies are well placed during this phase to guide the governance of the Gulf to a more hopeful, more sustainable future.

In answer to the question “What makes for effective non-regulatory approaches to enhance coastal environments?”, the response is simply — people. This is what is meant by the reference to “charisma” in the title of this report. Charisma refers to the magnetism, passion, skilled leadership and persuasive power that is needed to turn around today’s environmental realities in the Gulf.

Both regulatory and non-regulatory approaches are needed on this journey.



Non-regulatory activity is about agencies and communities working together

APPENDIX ONE: INTERVIEWEES AND WORKSHOP PARTICIPANTS

The table below lists the people interviewed or involved in informal discussions as part of this research.

Name	Role
Raewyn Peart	External Advisor for this research, Senior Policy Analyst, Environmental Defence Society
Will Allen	Consultant, formerly Landcare Research
Bill Brownell	Muddy Feet Project, Kaiaua
Larn Wilkinson	Senior Policy Analyst, Hauraki Māori Trust Board, Hauraki Gulf Forum Technical Officers Group
Keir Volkerling	Consultant, Hauraki Gulf Forum Technical Officers Group
Matthew Davis	Auckland Regional Council
David Kettle	Sustainable Water Services, D&B Kettle Consulting Ltd
Scott Bremer	PhD candidate, New Zealand Centre for Ecological Economics, Massey University
Stormwater Team	Auckland Regional Council
Land and Water Team	Auckland Regional Council

The following people attended a 17 February 2010 workshop on a draft of the report.

Name	Organisation
Keir Volkerling	Hauraki Gulf Forum Technical Officers Group
Dominic McCarthy	Auckland Regional Council
Mike Baker	Hauraki Gulf Forum Technical Officers Group
Jo Campbell	North Shore City Council
Kelly Taylor	Waitakere City Council
Tim Higham	Hauraki Gulf Forum Project Manager
Alina Wimmer	Waitakere City Council
Tracey Smith	Waitakere City Council
Sue Barker	Department of Conservation
Rebecca Fuller	Te Puni Kokiri
Raewyn Peart	Environmental Defence Society

APPENDIX TWO: PRINCIPLES OF INTEGRATED COASTAL MANAGEMENT (Stojanovic et al 2004)

Comprehensive: define coastal systems in terms of their ecological interconnections, including the links between catchments and coasts. Ecosystem management in accordance with an holistic view of the causes and effects of issues

Participation: opportunity for co-governance – stakeholders jointly involved in developing and implementing ICM

Co-operation: a process through which coastal agencies foster co-ordination and integration – intersectoral and intergovernmental

Contingency: recognise the need to tailor ICM initiatives to account for local diversity

Precautionary: proceeding in a risk-adverse manner when full knowledge is not available

Long-term: management according to time-scales pertinent to ecosystem processes

Strategic: practical outcomes are realised for prioritised issues

Incremental: focus on ICM as a long-term endeavour that progresses iteratively (through an interactive process)

Adaptability: decision-making that proceeds with caution and is able to change readily when faced with undesired outcomes

APPENDIX THREE: SURVEY RESPONDENTS' LIST OF EFFECTIVE NON-REGULATORY INITIATIVES IN THE GULF

This is provided as an Appendix as it is in some senses a random list which could be categorised in a variety of ways. It does, however, indicate some of the range of non-regulatory activity occurring in the Gulf.

Category	Examples
Civil society and community-based approaches	Muddy Feet Project Weed-free Waiheke Friends of McKenzie Reserve Great Barrier Arts and Heritage Trust Friends of Mahurangi advocacy and restoration programmes Rangitoto Bach Restoration Trust Ecomatters Trust
Capacity-building/community engagement and collaboration	Waiheke Parks Forum (council staff and officers) ARC working with rangatahi at Orakei Marae on marine monitoring at Okahu Bay North Shore City Council stream restoration programme Local Action Plan for Biodiversity Provision of funding to encourage community action Support for community action Tamaki Estuary Pollution Steering Group Establishing Waiheke Weedbusters Regional Intersectoral Fora (two related to the Hauraki Gulf)
Land and water programmes	Mahurangi Action Plan Stream restoration programme North Shore Council Catchment management programme Waihou Valley Scheme Piako River Scheme Oyster shell removal
Environmental protection and restoration	Great Barrier walk development Project Twin Streams Green Network Scheme Clean Streams Waitakere Cleaner Production Programme (working with business) Beach replenishment Animal pest control programmes on the Thames Coast Coromandel Peninsula Project Measures to reduce by-catch of protected species Coast Watch Auckland City Council beach replenishment Project CARE Private property stream enhancement pilots (NSCC) Island restoration: Tiritiri Matangi, Motutapu, Motuihe
Education and awareness-raising	Miranda Shorebird Centre Enviroschools Pollution prevention education Starting the Great Barrier Walk Extending the walk, cycle and bridle network on Waiheke Island Walkway construction
Iwi approaches/support	Various rāhui

	<p>Identifying best practice in iwi resource management</p> <p>Funding of Kai-ta-taki-a-rohe positions at Te Hana Community Development Charitable Trust and Motairehe Marae</p> <p>Coastal Cultural Health Index, with monitoring done by kaitiaki – MfE and Ngātiwai. This project is intended to run alongside a scientific coastal monitoring programme funded by Northland District Health Board to compare the two approaches and look at the potential for their integration in future³³</p>
Economic instruments	<p>Hauraki Gulf Charitable Trust</p> <p>Natural Heritage Fund</p> <p>Environmental Education Fund</p> <p>Coastal Enhancement Fund</p> <p>Environmental Initiatives Fund</p>
Research and monitoring	<p>University research and monitoring</p> <p>Wai Care</p> <p>Annual surveys of historic heiritage</p> <p>Community-based shellfish monitoring</p> <p>Stormwater related research and funding</p>

³³ www.mfe.govt.nz/environmental-reporting/about/partnerships/forum-2009-10-20/chetham.pdf



Chinese community group involvement in coastal clean up



People create the future

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