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**PUBLIC PARTICIPATION IN
MANAGEMENT PLANNING**

**An investigation of participants'
views and experiences**

By

Bev James

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ABSTRACT

In October 1989, all the individuals and organisations who had made submissions to the reviews of the Tararua and Tongariro management plans were approached in a survey of their attitudes towards this experience in public participation. Over half of the participants returned questionnaires; some were later interviewed, as were some Department of Conservation staff. Participants were generally satisfied with the consultation opportunities provided, but than half felt there should be more, particularly small informal meetings. There was considerable comment on the lack of feedback from the Department. Both participants and Department staff felt that increased informal contact would be of value, although staff expressed concern about the effect of this on staff workloads. A serious defect was the almost total lack of Maori participation, both on the iwi and the individual level. The paper examines various ways of enhancing public participation in the management process; specific recommendations are made.

1. INTRODUCTION

1.1 Public Participation and the Department of Conservation

The direct involvement of members of the community in public-sector decision making has been growing in western societies since the 1960s. It has been supported by the public and by government alike, although for differing reasons. From the perspective of the public, involvement in decision-making is seen as a way of obtaining a better quality of services, and ensuring that those services are more equitably shared within the community. For public decision-making bodies, consultation with the community appeals because it helps gain public acceptance of policies and consequently reduces the potential for conflict.

In New Zealand the issue of public participation has become increasingly prominent in debates on a wide range of social and environmental issues. In recent years the Royal Commission on Social Policy and the reform of Resource Management laws have paid particular attention to the opportunities for members of the public to have a say.

Why, how and when the public should be involved in decision-making is an important issue for the Department of Conservation for four main reasons:

- The Department is responsible for a substantial proportion of New Zealand's natural and historic resources in the public estate. How these are administered and cared for vitally affect the well-being of the public in both work and play.
- The Department has a mandate to advocate the conservation of all natural and historic resources. To effectively do so, it must promote community awareness and understanding of conservation. Public participation may be used for conservation education.
- The Department has a responsibility to give effect to the Treaty of Waitangi in its policies and operations. Consequently, it must specifically include the interests of iwi in the management of natural and historic resources. Iwi stand out in this study as the group whose interests appear to be least expressed in management planning at present.
- The Department is required by statute to prepare management plans for land and some water areas it administers. Procedures outlined in the statutes include public notification of intent to prepare, amend or review plans and let the public to make submissions on plans.

The definition of public participation used in this study is a broad one:

... public participation is any action taken by an interested public (individual or group) to influence a decision, plan or policy beyond that of voting in elections (Smith 1984: 253-254).

This definition involves three basic assumptions:

- Members of the public are involved in decision-making that is normally carried out by government departments or agencies.
- Non-elected and non-appointed people are involved in public decision-making.
- This type of decision-making is more time consuming and complex than the simple act of voting.

1.2 Outline of the Study and Research Methods

This study of public participation in the Department of Conservation focuses on the recent reviews of two management plans. The review of Tararua Forest Park management plan began in 1987, and Tongariro National Park in 1986 (see Appendix 1 for a map showing the location of each park). These two reviews were chosen because they had both been important exercises for the Department. The Tararua management plan was the first one to be reviewed under the Conservation Act. The Tongariro review centred on a major national park and drew a large number of submissions from throughout New Zealand.

The reviews had some contrasting features. The Tongariro review concerned a national park, of interest to a range of groups including concessionaires, and both summer and winter recreationists. The Tararua review focused on a forest park which draws visitors mainly from

regional communities. It has a narrower, although nonetheless significant, recreational basis (hunting and tramping) and very little business interest.

As part of each review, members of the public were invited to make submissions to a preliminary discussion paper, and some months later to a draft plan. The Tongariro management plan review also gave people the opportunity to present an oral submission to the Tongariro-Taupo National Parks and Reserves Board.

The impetus for the study arose from a major review of the Department's management planning responsibilities in 1989. The Report of the Task Group on Management Planning (1989) identified the following public participation issues.

- Consultation for management planning in accordance with the principles of the Treaty of Waitangi,
- The need to take account of public opinion and incorporate it into plans.
- Development of public consultation and participation procedures.
- Identification of the most effective ways of ensuring public participation within resource constraints.

Consequently, the purpose of this research is to provide information that the Department may use in developing more effective public participation procedures.

The study focuses on the views of members of the public; what they wanted from participating and how effective they thought the exercise was. People who made submissions to either or both of the two management plans were contacted. Firstly, a survey questionnaire was mailed to every participant. Then, interviews were conducted with a small number of participants in Auckland, the Tongariro/Taupo area, Palmerston North, Wairarapa and Wellington. (A brief description of the research is provided in Appendix 2.)

Although it was two to three years since people had made their submission, strong interest was shown in progress on the management plans and in opportunities for public involvement. For many, participating in the questionnaire or interview represented another chance to have their say about the plans.

Additional information was gained through discussions with staff involved in management planning.

1.3 A Description of the Research Participants

1.3.1 Who Participated?

The names and addresses of all individuals and organisations who made submissions to the review of management plans for Tararua Forest Park and Tongariro National Park were obtained from Department of Conservation records. This totalled 421 people, 82 who made submissions to the Tararua management plan, and 339 who made submissions to the Tongariro management plan. These people were surveyed in October 1989 about their experiences and views of

management planning. Overall, 207 people replied to the questionnaire (see Table 1). They consisted of 73 who had made submissions on behalf of organisations, such as outdoor recreational clubs, conservation organisations, businesses, or central, regional and local government, and 134 people who made individual submissions. Fifty seven of those responding made submissions to the Tararua management plan review, and 150 to the Tongariro management plan review.

Table 1 Management Plan by Type of Submission

Management Plan	Individual	Organisation	Total
Tararua	30 (15%)	27 (13%)	57 (28%)
Tongariro	104 (50%)	46 (22%)	150 (72%)
Total	134 (65%)	73 (35%)	207 (100%)

The response rate for the survey was 53%. This is a satisfactory response rate and reliably indicates that the views and experiences of the survey participants reflect those of the submission-makers as a whole.

Those interviewed about their views and experiences of management planning were selected from the survey participants to gain adequate representation of organisational and individual submission-makers, male and female, and a geographical spread. In all, 27 people were interviewed.

1.3.2 Demographic and Social Characteristics

As a group, the survey participants are not representative of the New Zealand population as a whole. Three-quarters are male, whereas 49% of the total population are male. Around three-quarters of the participants are 30 to 60 years of age, and almost one-fifth are over 60. In contrast, around 35% of the total population is aged between 30 and 60, and 15% are over 60. One Maori and one Pacific Islander responded to the survey. One Maori organisation made a submission to the Tongariro management plan review. No Maori organisation was involved in the Tararua review. These ethnic groups are particularly underrepresented. Nationwide, 10% of the population is Maori, and 3% is Pacific Island Polynesian.

Most survey participants are well educated and in the upper income groups. They tend to have a professional, managerial or trade background, or they are self-employed. In the total population, 48% have no formal educational qualifications, and only 15% of the labour force are in professional/technical occupations.

1.3.3 Organisational Affiliations

Survey participants are joiners of conservation groups or outdoor recreational organisations. Ninety-one percent of individual participants are members of a group or club with interests in

protected areas, i.e. outdoor recreational or conservation groups. Altogether, they reported membership of 67 organisations. The organisation most mentioned was the Royal Forest and Bird Protection Society, to which over one third of the individual respondents belong to. The second most popular organisation was Ruapehu Ski Club, to which over one quarter of individual respondents belong to. The following organisations were also mentioned by a number of participants: Maruia Society, Tararua Tramping Club and Hutt Valley Tramping Club.

The main types of organisations represented in the survey are:

- outdoor recreational groups (53% of all organisations),
- business (14%)
- conservation groups (12%).

A small number of local/regional authorities, central government agencies, one quango, one school and the National Council of Women also replied. Local/regional authorities were second to outdoor recreational groups among the Tararua organisations. In contrast, businesses were better represented among the Tongariro respondents, reflecting the interest of concessionaires in Tongariro National Park through the skiing industry in particular. The mix of organisations who replied to the questionnaire is very similar to the mix of organisations who made submissions to the two reviews (see Appendix 2).

The groups represented are similar to those contacted by departmental staff in publicising the management plan review. Staff involved in the Tararua review mostly made contact with outdoor recreational groups such as trampers and hunters, but also conservation groups, local and regional government and schools who were known to use the forest park.

Staff working on the Tongariro review had discussions with ski clubs and concessionaires. Ngati Tuwharetoa was also informed about the review. In addition, staff talked about the plan with members of the public attending the park's summer holiday programme.

1.3.4 Experience of Making Submissions

Around half of the individual respondents had made submissions about a protected area before to being involved in the management planning reviews focused on in this study. Fifty percent of Tararua individuals and 43% of Tongariro individuals had made submissions before, compared with two-thirds of the organisations (both for Tararua and Tongariro plans).

2. EXPERIENCES AND VIEWS OF THE CONSULTATION PROCESS

2.1 The Importance of Making a Submission

2.1.1 Survey Participants

Survey participants gave four main reasons for making a submission. The most common reason, mentioned by almost all respondents, was to promote their interests as park visitors and users. This reason was emphasised by both those who made submissions on behalf of an organisation, and by individuals.

Concern about specific policies or issues was also a popular reason. Participants mentioned a wide range of issues, including skiing facilities, recreational hunting, weed control, protection of wildlife, recreational facilities, tourism, concessionaires and development.

For the Tongariro review, policies were most often mentioned, reflecting the large proportion of skiers who had made submissions. Prominent issues mentioned in Tararua were recreational ones, especially the maintenance and retention of tramping huts.

Many people replied that they also made submissions because they wanted to support conservation. Tongariro participants noted the national importance of the park, especially the symbolism associated with it for both Maori and Pakeha. Some specifically referred to the park as a 'taonga'. Twenty one percent of Tararua respondents said they were concerned about protecting the natural environment.

The fourth most important reason was to exercise one's democratic rights to 'have a say'. This was especially mentioned by individuals in the survey and many said this was the most important reason for making a submission:

If you haven't got the public's support, then it's a waste of time.
(Regional Authority Staff).

The public are the users, we should have more say. If the government wants user pays, we want user says.
(Member of Deerstalkers Club).

DOC is the manager, the caretaker for the public. It needs to take a balanced, national perspective. It needs to know what the public needs are. The public say is going to give balance - it's vitally important.
(Member of 'Other' organisation).

The land and resources belong to the public of New Zealand. Some sectors have strong interests in the way it manages these. There will be conflicts and there has to be a way of resolving that. It's an absolute must to involve the public. They are a cheap source of experience and intellectual input. A good percentage of the Department would not be active recreational users. They're probably not in a good position to make decisions without guidance. Public participation in management is crucial. We have quangos and that's good. But it needs to be broader.
(Member of tramping club).

Relatively few participants said that they felt it was important to make submissions to offer departmental staff their own expertise, or to safeguard community interests, although the latter reason was particularly given by local and regional authorities with responsibilities for areas surrounding the parks.

2.1.2 Department of Conservation Staff Views

Staff involved in management planning were asked why they thought it was important to consult with the public. The most common response was to seek the public's views on both existing and proposed policies. Some staff were also interested in suggestions from the public on directions and priorities. This fits well with the participants' aims.

The most important purpose [of public conservation] is to clarify what is the public's views on important matters. We might have perceptions on what their viewpoint is, but this is a chance to directly seek it.

The prime purpose is to identify important issues that the public see, and to spend time on those.

[Consultation] is to make sure that what you're doing meets the public expectation of using the area and the facilities ... it's to get the feel of what the public thinks about policies.

DOC hasn't got all the ideas ... the public can identify issues that the Department has overlooked

Like the participants who were concerned with the exercise of democratic rights, several staff also wanted to encourage public involvement:

What's important is how you consult. I think DOC can improve on how it's been done in the past. Sure, the statutory requirements were carried out, but we were receptive to receiving public comment in a variety of forums.

Through public participation you have developed a contract with the public. It's a legally binding document.

The other reasons focused on the benefits to the Department. These were, first, to enhance public acceptance of the plan:

It's also to build up public support for the plan - it's important that a substantial community base understands and supports it.

You have an indication of the public viewpoint and acceptance of policies. It highlights difficulties and gives the chance to explore them in greater depth. The public will accept the plan if they feel they've had the opportunity to have their say.

Staff also saw consultation as an opportunity to inform the public of the Department's intentions:

It's to guide the managers and for the public to see how the park is to be managed

Some staff considered it an opportunity for educating the public.

For DOC, conservation is the main aim. It was rewarding to see that many submissions had this slant. We learn what the public wants in the park and also DOC is educating the public.

I see public participation and the end document as being about the protection of the estate.

2.1.3 Comparison of Participants' and Staff Views

Both parties seek wide representation of the community in management planning. Both also wish to give and receive information through public participation.

However, the public's aim of influencing the decision-makers and the decision-making agency's interest in enhancing public acceptance of planning decisions are less compatible. Both parties wish to exert control over decision-making. The decision-making agency not only wants to persuade the public to agree to the plans and thus achieve its corporate objectives but also seeks to use public participation to enhance its image and credibility in the community. These are not important goals for individuals or interest groups. While some may support the agency's objectives, others will be opposed and seek to change the plans through public participation.

2.2 How Many Submissions Were Made and Why

In both the Tararua and Tongariro reviews, members of the public were invited to submissions to a discussion paper first and then, some months later, to a draft management plan. In the

Tongariro review people also had the opportunity to make an oral submission to the Tongariro-Taupo National Park and Reserve Board.

Thirty seven percent of Tararua participants and 21% of Tongariro participants made submissions to the respective reviews. This meant making submissions to both the discussion paper and draft plan, or, in the case of the Tongariro plan, it may have meant making a written and oral response. A further 8% made three responses to the Tongariro plan (see Table 2).

Table 2 Number of submissions made to each management plan (%)

Number of Submissions	Tararua			Tongariro		
	Individ.	Org.	Total	Individ.	Org.	Total
1	67	59	63	81	48	71
2	33	41	37	14	35	21
3	-	-	-	5	17	8

In both reviews, those making submissions on behalf of organisations (who were the smaller proportion) were more likely than individual submission-makers to make multiple submissions.

2.2.1 Reasons for Making One Submission

Participants were asked why they made the number of submissions that they did. Similar reasons were expressed for both management plans.

The most common reason people gave for making only one submission was that they were unaware of other opportunities for submission-making. That is, if they had made a submission to the discussion paper, they were not aware of the later draft plan; or, if they had made a submission to the draft plan they had not known about the discussion paper.

The next most common reason given was that individual or organisational circumstances prevented further involvement. Lack of time and being out of the country were reasons frequently mentioned by individuals. Those making submissions on behalf of organisations mentioned that suitable people were not available at the time to write the submission. Several Tongariro submission-makers who had made one written submission stated that they did not make an oral submission because of a lack of time and/or money.

A group of participants thought it should not be necessary to make more than one submission. 'One should carry enough weight' and 'I expect my comments to be taken into account the first time' expressed this view well.

A certain amount of frustration and cynicism was evident in a few who thought that their submissions had not been heeded. They were sure that another submission would have no effect:

Perhaps [I'm] getting rather cynical in that some responses to the discussion paper, e.g. on mining were ignored. Does the Department really act on submissions?
(Individual, Upper Hutt).

Had no faith in any skiers' submissions being given a fair hearing, so saved my breath.
(Individual, Auckland).

In contrast, others were satisfied with making only one submission. Several people who had made a submission to the discussion paper said that points they raised were addressed by the draft plan, and consequently it was not necessary to be further involved.

Some participants said that they had other opportunities for comment and therefore it was not so important for them to make more than one submission. These avenues included outdoor recreational club submissions (for individuals), the park advisory committee or board and, mentioned by Tararua people, public meetings.

A few gave other reasons for making only one submission. These included: the cost of the draft management plan was too high (one person), and a preference for only responding to the official draft plan (three people).

2.2.2 Reasons for Making More Than One Submission

Most participants said that they did so to take advantage of all opportunities to express their views.

A second group stated that the discussion paper, draft plan and oral presentation (in the case of Tongariro) provided an opportunity for different types of response. At the discussion paper stage, when the plan was not fixed, participants felt that their ideas would have more chance of being taken up by the Department's planners. Submissions to the draft plan were more focused. Finally, the oral presentation provided an opportunity for points to be emphasised:

The Discussion Paper allows us to raise ideas for consideration by planners. The Draft management plan is primarily about implementing ideas - it specifies actions.
(Member of tramping club)

In a written submission it is difficult to convey all ideas accurately. I always attempt to go to oral submissions to back up, add to and answer questions based on the written submission.
(Individual, Wellington)

Some people said that they had made more than one submission because they were concerned that their initial suggestions were not considered in the draft plan. They saw a second submission as another chance for influencing the planners.

2.3 How Participants Found Out that They Were Able to Make a Submission

Just over half the participants were informed about the review through more than one channel (Table 3). This was similar for individuals and for those who made submissions on behalf of an organisation.

The most common way of finding out was through a group or a club (mentioned by 51%). This is understandable, as 91% of those who made individual submissions belong to an outdoor recreational group or conservation organisation. Furthermore, 67% of respondents who made a

submission on behalf of an organisation made them on behalf of a conservation or outdoor recreational group.

The second most popular way was through the newspaper (40%). Participants saw the advertisement of the management plan review in the Public Notices column, or newspaper articles about the review.

Thirty-nine percent of respondents found out through the Department of Conservation. This was particularly so for those making submissions to the Tararua Forest Park management plan.

Friends, acquaintances or colleagues informed 16% of the participants about the review.

The least used ways were through the Park Advisory Committee or Board, public library and radio.

The majority of participants who were interviewed said that they had no problems in learning about the review. However, one person said that it was difficult to get hold of the draft plan, and another suggested ways in which the plan could be more widely notified:

I would like to see the draft plan put in a sports store -where sportsmen go. They wouldn't set foot in a library.
(Hunter, Masterton)

Table 4 shows that individuals were more likely than organisations to hear from a group or club, and friends, acquaintances or colleagues. Although the newspaper was also a common source of information for individuals, they were much less likely than organisations to find out about the review through this channel. Organisations were likely to rely on the Department of Conservation for information while the Department was less used by individuals. Also of some importance for organisations was information gained from other clubs or groups, such as Federated Mountain Clubs.

2.4 Sources of Information Used in Compiling Submissions on the Discussion Paper

Seventy-seven percent of those who replied to the Tararua questionnaire made submissions to the Tararua plan's discussion paper, and 55% of those who replied to that questionnaire made submissions to that discussion paper (see Table 5).

They used a variety of sources to compile their submissions (45% used more than one. Organisational respondents were more likely than individuals to use several sources of information. There were no major differences in the sources of information used by individuals compared to those used by organisational submission-makers.

For both plans, participants said that the most important source was their own (or organisation members') experience or knowledge of the park under review (by 82% of Tararua respondents and 89% of Tongariro respondents). The next most important sources of information were the discussion paper itself (70% and 65%) and then contact with DOC staff.

Table 3 How people found out about each management plan (%)¹

Means	Tararua	Tongariro	Total
Group/Club	31	59	51
Newspaper	56	35	40
DOC	56	33	39
Friends/acquaintances/colleagues	9	19	16
‘Word of mouth’ (Other persons not specified above)	3	3	5
Radio	3	2	3
Family	-	4	3
Park Advisory Committee or Board	2	-	1
Library	2	-	1
Not answered	-	11	8

¹Percentages do not add up to 100% because of multiple responses

Table 4 How individuals and organisations found out about the management plan reviews (%)

Means	Individual	Organisation
Group/Club	44	17
Newspaper	19	29
DOC	14	35
Friends/acquaintances/colleagues	15	-
‘Word of mouth’ (Other persons not specified above)	1	7
Radio	2	1
Family	3	-
Park Advisory Committee or Board	1	-
Library	1	-
Not answered	-	11

¹Percentages do not add up to 100% because of multiple responses

Table 5 Sources of information used in preparing discussion paper submissions (%)¹

Source	Tararua	Tongariro
Personal experience or knowledge of the park under review	82	89
Discussion Paper	70	66
Contact with DOC staff (excluding public meeting)	48	29
Public Meeting	36	5
Newspaper	11	17
Scientific literature/other management plans	14	1
Own club	7	9
Through other groups/experts	2	5
General experience of protected areas (excluding park under review)	-	6
Radio	-	1
Television	-	1
Discussion with friends/acquaintances (not fellow club members)	-	1

¹Percentages do not add up to 100% because of multiple responses

A greater percentage of respondents who made a submission to the Tararua plan (48%) had contact with DOC than those who made a submission to the Tongariro plan (29%). This no doubt reflects the wide geographical spread of the latter, many of whom live in Auckland and Wellington.

Tongariro participants relied more on information from newspapers (17%) than Tararua participants (11%). But Tararua participants were more likely to have referred to scientific literature or other management plans (14%) than Tongariro people (1%).

Also of importance to Tararua respondents were public meetings, mentioned by 36% as a source of information. Department of Conservation staff held four public meetings in Wellington, Levin and Wairarapa to explain the review of the Tararua management plan. Staff were pleased with the level of interest:

[The public meeting] enabled us to explain what we meant and to promote some policies ... to get a more informed response to the decision paper.

They were useful -people are prepared to talk but not to write. Some were surprisingly large - at Levin there were 120.

Participants who were interviewed said that public meetings help them to understand the issues and to compile a more informed submission. Comments were supportive, with some

useful suggestions for improving public meetings:

.. The public meeting was really good ... The Tararua model is good - The Conservator comes to public meetings and goes round to interested groups. It's an opportunity to ask questions and get answers.
(Tramping club member)

It was a good idea. There seemed to be a lot of individuals as well as groups represented. The public understood that any comments from the floor would be included in the draft plan. The public perception was that what they said was going to be taken note of ... but I looked at the plan and thought that what was said at the meeting was not reflected.

(Individual, attending a public meeting at Wellington)

The public meeting was well attended ... several Board staff went to public meetings out of interest, but at public meetings some people won't talk. Small informal meetings are effective -more issues come up and there is a lot more discussion.

(Regional authority staff member, Wairarapa)

We already had the discussion document, but this in effect influenced the outcome of the meetings. The idea of a public meeting is really good, but there should have been meetings with an outside facilitator, not the District Conservator chairing it.

(Manager of Outdoor Recreational Trust)

2.4.1 Satisfaction with Information Provided in the Discussion Papers

Although participants supported the opportunity for responding to a discussion paper, they were divided on whether it provided enough information on which to base a submission (see Table 6). Fifty-five percent of Tararua submission-makers agreed that the discussion paper provided enough information, but 40% said that it did not. Less than half the Tongariro submission-makers appeared satisfied with the information provided in their discussion paper, while one-third stated it did not provide enough information. One-fifth of Tongariro submission-makers could not decide whether the discussion paper was satisfactory.

Table 6 Satisfaction with information provided in the discussion paper.

Response	Tararua	Tongariro
Yes	55	46
No	40	33
Don't know	5	21

Participants, when asked what other information they would have liked, most commonly requested more background information. This included requests for statistics on park visitor patterns, recreational demands, environmental impact assessments, maps of areas where changes are proposed, previous park management policies and budgets and funding.

Participants also wanted further clarification and explanation of policies and proposals in the discussion paper. A few wanted different options to be outlined.

Other sources of information that respondents considered were important, in addition to that provided in the discussion paper, included: public meetings (requested by Tongariro people), views of other user groups and discussion with departmental staff.

Staff saw the discussion paper differently, it as a tool to identify what the public perceived as contentious issues. Once identified, these issues could be resolved before the draft plan was prepared:

I believe there is a lot of merit in having public involvement at an early stage.

If we had gone straight into a draft, it would have given the appearance of pre-empting what the public might want ... the paper ... was designed to get an early response before the formal stage, to test the water, so when we got to the formal stage, we would have eliminated things that were ridiculous ... so the draft plan is more in line with what the public thought.

[The discussion paper] was an opportunity to tease out important issues and concentrate on those and have discussions with various groups to resolve them.

2.5 Sources of Information Used in Compiling Submissions on the Draft Management Plan

Sixty percent of those who replied to the Tararua questionnaire made submissions to the Tararua draft management plan and 73% of those who replied to the Tongariro questionnaire made submissions to the Tongariro draft management plan (see Table 7).

Over half the participants used more than one source of information in compiling their submission. There were no major differences in the sources of information used by individuals and organisational submission-makers.

Results were similar for both Tararua and Tongariro. The most common source of information was personal experience or knowledge of the park (100% in the case of Tararua and 89% for Tongariro). Also important as a source of information was the draft management plan (70% and 61%). The earlier discussion paper was used by 56% of those making a submission to the Tararua draft management plan and by 38% of those making a submission to the Tongariro plan.

Eighteen percent of Tararua submission-makers used a public meeting as a source of information.

Very little information was gained from radio or television, although the newspaper was mentioned as an information source by 12% of Tararua participants and 10% of Tongariro participants.

Some sources of information were used in preparing submissions to the draft plans that were not used for submissions to the discussion papers. For example, the Minister of Conservation was used by one person making a submission to the Tongariro draft plan. The Analysis of Submissions to the Discussion Paper, a report sent by the Wairarapa District Office to all those who commented on the Tararua discussion paper, was used by one person making a submission to the Tararua draft plan. Consultants were used by three organisations who made submissions to the Tongariro draft plan.

Table 7 Sources of information used in preparing draft management plan submissions (%)¹

Source	Tararua	Tongariro
Personal experience or knowledge of the park under review	100	89
Draft Management Plan	70	61
Discussion Paper	56	38
Contact with DOC staff (excluding public meeting)	47	30
Own club	12	16
Public Meeting	18	8
Newspaper	12	10
Through other groups/experts	3	4
Discussion with friends/acquaintances (not fellow club members)	3	4
Scientific literature/other management plans	3	3
Analysis of submissions to the discussion paper	3	-
Consultant	-	3
Radio	-	3
Television	-	2
Minister of Conservation	-	1

¹Percentages do not add up to 100% because of multiple responses

2.6 Satisfaction with the Draft Management Plan

Table 8 Satisfaction with information provided in the draft plan (%)

Response	Tararua	Tongariro
Yes	56	49
No	41	35
Don't know	3	16

Table 8 shows that around half the participants were satisfied with the information provided in the respective draft plans. However, more Tongariro submission-makers than Tararua submission-makers were unsure if they were satisfied.

Participants identified further information they would have liked in the draft plans. Their

suggestions were similar to those given for improving the discussion papers. Many requested further clarification and explanation of policies: for example, Tongariro National Park's policy and the costs of hut maintenance and removal and wild animal control in Tararua Forest Park.

Participants also suggested the inclusion of background information such as extracts of relevant legislation, park philosophy, park budgeting and funding, recreational demands and historical and ecological information.

Some also stated that they would have liked to know the views of user groups. One person who made a submission to the Tararua draft plan suggested that a guided tour of areas affected by the plan could be a way of informing members of the public of proposed changes.

In contrast, the Tongariro plan had originally been a very detailed document including explanation of policy and philosophy. Staff decided the document was too complex and it was subsequently edited down to three volumes for the public.

Staff and participants differed on how important they considered the provision of background information and elaboration of policies. While participants wanted more detail and explanation, staff had reservations about providing these for the following reasons:

- Detail is inappropriate to the broad overview of the management plan; it is more suited to functional plans, e.g., for recreation
- Too much detail would constrain response to unforeseen situations in the future
- The document would become too large and unwieldy
- It is difficult to provide detail, given time and constraints

One staff member who worked on the Tararua review commented that staff were uncertain about how much detail to include in plans:

We need departmental guidelines for the format and amount of detail in the plan and the type of topics to be covered.

2.7 Sources of Information - Summary

Overall, the most important source of information is personal experience and knowledge of the park. Second most important is the document that is the focus of the submission (i.e. the discussion paper or the management plan). Also important is contact with DOC staff.

These three sources stand out, but there is also some reliance on public meetings and newspapers. Little-used sources were radio and television, informal networks of friends or acquaintances and consultants. There are two main types of information source available to members of the public.

Sources provided by the Department: the discussion papers, draft management plans, public

meetings, information from newspapers and staff expertise.

Sources outside of the Department: personal experience of the park, membership of a club, networks of friends, and consultants. (Apart from their personal experience of the park, members of the public are largely reliant on the sources of information provided by the Department.)

This raises the question of whether the Department is effectively providing information for informed and useful submissions. We need to consider both the adequacy of what is already provided and the range of opportunities the Department provides for disseminating information to the public. With regard to the first point, only about half of the people surveyed were satisfied with the discussion papers and draft plans for both parks. The second point will be discussed in this report.

2.8 What Else Did Participants Do (in Addition to Making Submissions)?

Sixty-two percent from the Tararua study and 56% from Tongariro also stated their views through other channels. Individuals were more likely to do this than organisations (63% and 47%). But if organisational submission-makers did use additional means of making their views known, they were likely to use several ways. Overall, 36% of submission-makers used two or more channels, in addition to their submissions. Tables 9 and 10 show the other ways respondents made their views known, in addition to submissions.

The most popular way for Tararua people to make their views known, in addition to submissions, was through public meetings. This was especially used by those representing organisations. The next most common way was through contacting members of the Tararua Park Advisory Committee. Also contacted were DOC staff, members of parliament, and the Minister of Conservation. The two latter channels were used more by individuals than by those making submissions on behalf of organisations. A few individuals also made submissions about the Tararua management plan to other organisations. Specifically mentioned was the Royal Forest and Bird Protection Society.

Tongariro people were most likely to contact a Member of Parliament, sign a petition, contact the Park Board or have their say through a public meeting. It was more likely for organisations than individuals to make their views known through formal channels, such as the Tongariro Park Board and members of parliament. Organisational respondents were also more likely to attend public meetings than individuals.

A few Tongariro people wrote articles about the management plan review for publications, such as club journals. There were also a few who made submissions about the Tongariro management plan to other organisations. Specifically mentioned by an individual who applied for a concession, were the Commerce Commission, Department of Trade and Industry and Department of Labour.

In contrast to Tararua participants, those who made submissions to the review of the Tongariro management plan tended not to contact DOC staff directly; only 3% did so. This reflects the distance of the majority of Tongariro submission-makers, residing in Auckland and Wellington, from the National Park's staff.

2.9 A Preference for Making Submissions

Most said that making a submission was the preferred way of expressing their views (see Table 11). There were no major differences between individuals' and organisational respondents' support for this. Many also pointed out that other opportunities were appreciated, either as additional means of influencing the management plans, or as supplementary ways of obtaining information for compiling a submission.

People preferred submissions for three reasons; convenience, influence and representation.

The most important reason for those in the Tongariro management plan review was the convenience of the submission-making process. (For Tararua participants, this was the second most important reason.) Both individuals and organisations found that the method suited their particular circumstances. For example, individuals could fit submission-writing around other commitments and do it in their own homes. People making submissions on behalf of organisations also found that preparing submissions fitted in well with their organisation's method of operating.

Table 9 Other ways of making views known : Tararua plan %¹

Method	Indiv.	Org.	Total
Public meeting	33	59	38
Contacted by DOC staff directly	10	7	9
Contacted Minister of Conservation	16	-	8
Contacted MP (not Minister of Conservation)	16	4	10
Signed a petition	3	-	2
Wrote to newspaper	3	-	2
Made a submission to another organisation (not DOC)	6	-	3
Contacted Advisory Committee	10	15	12

¹Percentages do not add up to 100% because of multiple responses.

As a written document, the submission enables people to present their arguments and include information they want to - in short, to give considered comment. Many also mentioned that the method gave them an opportunity to participate, even though they were distant from the park and DOC management there:

I express myself best on paper, especially when surrounded by references and can do it in my own time
(Representative of conservation group)

It makes the petitioner think clearly - I hope!
(Representative of outdoor recreational group)

It presented an opportunity to do analysis, develop argument and present a balanced view.
(Representative of school group)

As far as I was concerned, it was the only way within the resources and time at my control.
(Individual, Auckland)

Table 10 Other ways of making views known : Tongariro plan (%)¹

Method	Individ.	Org.	Combined
Public meeting	7	15	9
Contacted by DOC staff directly	3	4	3
Contacted Minister of Conservation	8	9	8
Contacted MP (not Minister of Conservation)	15	17	16
Signed a petition	14	-	10
Wrote to newspaper	5	4	4
Made a submission to another organisation (not DOC)	2	-	1
Contacted Park Board	5	19	9
Wrote article for publication	3	2	3
Involved on making club's submission	2	-	2

¹Percentages do not add up to 100% because of multiple responses.

Table 11 Submissions as the preferred way of participating in management planning (%)

Response	Tararua			Tongariro		
	Indiv.	Org.	Total	Indiv.	Org.	Total
Yes	77	82	79	82	85	83
No	20	7	14	8	13	10
Don't know	3	11	7	10	2	7

Those people who mentioned the convenience of making submissions emphasise the benefits of that method for them. Those who emphasised its influence were more interested in the impact on decision-makers.

Participants considered submissions to be influential because they are written documents which go into departmental files. They are permanent records, whereas comments made through other channels such as meetings, may not be retained.

Submissions were also considered influential because they are specifically mentioned in the Department's management planning regulations as a means for the public to express their views. Many respondents expected that departmental planners would take more account of submissions than of information gathered in other public participation contexts which were not referred to in legislation.

Our submission becomes evidence of written concern.
(Representative of business organisation)

We consider making submissions directly to the planning body is the most effective way of influencing planning.
(Representative of women's organisation)

To place comments on record and to allow Department officers to consider the submission fairly, and not under pressure, as in a public meeting.
(Individual, Upper Hutt)

This seemed to be the clearest method and easily referred to by those finalising the plan.
(Individual, Wairarapa)

In this respect, their expectations are realistic ones. Other studies have shown that managers and planners tend to give more weight to written comments from the public than to petitions or form letters (Hendee 1977:96).

The third reason for preferring submissions as a method of participation was that they encourage widespread public participation. People were not prevented for reasons of distance or excessive expense from participating in the management plan review.

It allowed a wide range of people to have an input
(Representative of an outdoor recreational group)

It is a fair, equitable way for everyone interested to express their point of view
(Representative of an outdoor recreational group)

The widest spectrum of the public should be involved, not only trampers, everybody - family groups, hunters, county councils. Every recognisable body should be invited to make a submission.
(Individual, Lower Hutt)

To these participants, making submissions appears to be an equal opportunity method. It is available to any private individual or interest group and can therefore help ensure that representative public opinion is sought. Of course, to guarantee people equal opportunity, they must be aware that they are able to make submissions. Furthermore, they must be able to get access to the necessary documents (such as draft plans or discussion papers), information, and physical and technical resources required for participation.

While calling for submissions may offer everybody the same opportunity to have their say, it does not necessarily result in a range of groups or sections of the population being involved. The survey results showed that those who made submissions to the two management plan

reviews are not representative of the total population of New Zealand, nor even representative of all social groups with interests in the two protected areas. As well as being under-represented as individuals, no Maori groups or organisations made a submission to either management plan.

Participants were primarily members of outdoor recreational or conservation organisations. Over two thirds who made a submission on behalf of an organisation belonged to an outdoor recreation club or conservation group, and over 90% of individuals belonged to one or more such organisations. Yet studies of park users suggest that the proportion who belong to those organisations is less than revealed among the participants. Although little information on the club membership of park users is available, a 1976 study conducted in Tongariro National Park indicated that 48% of park visitors belonged to an outdoor recreation club and 30% belonged to a conservation organisation (Devlin 1976:190). A 1989 nationwide study of perceptions of the natural environment found that 35% of the back country user sample were members of outdoor recreation or conservation organisations and only 13% of the public sample were members (Shultis, unpublished data). While members of outdoor recreation and conservation organisations are clearly active in having their say, they actually represent a small proportion of the total number of park users. These include day visitors, tourists and family groups and many visit the park periphery rather than the back country. It is expected that their views will substantially differ.

These findings have implications for the public participation techniques the department chooses to implement. Submissions clearly reflect a preponderance of views of outdoor recreation and conservation group member, and therefore it is important to seek views from other sections of the community through other channels. It is also important that those analysing submissions are aware of the backgrounds of people who make the submissions, because it cannot be assumed that the views of members of outdoor recreation or conservation organisations cover the range of opinion and interest.

The 27 participants who were interviewed supported submission-making as a method of public participation.

You get really good ideas from the public -a "think tank" out something pretty good might come. Undoubtedly submissions have changed the way things have been done. I can't think of a more effective way. Also you need to reach as many people as possible.
(Tramper, Wellington)

It's necessary, definitely. It consolidates the thoughts of the people making submissions and provides the best means for the Department to assess the comments. It provides the data base and is therefore essential.
(Skier, Auckland)

However, they expressed reservations about the community representativeness of opinion solicited, and the danger that the public's views may not be taken into account:

Yes, if the submissions are heeded, if they are carefully looked at and gone through properly. If it's just done to keep people quiet, then they should look at doing something else.
(Hunter, National Park)

2.9.1 Alternative Public Participation Opportunities

Some participants preferred alternative ways of having their say. They suggested direct consultation with DOC staff, public meetings, and direct consultation with the Park Advisory Committee or Board.

2.10 More Opportunities for Public Participation

Table 12 More opportunities for public participation (%)

Response	Taranua			Tongariro		
	Individ.	Org.	Total	Individ.	Org.	Total
Yes	50	52	51	51	35	46
No	40	33	37	36	50	40
Don't know	10	15	12	13	15	14

Fifty-one percent of Taranua respondents and 46% of Tongariro thought that the Department should have provided more opportunities for public participation (Table 12).

Both Taranua individuals and organisations generally agreed that more opportunities were needed. More Tongariro individuals than organisations wanted increased opportunities for public participation. This suggests that some organisations may have developed both formal and informal links with the Department, whereas individuals tend to feel isolated and less sure about how to take advantage of the participation opportunities currently provided by the Department.

2.10.1 Suggestions for Improving Opportunities to Participate

By far the most popular suggestion for improving opportunities to participate was for more media coverage, both through widespread notification of the opportunity to participate and through general dissemination of information on the content of the plan, via newspaper articles and local radio.

Apart from the public notices placed in newspapers, DOC is not good at making the opportunity for submissions widely known.
(Individual, Waikato)

We monitor the public notices in the daily papers, but in our experience even this form of publicity is erratic, i.e., some plans are not advertised at all, some advertisements appear only in some of the major newspapers.
(Representative of women's organisation)

It's not necessarily a question of more opportunity - it's a question of better communication and presentation through existing opportunities.
(Individual, Manawatu)

Participants who were interviewed similarly emphasised more use of the media:

There should be more advertising through the media and more opportunities when visiting the DOC estate to find out about the management plan, e.g., in the visitor centre there should be information on things planned.
(Member of tramping club, Wellington)

The Department needs to let people know what the conditions are. National Parks should be promoted far more, in a philosophical sense, what it means to New Zealanders - articles on National Parks. It's good for credibility and communication with the public.

(Skier, Auckland)

I'd like to see them publicising issues, for example, coastal. Most people have no idea, they're not aware of what's going on.

(Member of conservation organisation, Wellington)

It's important that they involve themselves with the community, otherwise it's just another body. Radio is a good way of airing issues - you can get public feedback. They should get publicity in the local papers or on T.V.

(Member of conservation organisation, Wairarapa)

Many participants suggested discussions with interest groups. Some mentioned that this had occurred during the consultation process, and they clearly wanted this to be a major way for the Department to gather information for future management planning. Several made the point that such meetings should happen before staff write a discussion paper.

In the interviews, almost all said that the Department should keep clubs closely informed about proposed plans at all stages:

If DOC talks to clubs, people feel part of the system. It's not a faceless thing wanting your money and we never see them.

It would be useful to have discussions with DOC about what would be the best way to present submissions. It would be useful to talk to the planner who writes the document.

(Members of tramping club, Wellington)

We should have evenings at the top of the mountain - slide evenings and discussion and a get with the staff, just about general issues, bringing people up to date.

(Member of ski club, Auckland)

[Consultation over] the hut ticket system - the method by which the Department solicited views was a good one - getting users and managers together, sharing ideas and developing it into a workable format.

(Member of tramping club, Wellington)

I'd like to see DOC inform people what the alternatives are for a scheme - to make it known to the interest groups, at a very early stage. People most affected should be consulted.

(Skier and tramper, Auckland)

There is value in having pre-submission discussions. You gain confidence in the people you're dealing with. Workshops are a good idea, as long as they're balanced in terms of representation. A background is good - setting the scene, identifying issues, giving the facts. It's a good mix, the professionals whose jobs are related to the issues, and the enthusiasts.

(Regional Authority Staff member, Wairarapa)

Some Tongariro participants suggested that public meetings would be a good way of improving opportunities for public involvement. Those living at a distance said they would have appreciated the opportunity to attend a public meeting in their area:

Seminars could have been held in Auckland, Wellington or even Christchurch on the draft management plan. It's a long way to go to Ruapehu. (Individual, Auckland)

Hold public discussion meetings where many users of the Park live.

(Individual, Wellington)

Many Tararua submission-makers emphasised that opportunities for public participation would be improved if the Department made efforts to include individuals unaffiliated to any club. Those who were interviewed also suggested ways that participation could be widened to those outside of clubs, including the use of questionnaires and targeting specific sections of the population:

Perhaps the Department could use a questionnaire seeking information on certain points from the public and seeking views, to get the widest range of people.
(Tramper, Wellington)

The public equals who's interested - groups, individuals, local bodies - anyone who is affected by the management plan. There is a tendency to concentrate too much on specific groups. But the family group is a major user, and is not represented. If there is an imbalance in the representation, the Department should approach people to include a range of viewpoints. The days of just accepting submissions are gone.
(Tramper, Wellington)

Management plans are open to reflecting the views of interest groups, especially those with a traditional association with the Park. That's quite legitimate, because they have most use of the Park, but traditional views tend to overshadow new views, unless there's a vehicle there for them to be heard. The majority of the community may have quite different views on the usage and management of parks than these small local groups.
(Director of Outdoor Recreational Trust)

Finally, a few people thought that opportunities would be improved by allowing more time for people to make their submissions and by providing discussion papers and draft plans free of charge. But on the whole, submission-makers did not feel that time and costs were major impediments to participation.

2.10.2 Staff Views on Opportunities for Public Participation

Staff came up with similar suggestions for other ways of consulting with the public. They agreed with participants that efforts could have been made to provide more media coverage.

We could have had news items in the local papers to set out DOC's concerns.

Greater use of a variety of media, e.g. radio talkback, and pre-release of issues to the press, especially contentious issues.

Particularly for the Tararuas, it's a large catchment area ... the problem is to reach all those people. One good way is to use radio and TV.

Staff also suggested displays, information sheets and executive summaries of the plans.

Some staff supported the use of questionnaires to reveal a wider spread of community views than would be gained from consulting solely with interest groups.

We need a questionnaire to tap into 'Joe Public', to find out exactly what the general public think about the park - why people don't use it.

Questionnaires - if they are specific enough in what they ask. They would be useful, particularly if there is a change in emphasis in a management plan - ask what the public thinks of proposed changes, or what approach they would take to identified issues.

I would like to see the non-users have an opportunity for comment. The users are eloquent, they know

what they would like to happen ... How do you get the non-users participating? ... do survey work, find out why they are not users and what would encourage them to be users.

Staff considered that further opportunities for public participation may be provided by public meetings, workshops, seminars, and 'drop ins' where DOC staff make themselves available in the community so that people can obtain information and talk over issues informally on a one-to-one basis. These suggestions were similar to participants' suggestions for discussions with interest groups. One staff member considered that such options were more valuable than calling for submissions:

Where there is a plan and a review is under way ... people are more familiar with the issues ... I would like to see us not so much relying on the formal process, but working with key groups over a period of time ... jointly synthesising solutions ... submissions have not been particularly helpful ... other methods are more effective, like ongoing management committees... sharing information, working from a common information base to develop consensus.

2.11 Problems and Difficulties Encountered by Participants

Some, but not many, significant problems were identified. These stemmed from both personal circumstances and the Department's practices, and concerned:

- access to information;
- time available to make a submission;
- the mechanics of writing a submission;
- costs involved;
- feedback.

During the interviews people made a point of raising any problems they had in making their submissions. They reinforced and elaborated on brief comments made by those responding to the questionnaire.

2.11.1 Access to Information

Two participants who were interviewed had difficulty in getting a copy of a document. One person who made a submission to the Tararua management plan review said that he had had to go from Lower Hutt to Masterton to get a copy of the draft management plan. Another person found it difficult to get hold of the Tongariro draft plan. However, these seem to be isolated cases.

Other people focused on what they considered to be a communication barrier between the Department and the public:

DOC needs to shift its ideas from entrenched bureaucracy towards more freedom of expression.
(Member of 'other' organisation)

It's still fairly bureaucratic ... They're going to the public for affirmation and call that a consultation process. I'm suspicious of what really happens to dissenting opinions. How open is it to incorporating them and changing the conventional wisdom? In theory it should be really good, but how open is it?
(Director of Outdoor Recreation Trust)

On the bad side ... individual staff. .. forget they they're managing for the public. They treat it as the Department's own land. If that attitude comes through, it creates a bad image. It's good that the Department is seen to be actively soliciting ideas - if it's done properly it raises the image of the Department.
(Tramper, Wellington)

2.11.2 Time Available

Overall, individuals did not report major difficulties in getting their submissions in on time, but organisations noted that there were sometimes problems in coordinating their responses.

When a submission is notified in late can run out of time - people are out in the hills. Other times of the year it's Okay.

(Member of tramping club, Wellington)

If notice comes through FMC it's too short ... DOC is cooperative when you have to send it in late ... there should be a timetable of plans coming up for clubs.

(Member of tramping club, Wellington)

We don't have meetings very regularly. The letter came after one meeting and the submission had to be in before the next meeting.

(Member of ski club, Auckland)

You have to have time limits. It's our own personal time commitments [that is the time constraint] rather than the time frame determined by DOC.

(Member of conservation organisation, Wairarapa)

2.11.3 The Mechanics of Writing a Submission

Personal circumstances, rather than the Department's practices influenced the mechanics of writing a submission. Participants mentioned that they put a lot of effort into their submission-writing, researching the issues, and, in the case of groups, coordinating the input of several members.

Two people made the submission to the Tararua plan. But sometimes it's four to five. We call on club members with specific knowledge and experience to gather information. Sometimes we have DOC people to club meetings. Cottage meetings have worked very well, with a slide show and talk. We handed out paper to get the submission written on the spot.

One person suggested that people would benefit from information on how to write submissions:

There should be a booklet available outlining what management planning is, and how you can make submissions -what happens to the submissions, what is the legal standing of plans. An explanation of technical terms, e.g. what 'gazetting' means. People are put off by not knowing what plans are.

2.11.4 Costs

Most of those who were interviewed did not think that having to pay for a discussion paper or draft plan prevented the public from participating. Some of the participants had not paid for the documents they used in making the submissions, either borrowing them from friends, a club or the local library.

It was generally accepted that the Department needs to recover costs on producing documents, but it was felt that a high price would be a barrier to participation. However, people differed on what price they thought was a disincentive:

It's getting more expensive. It's getting to the stage where it's limiting public participation. I think that's bad.

... somewhere around \$20 we'd begin to switch off. Some people would argue that the submission is to help the Department. People give their time free and the submission has value.

(Tramping club members, Wellington)

I would pay for it, as long as it's less than about \$20. Otherwise I would borrow a copy
(Skier and tramper, Auckland)

If the intent is to provoke public contribution, then it has to be cheap, preferably free.
(Skier, Auckland)

The public in Wairarapa would hit the roof if they had to pay a substantial fee. I would pay up to \$10, provided it had enough information in it.
(Hunter, Wairarapa)

It's a barrier particularly if it's in the discussion phase - people having to pay for something even if they don't know what it's about.
(Regional Authority staff member)

The costs of documents are not the only expenses borne by some submission-makers. Additional costs are incurred for those who travelled to make oral submissions to the Tongariro review. A few organisational submission-makers also used consultants in making their submissions.

2.11.5 Feedback

Participants expressed most dissatisfaction about the lack of feedback they had received from the Department.

I'm closely involved with the park and it would have been nice to be told if ideas were incorporated, or if they were impractical.
(Hunter, National Park)

With regard to the Tongariro plan - there should have been more information to people afterwards should have kept people in touch. They asked for information but didn't give it back.
(Skier, Auckland)

I would like to have been informed more about progress. But how you do it is the question. Perhaps articles in the newspaper? Or direct response to groups interested in the mountain. They will keep their members informed.
(Skier and tramper, Auckland)

Have they [the suggestions] been taken notice of? Are they implemented? There is no follow up ... there are not clear lines of communication from DOC as to what follow-on there will be. There's no feedback that what's been said has been taken on board ... I'd like to see more dialogue. We should be able to work hand in hand on things we're jointly involved in. (Representative of 'other' organisation)

Some were especially concerned that there should be standardised and systematic ways of analysing the submissions, so that all views are treated fairly:

There is no public monitoring of what DOC does with submissions ... people analyzing submissions should be competent ... all management plans should be done according to the same procedures.
(Tramper, Wellington)

We are concerned about how submissions are weighted and how they affect the outcome of the management plan.
(Tramper, Wellington).

Some also considered that the Department must show its good faith by properly implementing the plan:

The main issue is accountability, the proper implementation of policy and plans. DOC has a clear advocacy role - that's what you're there for. (Regional Authority staff member, Taupo)

It's some time since the submissions and we haven't seen the plan. How is the Department managing? Are they following any guidelines? The sections of the management plan that people are interested in, is how the Park is going to be managed.
(Tramper, Wellington)

On the whole, staff agreed that feedback from the Department to the public could have been improved. The Tararua review seems to have paid more attention to this requirement than the Tongariro review. An analysis of the submissions was sent to all participants. Further feedback was provided by a newsletter sent to about 30 groups informing them of progress on the plan and on general policy matters.

For the Tongariro review, participants were informed about the debate concerning the height of the and further comments were invited. A member of staff who worked on the Tongariro review commented that providing feedback to every individual was difficult because of the number of submissions and variety of issues. In addition, it was difficult to give information through the media because of the complexity of issues and changes to policies over two years.

2.12 Problems and Difficulties from the Perspective of DOC Staff

Staff assessment of the problems and difficulties was quite different from that of participants. However, staff also identified two broad categories of problems: those relating to the Department's organisational practices and those relating to participants' characteristics.

2.12.1 Organisational Practices

Staff raised four issues. Most considered that public participation resulted in a drain on staff time and resources:

The time factor - it's very long, especially if there's not agreement on some issues.

The time that's involved. It can become very frustrating to members of the public ... and the time and cost of resources from the manager's point of view. An enormous amount of staff time has been put into drafts over four years.

The discussion paper prolonged the management planning process ... The process should be more streamlined. The public should be able to make submissions and see results much sooner than they do ... For DOC to build up its reputation, it has to do things efficiently and quickly.

The public is now asking 'where is the plan?' ... We should be able to speed up that process; otherwise the plan is obsolete before it is printed. We should be able to speed up the chain of command through the Department, and the input from various levels. It's been disappointing from the regional point of view.

Taking into account costs for printing, advertising, and running meetings, the staff estimated costs for the Tararua review at \$6400, and for the Tongariro review \$30,000. This does not include staff time, which was estimated at 4,000 hours for the latter.

The second problem concerned the suitability of the participation process itself, especially the question of whether all sections of the community were adequately and appropriately represented.

Most of the staff identified adequate representation of all sections of the community as essential for effective public participation:

We are dealing with a wide catchment area - the southern half of the North Island. There are difficulties in deciding how far to go in seeking public opinion. You're not sure if you've got everybody, for example, users living in other areas ... The submissions were dominated by user groups ... Perhaps we should make a greater effort to reach individuals.

I have the strong impression that the same people and the same organisations get involved ... Club submissions are a reflection of what a few active members think, rather than the club as a whole. It would be fairer if DOC activity went out and approached people, rather than just advertising the plan.

Minority groups are generally not aware of management planning or are not familiar with how they could provide an input, e.g. access for the disabled ... We need to think laterally on how to involve the public better.

Trampers are strongly represented - how much weight do you put on their vested interests? Generally well educated, well organised user groups - no doubt they are having an undue influence.

How worthwhile? - it depends on what sort of response there is - how representative it is ... In general I believe that DOC has to make itself more available to the public ... regional management strategies are a new concept ... we need different ways of getting the concept over to the public.

Some staff were concerned that more attention should be given to assessing the relative usefulness and benefits of various participation methods so that procedures suited to the different needs and circumstances of groups within the community would be developed. There were some groups that staff would have liked to consult with more closely. The Department's liaison with Maori groups was especially identified as needing improvement:

Maori involvement - DOC is slow to pick up on this and we still have a lot to learn.

We didn't really involve Maori groups ... there is not a significant Maori interest in the Tararua ... not visible interest.

The only problem is finding the most appropriate methods for each group. For example, what's the most appropriate way of getting feedback from Maoris? ... At the least we needed to identify the Maori history of the area ... we did not talk to them about issues such as huts. They are not major users ... but Maori people need to be involved - their interests are related to how they see the land.

There appears to have been very little involvement, for all sorts of reasons, and Pakeha administrators didn't think about it.

Some staff also considered that more effort could have been put into consulting the non-affiliated users and the general public. A staff member working on the Tararua review commented:

Families, people who might use the road ends, the elderly and physically disabled. There was not a lot of submissions from 'non traditional' users ... If we made an effort to approach them we might get greater use of the park.

The third issue raised was the priority given to management planning. This involved a range of concerns, to do with staff training, negative staff attitudes towards management planning and the allocation of resources to that activity:

People writing the plans must know the land, so that we have credibility with user groups and with Maori. Staff training is needed - staff need to understand the objectives of management planning.

Management planning is a poor cousin of other departmental activities ... but management planning is the one chance the public have in management and therefore it couldn't be more effective. It should be given a higher profile.

There is a tendency for staff to give these jobs low priority, because management plans have a reputation as a long job.

Finally, staff were also concerned that management planning was often undertaken with little or no guidelines. This resulted in uncertainty about directions and decisions, as well as delay in developing plans.

We asked Head Office for specific policies, but got zilch - that was part of the holdup. We wanted more guidance before committing things to the public, for example on hut fees and mining. If we were waiting for Head Office guidance on policy, we wouldn't have done anything.

2.12.2 Problems with Participants

There were three areas of concern. The first two were problems of communication with the public. One staff member said that an education programme must be associated with public participation activities because some issues are complex and not easily understood by the public. People need background information.

Others were concerned that the main focus of the management plan is in danger of becoming diffused because the public use the review as a forum for general concerns:

A lot of people put effort into making submissions that are outside the scope of the plan. They need to understand what's required of them.

They raised some issues that will be dealt with in other plans, e.g. recreation strategy, and wild animal control.

Staff were concerned with keeping the focus, while participants wished to raise all issues of concern to them, irrespective of whether they are covered in the plan. Similar tendencies have been noted in other studies (Davis 1975:16). This may be partly due to poor communication of the purposes of the review by the agency, but it also reflects a fundamental difference between the agency's and participants' control over decision-making in management planning and their perspectives on the planning process. The public has few consultation opportunities and will use every one to express their fears and promote their interests about a range of issues that they perceive to be affecting their community and their investments in it. The expression of views and the exercise of democratic rights are key motivations for members of the public to participate in management planning.

In contrast, the agency has certain objectives it seeks to achieve within time and resource constraints. The management plan is a way of focusing on particular objectives and developing guidelines for their achievement. It is not intended to address all concerns that the array of community interests may raise about land and resource management.

The third concern was the problem of management of conflicting interests in the community. Staff identified some groups particularly prominent in the reviews. For Tararua these were trampers; for Tongariro, skiers.

While the existence of factions among the public, or the attempts of some groups to become dominant are not seen as insurmountable problems by staff, it is acknowledged that submissions from all sections of the community must be fairly assessed:

We could have been overinfluenced by skiers. But we tried to measure those concerted responses against those from individuals with wider interests ... Some members of the public expected us to make decisions on a majority vote.

When analysing submissions you need to sort out what are the legitimate vested interests, and what are the more altruistic. The commercial ones are the difficulty. You may lose sight of the aims of protection and preservation.

It needs to be emphasised that although staff noted the problems discussed above, all were adamant about the benefits of public participation in management planning for the Department.

2.13 How Worthwhile Was Participation in the Management Plan Review?

2.13.1 Participant Views

Some wanted to reserve judgement on whether their involvement had been worthwhile, because they had received very little or no feedback on their comments. But overall, most participants were positive about their experience. In common with other studies of public participation, this study found that people consider participation worthwhile for both pragmatic and therapeutic reasons. (Sewell and Phillips 1979:353, Wylie 1989:22).

Many judged the success of their involvement pragmatically, by whether they influenced the plan or gained recognition of their views:

Very worthwhile -we were very pleased with the final outcome though this could be because most things in our submissions became part of the draft plan.
(Representative of outdoor recreational group, Auckland)

From my point of view, my submission was considered and partly incorporated and I was notified it had been received, which pleased me.
(Individual, National Park)

The Bruce Road has had the long overdue upgrading and I am pleased to see the result of the lodges in the Iwikau Village and surrounding area painted in colours that blend in with the environment.
(Individual, Havelock North)

We got a stay of execution re one of the 'condemned' huts.
(Representative of outdoor recreational group, Palmerston North)

O.K. - most of our interests were adequately catered for.
(Representative of conservation group)

People also commented that involvement gives personal satisfaction by providing an opportunity to express views about the value of an area, its worth to the individual, and concerns about perceived threats to those values. This aspect is for some people regarded as highly as any influence they may have on decision-making:

We learned a great deal about the natural history of the Park, we were forced to resolve some of the recreation conflicts in our own minds.
(Representative of outdoor recreational group, Wellington)

Emotionally, it enabled me to feel involved in representing the community interest.
(Individual, Auckland)

It was worthwhile in that the Board was able to express its concerns and be involved in the process of preparing the management plan.
(Regional Authority staff member, Wairarapa)

I had some personal satisfaction in participating but am disappointed that my support for a 2400 m amenities area limit was not adopted.
(Individual, Taupo)

We were able to develop some concepts of our own, to raise members' awareness of their demands on the natural environment, to talk directly to DOC staff. Frustrating, however, that ideas were not adopted and there was no response from DOC about why.
(Representative of outdoor recreational group, Wellington)

Very worthwhile for the Form 6 students who gained an appreciation of management issues affecting the National Park.
(Representative of school, Palmerston North)

This does not mean that participants judge the success of public participation procedures solely on whether people are allowed to have their say. Members of the public also want their views to be seriously considered by the decision-making agency.

In comparing the Department's public consultation efforts with those of other agencies, many of those interviewed made positive comments. The Department was especially praised for its efforts to stage public meetings and to liaise with user groups. This was noted as a very worthwhile aspect of the Tararua management plan review:

DOC is less formal. You can talk to the people involved, and feel that you've got a chance to influence them.

Dealing with local body hearings or District Schemes is horrendous
(Tramping club members, Wellington)

About one quarter of the comments on participation were negative ones. Some people felt that they had had no effect on decision-making. A few dismissed the whole public participation process as "tokenistic". Others felt frustrated with what they perceived as a lack of time available to make their submission. Skiers and businesses stood out as being more dissatisfied with the process than others.

Frustration and a waste of effort. I have little faith in DOC's ability to be professional or ethical in dealing with submissions as they have no guidelines on how to manage their interpretation [of submissions] and no independent audit procedures.
(Individual, Wellington)

The time taken on the present TNP plan is a joke... A lot of time, effort and energy was spent by (volunteer) club members to meet tight deadlines imposed for submissions which has not been met by decision-making on the part of DOC and bureaucracy. Disappointing overall. (Representative of ski club, Wellington)

Not very effective... by communicating clearly what the plan was ... The Department could have spent a little time with each group discussing the plan.
(Company manager, Auckland)

Hard to be positive... subsequent enquiries have shown that little, if any, recommendations from submissions are taken on board.
(Representative of 'other' organisation)

One person had been involved in a number of other public participation procedures and considered that the Department did not measure up to other agencies in public consultation. He suggested that the Department could make use of forums and conferences to discuss policy and proposals with user groups and other interested parties, such as local, regional and central government. He was also critical of the time delays and questioned whether the Department was putting adequate resources into management planning.

Even though some may have felt frustrated there was overwhelming support for the Department providing the opportunity for the public to have their say.

It's necessary -you just have to. If the general public and people involved aren't able to have a say, then anything might happen.

(Skier and tramper, Auckland)

I don't think the bureaucrats have got the be-all and end-all of knowledge on how things should function ... you need constraints of alert people in the general public.

(Tramper and skier, Wellington)

I think there'd be a real hue and cry if the public weren't given a chance to have their say. (Conservation group member, Wellington)

2.13.2 Staff Views on the Worth of Public Participation

Over and above the problems they had identified, staff also emphasised the value of consulting with the public. They consultation was particularly worthwhile because the public had contributed substantially to the final shape of the plans:

[The public] changed the plan quite a bit. In the discussion paper they changed the wording ... The Wellington Tramping and Mountaineering Club suggested a policy on helicopters and that was mostly adopted... we got other issues brought to our notice ... we got initiatives from the public ... we strengthened our policies because of public concern.

We made lots of changes in response to constructive criticism, from both organisations and individuals ... certainly a lot of information was provided by the public ... we were not just interested in public comments on policy, but also on actual wording ... information received covered all sections of the plan ... we got a good return for spending a modest amount of money.

[The public] definitely influenced policy making. We need to take cognisance of what's in the public's submissions.

A lot of effort goes into the submissions. It comes down to taking two to three key points from each submission - sometimes more.

Where [submissions] have been useful, they have flagged key issues ... people have got expert knowledge, e.g. scientists.

3. KEY ISSUES IN DEVELOPING EFFECTIVE PUBLIC PARTICIPATION

3.1 Introduction

Three key issues need to be resolved if public participation in management planning is to be effective from the points of view of both the public and the Department. These are:

- public representation
- public participation methods
- who holds the power to make decisions

3.2 Public Representation

One of the major problems faced by public participation programmes in many countries is the general lack of public response, and the fact that those who do respond are not representative. A substantial proportion of the community do not actively participate in public decision-making, beyond voting. The participants here generally conform to the picture of those active in public decision-making, being typically high income earners, tertiary educated and in high status occupations (Thornley 1977:41). They also tend to have high rates of membership in voluntary associations.

But as well as this, concern over a single issue, often an issue affecting a local community, is an important factor affecting participation. Those motivated to act in response to local environmental issues often come from all sections of the community (de Haven Smith 1988; Samdahl and Robertson 1989; Rohrschneider 1988; Fagence 1977:200).

The major factors motivating them concern threats to their 'stakes' or personal investments, including: ownership of property (home, business); feelings of belonging to a community or group; preservation of local institutions (e.g. clubs); length of residence in an area; and closeness of ties to others in the area (e.g. friends, relatives, workmates) (Batley 1972:113). Any of these stakes may be affected by a management plan, changing the number of people potentially interested in or affected by the plan.

In assessing whether those who made submissions are representative of the public as a whole, we need to distinguish between two types of representation (Hendee 1977:98):

- I. Demographic representation: compares the participants with the total population on the basis of age, sex, ethnicity, residence etc.
- II. Interest representation: the extent to which groups affected by a decision are represented.

Results from the questionnaire clearly indicated that participants not demographically representative. The 'typical' participant was over 40, male, Pakeha, tertiary educated, a professional, manager, or administrator and has a high income.

The demographic characteristics were similar to those of active recreationists visiting national and forest parks (apart from age) but they do not represent all those interested in or affected by the management of protected areas. In particular almost no Maori individuals participated and there was little representation of iwi interests apart from the Tuwharetoa Maori Trust Board in the Tongariro plan.

The reasons for the involvement of so few Maori in the reviews are complex. Their participation is only partly explained by their absence as park visitors. Non-participation is more a consequence of the restricted involvement of Maori and iwi groups in political life. Those groups and sections of the population most visible in political activities of all types are those who have traditionally enjoyed social and economic advantages. Political and legal systems have consistently favoured the Pakeha majority. It is not surprising then that Maori, both individually and collectively, have found it difficult to effectively participate in public decision-making that affects them.

It may be unrealistic, for reasons of resource and time constraints, to expect full demographic representation to be achieved. Furthermore, it may be an inappropriate goal, taking into account the social composition of communities near the park under review. But it is imperative that interest representation is achieved. Currently departmental staff have made considerable efforts to contact key recreational and conservation interest groups to discuss proposals with them. In particular, members of such groups who participated in the review of the Tararua plan had a favourable impression of the Department's attempts to consult. Regional Authority staff who were interviewed also commented that they had good rapport with the Department. Only one organisation commented negatively about communication with the Department.

The main area in which the Department needs to focus its effort is in involving Maori representatives much more in the decision-making process. It is acknowledged by staff that this will require a new approach to consultation that is not so reliant on formal submissions and involves on-going liaison with iwi.

The Department needs to be aware of both the strengths and weaknesses of its present submission-making base. On the positive side, the Department draws on a relatively well educated, articulate, high income section of the population through public participation. This includes people who have skills, expertise and resources that can assist the Department in achieving its conservation objectives. They are more likely than other social groups to have some influence and status. As the large majority of submission-makers belong to a club, and almost half of the individual submission-makers have made submissions on protected natural areas before, they are like to be knowledgeable about political processes and public making, and to have organisational skills.

On the negative side, there are two major difficulties associated with having a narrow participant base. These are to do with the danger of inadvertent favouritism and conflict management.

Although bureaucracies are set up to treat their clients impartially, those groups which have status, are familiar with the workings of the system and are well organised and articulate, inevitably gain advantages over others in their dealings with decision-making agencies. Consequently, the legitimate concerns of a less powerful group may be overlooked by the agency.

In examining access to and delivery of social services in New Zealand, some researchers have suggested that middle-class groups are able to gain benefits much more effectively from the State than other groups with far fewer resources but who need considerable assistance (Bertram 1988: 109).

The parallel for the Department of Conservation would be if the views of the most vocal, well organised, politically influential and visibly active users of the Department's facilities were to be considered over and above those with equally valid concerns, but whose interests have not generally been identified or understood by the Department. Such interests may be invisible in the arena of public debate because a group lacks resources or status or because it is not organised in the conventional way.

The second problem for the decision-making agency which stems from narrow-representation is conflict management. Decisions made by a public body will only be successfully implemented if the community accepts that those decisions are responsible and appropriate ones. Members of the public must be able to see that those decisions are sensitive to their concerns, needs and values. This means that public sector decision-makers need to be accountable to the wider community. Many submissions to the Royal Commission on Social Policy were precisely on this point:

... in all of the departments which have substantial dealings with the public, there are also constant and more direct reminders of the wider accountability, the requirement to serve and to satisfy the needs of the client community. In the perception of the general public, public servants are major players in social policy who often appear to stand between community needs and their satisfaction. (Royal Commission on Social Policy, Vol II 1988:836).

Similarly, participants in this study raised the issue of departmental accountability. They wanted communication to continue with the Department after they had made their submissions. They wanted to know what decisions had been made, especially on contentious policies, and to be kept up to date on progress in finalising the plan.

3.2.1 Barriers to Participation

While all sections of the community may be affected by proposed changes, only some are actively involved in public decision-making. Why? Researchers identify several key areas where impediments to participation are found (Fagence 1977:332; Sears and Crothers 1979:65). They are: characteristics of the individual participant (or potential participant); characteristics of the planning agency; the planning issue; the methods of participation

3.2.1.1 Individual Characteristics

This includes psychological factors such as lack of confidence, feelings of political impotence or apathy which influence the ability and motivation of the individual to participate.

Social factors are also important. These include the time and money to participate, involvement in organisations (e.g. clubs) which support members wanting to participate, skills and knowledge (e.g. familiarity with political processes, communication skills) and cultural/ethnic background which determines the type of decision-making processes the individual experiences and values.

The Department of Conservation cannot overcome all barriers associated with these. It can, however, help to overcome some of these barriers by paying attention to the way it organises public participation. For example, the Department must ensure that the public participation procedures do not intimidate potential participants, and that they are designed to encourage participation from a variety of social and cultural backgrounds. Furthermore, by providing information on how to participate, the Department will help break down barriers associated with individual lack of skills and knowledge.

3.2.1.2 Characteristics of the Planning Agency

Leaving aside any statutory responsibilities, the foremost characteristic of the planning agency which affects public participation is its philosophy on the role and purpose of public involvement in decision-making. This may range from a very restricted role for the public to the delegation of power to them (Thornley 1977). This is discussed further in Section 3.4.

Staff skills also influence the ability of members of the community to participate. Firstly, staff must be capable of carrying out a public participation exercise. A study of the U.S. Forest Service found that the agency was committed to public involvement, but its achievement was limited by a lack of staff skills (Hendee and Stankey 1975:67). Staff must be able to gather and disseminate information, and analyse and evaluate information obtained from the public.

Staff also need to encourage a wide spread of participation. Consequently they must understand the composition of the community in order to "locate decision centres, identify representatives of community sentiment groups, and suggest individuals who can contribute knowledge and information to the solution of a problem" (Burke 1968:293).

The attitude of staff involved in organising public participation is especially important for encouraging a broad representation of the public. Some studies have found that the access of certain groups to public decision-making is restricted because of officials' perceptions of who is capable of participating. For example, one English study found that officials believed middle class residents to be more able to cope with debate and more likely to make constructive suggestions (Batley 1972:113). Certainly, middle-class people may be more comfortable in participating in public decision-making processes, and officials may relate more easily to them. But the result of such judgements, whether they are made consciously or unconsciously, is that they are a barrier to participants. The apparent apathy of some groups is not only due to their own personal or social characteristics, but may also be explained by the attitudes of those in control of the public participation process.

3.2.1.3 The Planning Issue

Peoples' ability to participate in public decision-making will be affected by the planning issue itself. It may be technically complex or contain matters generally unfamiliar to the public. It is therefore important for the agency to provide information which sets out issues clearly in easily understood language and provides adequate detail, so that the public is able to make considered comment. The Department therefore needs to include education on the issues and on management planning as part of participation procedures.

3.2.1.4 The Methods of Participation

Depending on the methods of participation used, individuals will either be encouraged or restricted in their involvement. Participation procedures must be developed to take into account cultural/ethnic needs and local community requirements. What works in one location or with one group may not work with another. Furthermore, the methods chosen will influence the quantity, quality and types of information gained from the participants. For example, a public survey is useful for obtaining factual information from a wide range of residents. But detailed information on values and attitudes, and opportunities for generating ideas or discussing options will be more effectively gained through face-to-face meetings. This issue is discussed further in the next section.

3.3 The Public Participation Process

Both the Tararua and Tongariro reviews used a range of participation methods, including public meetings, meetings with clubs, and submissions.

The participants supported the methods they had experienced. Presenting submissions was

considered to be an essential part of the process by most people. Including the discussion paper stage was widely supported; many saw it as enabling the public to have a say in forming the plan.

Public meetings were also very popular. Those who attended meetings in connection with their plan were positive, and those who had not been to meetings wanted the opportunity. Public meetings were especially valued as a way of learning about the Department's proposals and for hearing others' views rather than as the major opportunity for presenting views to the Department. The evaluation of the Resource Management Law Reform's consultation process noted that public meetings were supported for similar reasons (Wylie 1989:13).

The main advantage of public meetings is to disseminate information from the agency to the public. They are less effective in conveying the range and detail of community perspectives back to the planners. Public meetings are susceptible to domination by articulate and well-organised interests, and consequently the information flow from the public back to the agency may be biased. Public meetings are useful for sharing information, but are not effective decision-making forums. Fagence (1977:278) concludes that for public meetings to be useful sources of information for planners they should be "restricted in size, localised, and should concentrate on the consideration of issues which are fairly simple". Hampton (1977:38) recommends that those organising meetings have a procedure for recording main points from the audience.

Because the public meeting is generally more successful at communicating information from the agency to the public than increasing public influence, it is an example of a 'passive' public participation method. Submission-making and other methods suggested by staff and participants are also passive for similar reasons. For example, if the public is asked to make submissions on proposals formulated by the agency, or a questionnaire seeks the public's views on issues pre-defined by the agency, then only limited opportunities are provided for individuals to develop alternative ideas or engage with the options presented. Similarly, displays or exhibits, information sheets and news items are useful ways of disseminating information, but they are essentially public relations exercises which facilitate the flow of information from the agency to the public. They do not provide channels for the public to debate issues with the agency.

In contrast, methods such as workshops and advisory groups require a more sustained input from members of the public. The emphasis shifts from consultation with the public to seeking their extended involvement over time. Situations which may require extended involvement methods include those where:

- missuses have serious implications for the resource base;
- issues have significant economic and/or social impacts;
- a range of resources are involved;
- many groups are concerned about the issues, and there may be conflicting interests;
- the public strongly expresses interest in participating in decision-making;
- there is time available for planning (Ministry of Forests, 1981:107).

Extended involvement methods benefit the agency because they provide a source of expertise and improve relations with the community. They benefit the community by offering ongoing involvement in management and policy issues.

But to be successful they require from the agency a commitment of staff, time and resources, and from the community, appropriate expertise and a commitment to being involved. Such methods do not necessarily widen the basis of community participation and so will not solve the problem of inadequate representation (Fagence 1977:292).

3.3.1 Required Improvements

While the participants were generally satisfied with the opportunities provided by the Department, they also requested more small, informal meetings between DOC staff and clubs or interested individuals. Such meetings formed part of the Tararua review, and the concept was picked up by both lots of participants as the most obvious way of enhancing public participation opportunities. Small, informal meetings at various stages of the review process may be a valuable way of enabling more people in the community to participate.

The part that people were especially dissatisfied with, was the lack of feedback after they had made submissions. Participants had invested their time and energy and they wanted to be kept informed.

If public participation is to be successful and effective from the point of view of community members, then it must include feedback. Yet this is the area in which most public participation exercises fail (Sewell and Phillips 1979:357). Without such follow-up, to show the public that their legitimate concerns have been resolved in a logical and fair way, then it is inevitable that the public will become cynical about the sincerity of consultation. **Poor feedback, probably more than any other factor, influences submission-makers to judge their participation experience negatively.** Participants do not necessarily expect their views to change the plan, but they do expect to be told what decisions are made and why.

Overall, this study led to the conclusion that methods of participation must be compatible with the needs and experiences of the diverse interest groups. These ranged from organisations, such as outdoor recreational or conservation groups, business and local/regional authorities who are well organised and experienced in articulating their views, to individuals who are not affiliated to any organised group. Some individuals will have the skills and know how to become involved. Others affected by the plan are unable, for individual, social or other reasons to participate. They need to be identified by the agency. Similarly, the agency needs to seek out groups who are not familiar with planning procedures, but who have interests in the area under review.

The problem of how to involve a wide representation of community interests is addressed by Fagence (1977:315) who talks about planning aid. This technique requires planning agencies to be proactive, by providing those who do not participate through lack of resources, knowledge or political power, with supports so that they can have a voice. The types of aid an agency provides may include information on planning procedures, technical advice, or financial support.

Some of the submission-makers would have appreciated such aid. They requested information on the role and purpose of management planning and on how to write submissions. Advice is required on how people can participate, so as to build up their confidence and demystify what may seem a complex procedure. This is especially important for members of minority ethnic groups who may be unfamiliar with planning procedures.

Similarly, there are circumstances where groups may require some financial support in order to be able to participate.

3.4 Who Makes Decisions?

Successful public participation is not just about devising the right procedures to solicit community views. First and foremost a planning agency must address fundamental political questions - how decisions are made and who influences them. Both the planning agency and participants are concerned with who holds the power over decision making.

At the most extreme, the public's and the agency's interests in public participation are contradictory. This has been called the conflict between participatory democracy and professional expertise (Burke 1968:287). On the one side, members of the community are most interested in exerting voice and influence which means that the agency must give up some of its power. From their perspective, the personal expression of views and concerns is not enough. Participants want to affect the rationale and direction of the plan.

On the other side, agency officials wish to safeguard their professional status and control. They not only want to persuade the public to agree to the plans and thus achieve the organisation's objectives, but they also seek to use public participation to enhance its image and credibility in the community. For some planning agencies, only minimal public involvement, to disseminate information and to gauge reactions, is preferred as the most compatible with administrative demands and professional interests.

By definition, public participation implies sharing decision-making powers between government and people (Royer 1975:1). The challenge for the planning agency is to manage conflicts over the nature and extent of public influence in decision-making. Public involvement must go beyond mere tokenism, but the agency's own responsibilities and operating constraints need to be taken into account.

Several studies of public participation have concluded that the desires of the public for more power, and the desires of the decision-making agency to implement its proposals with minimal conflict are not necessarily incompatible if a 'middle road' requiring compromise on both sides is taken (Glass 1979; Cole 1974).

Below, four approaches to public participation are outlined: civic education, skill supplement, conflict management, and community power. These approaches are based on different understandings of the distribution of power between agency and community. A public participation programme may be designed to include elements of all four approaches, rather than focusing solely on agency control or community control.

3.4.1 Civic Education

The civic education approach focuses on achieving better understanding between the community and the decision-making authority:

From such a perspective the purpose of participation is seen as improving the integration of people into society and preserving social stability. The criteria of successful participation would therefore stem from its contribution to this stability, the development of responsible public attitudes (cf. civic culture), and the degree of communication between the system (the local authority) and its environment (the public). (Thornley 1977:50).

The role of the public is a passive one. They are not expected to take a major part in setting planning terms of reference, or in defining goals and options. Instead, the decision-making agency is most concerned with how well it disseminates information to the public and how effectively it can elicit people's views.

There are advantages in this approach to public participation. Firstly, it informs the community about public participation opportunities and encourages them to become involved. The agency may not have to develop new procedures, but instead concentrate on better publicising and explaining the opportunities already available.

Secondly, research in the United States has found that programmes encouraging public involvement do improve people's trust and confidence in the decision-making body (Cole 1974:127). The agency's public image and credibility is enhanced by consultation.

But the disadvantage is that consultation may be deemed successful if the public is simply allowed to have their say. This is to use public participation solely as a 'technique of persuasion' where the public's anxieties over various proposals are relieved but there is no real consideration of their views (Batley 1972:107). The danger is that if members of the public do not have at least some power to influence decisions, then participation will become meaningless.

3.4.2 Skill Supplement

This public participation approach uses the expertise of individuals from the community to augment staff skills. The assumption is that planning staff do not need to be expert on all substantive issues, but rather that they should be expert at working with knowledgeable members of the community (Burke 1968:290).

The success of this approach depends on the skills and expertise available in the community and the ability of agency staff to involve local experts.

Although advantageous in drawing on skills outside of the agency, this approach should not be used on its own because it may obtain only a narrow range of community opinion. It can be improved by creatively seeking experts outside of the usual, expected circles. For example, in the resource management area, there are many knowledgeable groups that the Department may call on, including conservationists, outdoor recreationists, scientists, iwi groups, schools, community groups, and regional and central government officials.

The approach can also be improved by providing supports for locals to participate. Individuals who give their time and expertise need some incentives and acknowledgement of their efforts, particularly if involvement is required over a long period.

3.4.3 Conflict Management

According to this perspective, conflict among different interests and viewpoints in the community is inevitable. Public participation procedures should be developed to work through issues so as to prevent the escalation of conflict (Thornley 1977:48).

Unlike the civic education approach, this perspective does not expect an expert agency to hold the correct view and to impose that on an uninformed populace. Instead, the decision-making

agency has a special responsibility, as a neutral umpire, to resolve the competing interests and values held by groups in the community, as far as possible for the good of the community as a whole. This means that agency officials need to be adept at communication, negotiation and mediation.

The advantage of this perspective is that it accepts that conflicts between different interest groups exist, and must be dealt with if plans are to be accepted by the community and implemented.

A major weakness is its focus on organised groups. It is assumed that different viewpoints are associated with visible groups. The consequence is that unaffiliated individuals and unorganised interests may be overlooked. The participation process needs to have some mechanism for encouraging input from these parties.

Furthermore, the conflict management approach assumes that members of the community are knowledgeable about public decision-making procedures and specifically that groups are adept at promoting their causes. However, not all groups are articulate or familiar with political structures. Consequently the decision-making agency has a responsibility to inform the public about how they can participate. Otherwise, the ideal of widespread involvement of interest groups will be compromised. Only those groups with the know how will participate, with the result that their views will predominate.

A further disadvantage of this approach is that it assumes all conflict can be resolved. In some cases this may not happen, because of the decision-making agency's own operating constraints which determine options. When this is so, the public should be informed of the frame of reference in which decisions must be made.

3.4.4 Community Power

The focus of this approach is on changing power relations to ensure a more equitable society (Thornley 1977:46). Participation of the greatest possible number in political life, on an equal footing, is regarded as essential for achieving solutions to social problems.

This approach differs from the others, because it considers that public participation is always between unequal partners. There are inequalities of power, knowledge and status between the agency's professionals and the community. There are also inequalities between different groups within the community, in terms of their political know-how, social status, ability to mobilise resources, and so on. When groups contest issues, such inequalities influence the outcome of decisions.

To overcome inequalities, this approach envisages a shift of power from the decision-making agency to the community. This means that the public is involved in devising policy, rather than being confined to commenting on specific operational changes. It may also involve community representatives in an ongoing way, for example, through an advisory committee or joint management of a protected area.

Greater community control appeals to many interest groups, particularly those committed to an on-going cause, such as conservation, in contrast to those who are motivated to act by a single one-off issue (Burke 1968:292). It also appeals to those who have strong stakes in an area, such

as tangata whenua, farmers or regular park visitors.

Community control means that professionals are expected to give up at least some of their power. Consequently, this approach to public participation may not gain much support from agency officials (Thornley 1977:54). Nevertheless, the approach provides some useful guidelines for ensuring that participation procedures are sensitive to the problems of access to decision-making and the representativeness of participants:

- Information on proposals should be made easily accessible by using non-technical language.
- Information should be provided on how people can participate.
- The widest possible participation should be sought, to include the less educated, the less powerful and the unorganised.
- Officials need to be aware of existing inequalities in the community which may favour one group over another in the participation process, and work to minimise such inequalities.
- Officials need to critically assess their role in the planning process, especially watching how their actions and attitudes may inhibit public participation.

4. CONCLUSIONS

4.1 Introduction

Public participation is an essential component of management planning. It allows for the legitimate interests, values, needs and expectations of all sections of the community to be recognised. Given the nature and extent of public interest in the management of protected areas, an effective public participation procedure should be flexible and innovative to ensure broad representation.

To a certain extent, present public participation procedures undertaken by the Department achieve the public's involvement and are supported by them. But the research also identified where improvements are required. The strengths and suggested improvements are discussed below. Finally, ideas for further research are outlined.

4.2 Participation Opportunities

In general, participants considered that they had been given adequate opportunity for involvement in management planning, although individual participants were less satisfied than organisations with the scope of opportunities provided.

There was strong support for submission-making as the primary method of participation. However, many would not be happy if they were limited to submission-making only, particularly if there is only one opportunity to make a submission to a draft plan. There was strong support for having a discussion paper. Further support was evident for participation at the early stage of plan formulation.

The majority reported that they were satisfied with the way their concerns and views had been received by the Department. In some cases individual staff were singled out for praise. Participants were most enthusiastic about the opportunity to meet staff in informal settings, where they felt a direct exchange of views and information would occur.

Public meetings were also valued, mainly as a way of obtaining information from the Department and from other parties interested in the review. Public meetings were thought to be less successful as a means of influencing staff.

Many participants said that the main satisfaction they had gained from being involved in the review was the expression of their views and concerns directly to the Department. Some noted that they had increased their awareness and understanding of conservation issues. Public participation clearly provides opportunities for the Department to advocate conservation, and to develop stronger links with the community.

4.3 Improvements Needed

4.3.1 Representation

This is probably the most intractable problem facing any public participation exercise. While full demographic representation may be unrealistic and inappropriate, the study showed that more effort is needed to ensure all groups and sections of the community with interests in the area under review are involved. In particular, it is essential that appropriate participation procedures be developed to ensure that the views of iwi are taken into account. The department needs to focus its efforts in involving Maori representatives much more in the decision-making process. It is acknowledged by staff that this will require a new approach to consultation that is not so reliant on formal submissions and involves on-going liaison with iwi.

If adequate representation of all community interests is not achieved, then two problems may arise. First, one interest group may gain undue influence over the plan, to the detriment of the interests of other sections of the community. Second, conflict over the plan is more likely to occur.

4.3.2 Information Dissemination

Both reviews provided the public with a variety of information about the plans. Participants were almost equally divided on how useful they considered that information was. Some were satisfied with its scope. Others criticised the information provided on the basis that more background material, and further clarification and explanation of policies were required. Information to help people participate was also requested -for example, information explaining the goals and purposes of management planning and how to put together a submission. It is important for the Department to provide this type of information, because it eliminates some of the barriers to participation associated with individuals' lack of skills and knowledge.

Another essential aspect of information dissemination is feedback from the Department to the public on decisions made about the plan. Although the Department had made efforts to keep the public informed, there were long delays with both plans. By the time the research was undertaken, participants felt out of touch with the review and were dissatisfied that they did not know whether or when issues would be resolved.

It is necessary for the Department to maintain contact with participants after the formal participation opportunities are over. Such contact acknowledges the interest, hard work and commitment of participants, and fosters good relations with the community. If public

participation is to be successful from the point of view of the public, then it must include feedback on how their views influenced the final outcome.

4.3.3 Influence

Participants want to be certain that their input makes an appreciable difference to the content and direction of the plan. At the least they want assurance that their ideas are competently assessed, and they want the reasons for the decisions taken explained.

Although many participants considered that they had exerted an influence on the direction of the plan, some wished to reserve judgement because they had received little or no feedback from the Department. About one quarter of participants felt that they had not affected the decisions taken by the Department.

In contrast, the staff who were interviewed emphasised that they had been influenced, in some issues considerably, by the submissions. There appears to be potential for staff to more clearly identify to the public the contributions made by participants to the development of management plans.

Some of the frustration expressed by participants who did not think their views were taken into account may be overcome by providing more opportunities for public input at the plan formulation stage, before the discussion paper. It was also apparent that informal contact with staff on a one-to-one basis and through meetings with clubs may help participants exert some influence. Participants felt they were listened to in such settings. The extent of public influence in management planning is a difficult question that the Department needs to resolve. There are three general principles to consider in defining the extent of public influence:

No one public participation method will be compatible with the various characteristics, needs and abilities of the groups from which information is sought. As there are many 'publics', a variety of participation opportunities appropriate to the situation and to the planning objectives must be offered. Employing several consultation methods will help ensure that a broad representation of the community is able to influence the plan.

Compromise on both sides is required. If either extreme of total agency control or total community control over decision-making dominates, then it is very unlikely that a plan will be successfully adopted and implemented.

The aim of the planning exercise needs to be identified. The primary goal of management planning is care and protection of the natural and historic environment. It should not be the entrenchment of a bureaucratic and professional elite (although this may be an unintended consequence). Nor should the primary goal be the promotion of participatory democracy, although this is certainly an essential and valuable component of management planning. The success of the plan cannot be judged solely on the consultation methods used. A plan's success must be judged on how the public participation procedures help achieve conservation objectives. This means that the legitimate interests, values, needs and expectations of interested sections of the community will have to be taken into account in planning. But this does not mean that everything the public wants (including contradictions) must be incorporated into the plan. The great majority of the interested public would not expect this. But they do expect their contributions to be seriously considered.

4.4 Further Research

The study highlights one major area where further research is required. This is in relation to those groups or sections of the population who do not participate in management planning. The study focused on those who made submissions to two recent management plan reviews, and consequently identified the specific social and demographic characteristics of those participants. They are better educated and enjoy a higher income than average. In particular, Maori both collectively and individually are under-represented among the submission-makers.

The reasons why the interests of tangata whenua concerning the management of protected areas are not adequately represented requires further investigation. Such a study would increase our understanding of how public participation procedures may become more sensitive to the values, needs and expectations of iwi and, moreover, how effective management planning may be achieved.

The study should identify:

- The disincentives and barriers to public participation as experienced by Maori, both individually and collectively.
- The way in which iwi would prefer to be involved in natural and historical resource management.
- The natural and historic resource management issues of concern to iwi.

Such research needs to be undertaken with due regard to *taua Māori* and with the involvement of the Maori participants in formulating the nature and direction of the research. Of necessity, the research findings must contribute to establishing effective liaison and partnerships in resource management between iwi and the Department.

5. RECOMMENDATIONS

The management plan review should obtain the broadest participation possible, particularly of those groups which are affected by a plan. Find out who in the public is concerned about the issues before starting the consultation.

A variety of public participation techniques should be used to take account of different situations and needs within the community.

Further investigation should be undertaken to identify how Maori, both individually and collectively, may be encouraged to participate.

Special attention should be paid to developing informal participation opportunities such as discussions with clubs and interested members of the public.

In the course of the review process, the public should be given at least two opportunities to make comments, one of these at the early stage of plan formulation. If contentious issues arise,

the public should be notified and given the chance for additional input.

The Department should consider ways of encouraging participation by interest groups who may be otherwise prevented from doing so because of lack of support, finances or other resources.

The availability of complete, accurate and easily understood information on the proposals should have a high priority.

Information on how to participate should be provided. This may take the form of information on the management planning process and guidelines for making submissions.

Adequate feedback should be given to the public after submissions are received. Feedback should cover the way that submissions have been dealt with, the decisions made, progress with finalising the plan, and information on where the plan may be obtained.

6. ACKNOWLEDGEMENTS

Many people have been involved in this project. Department of Conservation staff contributions have been especially valuable. I appreciate the assistance of conservancy staff who were involved in developing the two management plans focused on in this study, and that of Head Office staff in the advocacy division and planning section. I would also like to thank colleagues outside of the department for their useful comments and suggestions.

Members of the public who made submissions to the two management plans have provided the information which form the basis of the study. Their contributions, via the survey questionnaire and interviews, show not only the extent of public interest in decision-making, but also their expertise and goodwill. Their involvement in the study has been essential for development of effective management planning procedures.

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APPENDIX 1: MAP



APPENDIX 2: RESEARCH METHODS

1. HOW THE RESEARCH WAS DONE

Two research methods were used in this study:

- a questionnaire survey of every individual or group who made a submission to the two parks
- in depth interviews with a sample of participants

In addition, some Department of Conservation staff involved with the two management planning were interviewed.

In October 1989 a postal questionnaire was mailed to all who made a submission to either of the two management plans. Names and addresses were obtained from departmental files. All entries with incomplete addresses were deleted, as were multiple entries of those who had made submissions at different stages of the review. This left 421 participants, 339 for the Tongariro National Park management plan review and 82 for the Tararua Forest Park review. Two individuals and ten organisations made submissions to both plans, and consequently received a questionnaire for each plan.

Separate questionnaires were sent out for each management plan review and for individuals and those who made submissions on behalf of an organisation. All questionnaires covered similar topics, but there were differences between the two reviews that had to be accommodated. For example, the Tararua review offered two opportunities for the public to make submissions, while the Tongariro review offered three opportunities.

The questionnaires covered three main areas: experience of the management planning process, views and opinions about the process and background demographic information. A sample of the Tongariro questionnaire is attached; similar questions were asked of those who made submissions to the Tararua plan.

The advantage of using a postal questionnaire is that a broad coverage of participants, who may not be reached in other ways, is achieved. This was an important consideration, as the Tongariro National Park management plan review drew submissions from Russell to Geraldine. Almost all submissions made to the Tararua Forest Park review came from the Wellington, Horowhenua, Manawatu and Wairarapa regions.

In order to obtain more detailed information on participants' experiences, motivations and views, which could not be obtained from a survey, a small number were interviewed. These people were selected to obtain views about each review, a geographical spread of submission-makers, and to include the different types of organisations that had made submissions.

Interviews were conducted with 10 people who made individual submissions, and 17 people representing 12 organisations. Four of the latter interviews were conducted as group discussions. Everyone approached for an interview agreed to participate. Topics covered in the included: participants views on the role of the public in management planning, and problems encountered in making a submission.

Nine Department of Conservation staff were interviewed. Two had worked on the Tongariro review, four on the Tararua review and three others had experience of other management plans. Staff who had not been directly involved with the reviews were included to obtain a general understanding of staff views about public participation. Time and resource constraints prevented discussion with a greater number of staff members. Discussion with staff focused on their understandings of the purpose of public consultation, its advantages and disadvantages, and the public participation technique they had used.

2. DETAILS OF THE QUESTIONNAIRE SAMPLE

The 207 responses are a self-selected sample of the total population of those who made submission. Therefore, it is necessary to find out if they are similar to the total population or if there are biases in results owing to the method of selection.

Although questionnaires were sent to all who had made submissions, not everyone responded to the questionnaire. One reminder was given, but further effort to increase the response rate was not possible, due to time constraints. Nevertheless, there was a satisfactory response rate of 53%. This is calculated on the total number of people known to be present at the time of the survey (387).

The response rate was positively influenced by the characteristics of the group surveyed, whose high motivation, familiarity with written communication and interest in the questionnaire topic are indicated from their original responses to the call for submissions. As a whole, they are relatively well educated a group which typically responds to surveys. However, the rate was probably adversely affected by the time lapse of up to three years between making submissions and receiving the questionnaire. Many non-responses were a result of people who have moved address. Other non-responses may no longer be motivated to comment about management planning.

Only two people refused to take part in the survey (one Tararua submission-maker and one Tongariro submission-maker). Both wrote that they were frustrated with their experience of a submission, particularly with what they perceived as a lack of consideration of their views. It is not known how many other 'non-responses' were due to frustration with the public participation procedures.

One organisation who made a submission to the Tongariro management plan did not answer the questionnaire, but sent back a page of comments, which are included in the analysis of the open-ended questions.

Only one questionnaire was discarded as unusable. It was filled in by a member who had not been involved in making the submission. Consequently, it was considered that this response was an unreliable account of the organisation's participation.

When survey respondents are compared to the total population of those who made a submission, on the basis of the proportions of individual and organisational participants, it was found that they are similar. Overall, 65% of the survey made individual submissions, compared to 62% of the total population. Thirty five percent of the survey made submissions

on behalf of organisations, while 38% of the total population did.

Proportionally more Tararua participants than Tongariro participants responded to the survey. In the total population, 19% made submissions to the review of the Tararua Forest Park management plan, whereas 28% of these people responded to the survey. Both individual and organisational participants in the Tararua review were over-represented, when compared to their Tongariro participants.

Table 13 focuses on the types of organisations who made submissions and compares these with the organisations represented in the survey.

Table 13 Comparison of types of organisations which took part in the survey with types of organisations making submissions to the management plans. (%)

Type of organisation	Survey Participant	Total organisations
Conservation group	12	8
Outdoor recreational group	53	59
Business	14	13
Local/regional authority	8	9
Central government	11	8
Other ¹	2	3

¹This category includes schools, women's organisations, quangos and religious groups.

A slightly higher percentage of conservation groups responded to the survey, and a slightly lower percentage of outdoor recreational groups took part compared to the total population.

Table 14 shows the geographical spread of survey participants, compared to the total population.

Table 14 Comparison of residence of survey participants with total population (%)

Residence	Survey participants			Total population		
	Tararua	Tongariro	Total	Tararua	Tongariro	Total
Auckland	-	32	24	-	34	27
Tongariro/Taupo	-	6	5	-	18	14
Manawatu	5	1	2	10	3	4
Horowhenua	14	-	3	12	0.5	6
Wairarapa	16	-	2	28	0.5	3
Wellington	63	25	34	49	19	25
Other	2	31	30	1	25	21

There are major differences in the geographical representation of survey participants. All areas except Wellington and 'other' were under-represented among the Tararua respondents. Among the Tongariro respondents, those from Tongariro/Taupo are under-represented, and Wellington and 'other' respondents are over-represented.

To summarise, the survey population is generally representative of the total population of submission-makers on the basis of the proportion of individual and organisational participants and the proportions of different types of organisations. But proportionally more Tararua people responded to the survey compared to Tongariro.

The survey is not geographically representative of those who made submission. For Tongariro, those from the Tongariro/Taupo areas are under-represented. For both plans, those from Wellington are over-represented.

4. DATA ANALYSIS

Both quantitative and qualitative analysis was done. The questionnaires were coded and analysed with the SAS computer package. Simple frequency distributions of responses were obtained. Answers to the open-ended survey questions, and information gained from the interviews were analysed using qualitative methods.



CONSERVATION

Conservation Science Centre

QUESTIONNAIRE ON PUBLIC PARTICIPATION IN MANAGEMENT PLANNING

In recent years the Department of Conservation has sought public submissions to assist in the development of management plans for Teapouri National Park and Tararua Forest Park. This questionnaire has been sent to you because you have made a submission to one or both of these management plans. I would appreciate it if you would answer the questions on the following pages.

Your comments will help the Department of Conservation improve its management planning and strengthen the opportunities for public participation in the management planning process.

The questions ask for information about your involvement in management planning, and your opinions about the management planning process. You are also asked to provide some information about yourself, so that the Department may better understand who has participated in management planning.

The information gathered will be used to assess how effectively the Department involves the public in management planning. Please be assured that the information you provide will not be used in any way that can identify you.

If you have received two questionnaires, this is because you made submissions to the two management plans being studied. Please fill in both questionnaires.

Once again, thank you for your help.

Please send your completed questionnaire to me at the address below in the post-paid envelope that is provided. I would appreciate receiving your completed questionnaire by Tuesday, 14 October.

If you have any queries about the research, please contact:

Dr Bev Jones
Science and Research Division
Department of Conservation
PO Box 10420
Wellington
Ph: 710 726 ext 8272

Yours sincerely

B. L. Jones

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SAMPLE QUESTIONNAIRE

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CONSERVATION

Conservation Science Centre

QUESTIONNAIRE ON PUBLIC PARTICIPATION IN MANAGEMENT PLANNING

In recent years the Department of Conservation has sought public submissions to assist in the development of management plans for Teapouri National Park and Tararua Forest Park. This questionnaire has been sent to you because your organisation made a submission to one or both of these management plans. I would appreciate it if a member of your organisation who was involved in making the submission(s) would answer the questions on the following pages.

Your comments will help the Department of Conservation improve its management planning and strengthen the opportunities for public participation in the management planning process.

The questions ask for information about your organisation's involvement in management planning, and your opinions about the management planning process. You are also asked to provide some information about yourself, so that the Department may better understand who has participated in management planning.

The information gathered will be used to assess how effectively the Department involves the public in management planning. Please be assured that the information you provide will not be used in any way that can identify you.

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**DESIGNING NATIONAL PARK MANAGEMENT PLAN
QUESTIONNAIRE ON PUBLIC PARTICIPATION**

The following questions relate to the initial review of the Tongariro National Park management plan described over 1990-1996. Please do not refer to any other management plan, unless the question asks specifically for such information.

1. Please tick the type of submission(s) you made. (You may tick more than one.)

- Written submission to the March 1996 Tongariro National Park discussion paper
- Written submission to the 1997 Tongariro National Park draft management plan

Formal oral submission to the Tongariro-Tongapu National Parks and Reserves Board

2. If you ticked discuss in Question 1, please go to Question 3a.
If you ticked draft in Question 1, please go to Question 3b.

3a. Why did you make only one type of submission?

Go to Q. 3.

3b. Why did you make more than one type of submission?

Go to Q. 2.

3. Why did you feel it was important to make a submission about the Tongariro National Park management plan?

4. How did you discover that you were able to make a submission (or submissions)? Please tick all the boxes that apply.

- Through the newspaper
- Through radio
- Through the Department of Conservation
- Through involvement in a group or club
- Through friends/relatives/colleagues
- Through family
- Other (please state)

(Individuals)

4. How did your organisation discover that it was able to make a submission (or submissions)? Please tick all boxes that apply.

- Through the newspaper
- Through radio
- Through the Department of Conservation
- Other (please state)

(Organisations)

This text is that sent to individuals. Only minor changes were made for questionnaires sent to organisations, with a few exceptions as noted.

5a. What sources of information did you use in putting together your submission on the discussion paper? (Please tick all the boxes that apply.)

- Did not make a submission on the discussion paper (go to Q. 4a)
- Discussion paper
- Newspaper
- Radio
- Television
- Public meeting
- Contact with Department of Conservation staff
- Personal experience/knowledge of the area
- Other (please state)

5b. Do you think that the discussion paper alone provided enough information for you to make your submission?

- Yes (go to Q. 4a)
- No (go to Q. 4b)
- Don't know (go to Q. 4a)

7. If no, please describe what other information you would have liked.

5a. What sources of information did you use in putting together your submission on the draft management plan? (Please tick all the boxes that apply.)

- Did not make a submission on the draft management plan (go to Q. 7)
- Discussion paper
- Draft management plan
- Newspaper
- Radio
- Television
- Public meeting
- Contact with Department of Conservation staff
- Personal experience/knowledge of the area
- Other (please state)

5b. Do you think that the draft management plan alone provided enough information for you to make your submission?

- Yes (go to Q. 7)
- No (go to Q. 4a)
- Don't know (go to Q. 7)

7. If no, please describe what other information you would have liked.

7. Apart from writing a submission to the management plan, you may have made known your opinions about the plan in some other ways. A list of such ways is given below. Please tick the ones you were involved with (you may tick more than one).

- Organized a public meeting
- Attended a public meeting
- Organized a survey meeting
- Attended a survey meeting
- Contacted Minister of Conservation
- Contacted a member of parliament (not Minister of Conservation)
- Wrote a letter to the newspaper
- Organized a petition
- Signed a petition
- Member of an advisory board
- Other (please state)

None of the above

8a. Was making a submission the preferred way for you to participate in the Tongariro Management plan, compared to some other way?

- Yes (go to Q. 8b)
- No (go to Q. 8b)

8b. Please explain why, or why not.

11a. Do you belong to or have you belonged to an outdoor recreational organisation or conservation organisation?

- Yes (go to Q. 11b)
- No (go to Q. 11c)

11b. If yes, please give the name of the organisation(s).

Finally, we would like some background details about you.

11. In which age group are you?

- Under 15
- 15 - 19
- 20 - 29
- 30 - 39
- 40 - 49
- 50 - 59
- 60 - 69
- 70 +

12. Are you?

- Male
- Female

9a. Do you think that the Department of Conservation could have provided more opportunities for the public to have a say in the Tongariro management plan?

- Yes (go to Q. 9b)
- No (go to Q. 9b)

9b. If yes, what could the Department have done to improve opportunities for the public to have a say in the Tongariro management plan?

10. How worthwhile do you think your participation in the management planning process was?

11. Have you made submissions about any other protected areas, besides Tongariro National Park (for example, a marine park, coastal reserve, forest park or national park)?

- Yes
- No

11a. Please indicate the type of organisation you are answering this questionnaire for:

- Conservation group
- Outdoor recreational group
- Business
- Local/regional authority
- Central government
- Other (please state)

(Organisations)

11b. How long have you been involved with your organisation?

_____ Years _____ Months

12. Were you involved in preparing your organisation's submission (or submissions) to the Tongariro National Park management plan?

- Yes
- No

13. What ethnic group do you belong to?

- European/Paseta
- Mixed
- Pacific Island
- Other (please state) _____

14. What is your highest educational qualifications?

- No qualification
- School Certificate or equivalent
- University Entrance or equivalent
- Vocational or trade qualification
- University Bachelor's degree
- Post graduate degree
- Other, (please state) _____

17. Please indicate your main occupation (tick one box only).

- Paid employment (state occupation) _____
- Self employment (state occupation) _____
- unpaid household duties
- Voluntary work
- Study
- Retired
- Unemployed
- Other (please state) _____

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14. Please indicate your yearly income (before tax).

- 0 - 5,999
- 10,000 - 15,999
- 20,000 - 25,999
- 30,000 - 35,999
- 40,000 - 45,999
- 50,000 - 55,999
- 60,000 +

19. Where do you currently live?

Name of town or city or rural area _____

Thank you for your help.

APPENDIX 3: BACKGROUND INFORMATION : RESEARCH PARTICIPANTS

1. THE SURVEY RESPONDENTS

Data on age, sex, ethnicity, educational qualifications, occupation and income were gathered to provide a picture of how representative the participants are of the total New Zealand population, and park visitors and outdoor recreationists.

All survey respondents, whether individuals or representative of organisations, were asked for this information. The demographic characteristics of organisational respondents were not assumed to reflect those of other members of their organisation. Obtaining data from all participants was necessary to build up an accurate picture of those who make submissions.

1.1 Age

The most common age group is the 40-49 age group, comprising one third of participants (see Table 15). Almost two thirds of participants are aged from 30-59 years. In addition, one fifth are over 60 years of age.

Table 15 Age of participants (%)

Age	Tararua	Tongariro	Combined
15-19	-	1	1
20-29	5	8	7
30-39	19	21	21
40-49	40	31	33
50-59	23	17	18
60-69	11	14	13
70+	-	8	6
No response	2	-	1

The review of the Tongariro management plan drew submissions from a wider age range than the Tararua review. Eight percent of Tongariro respondents were over 70 years of age, and one percent were aged 20.

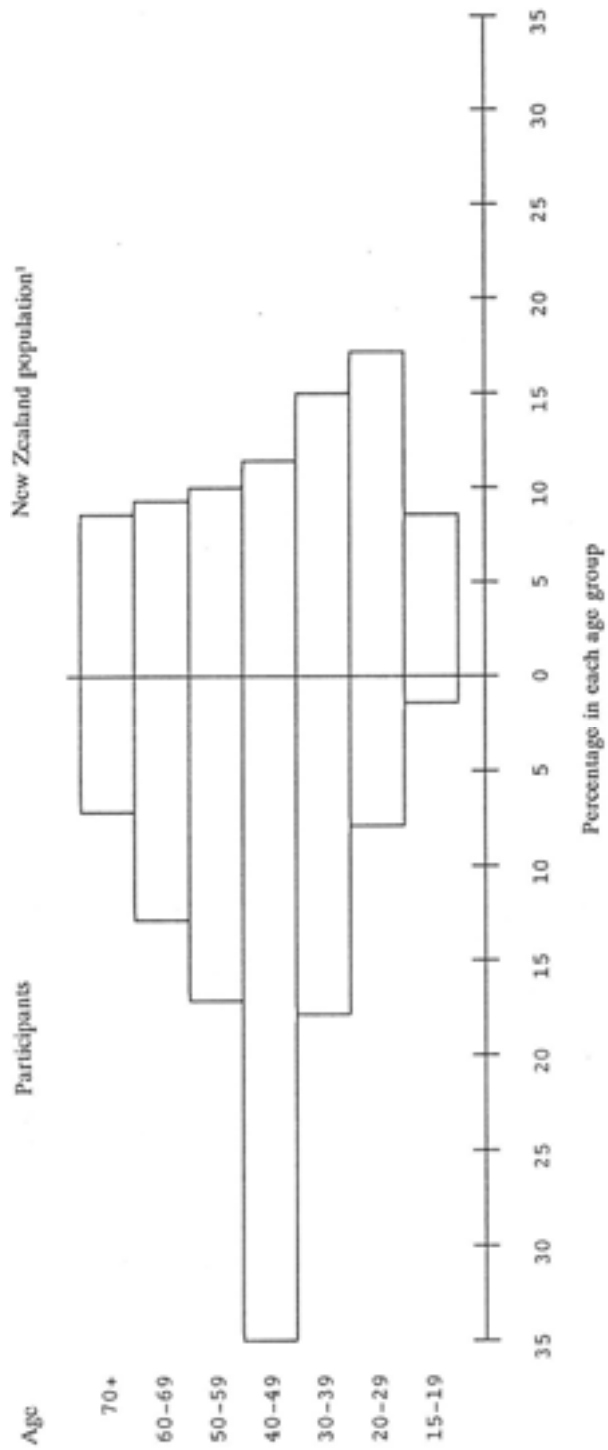
Figure 1 compares the participants' ages with the age distribution of the New Zealand population. This shows that the 30-69 year olds are over-represented, while those from 15-29 are under-represented compared to the total population.

The age range of participants is broader than that associated with active outdoor recreationists, who tend to be under 30. The age range of participants is more akin to the broad spread of age groups, including older people, who visit national parks (Booth 1989:9).

1.2 Sex

Many more men than women made submissions; 78% compared to 22%. Men comprise 49% of the New Zealand population (Department of Statistics 1988a:45); consequently they are over-represented among participants.

Figure 1. Comparison of age distribution of participants with age distribution of New Zealand population.



¹ Source: *Demographic Trends, 1988:47.*

There are several reasons why men are over-represented. This reflects the dominance of men in some active outdoor pursuits, such as hunting and tramping. However, studies of New Zealand indicate that participation is only slightly higher for males (Aukerman and Davison 1980:107). A study of Whakapapa reported that women made up 41% of skiers (Clough and Meister 1989:107). Both sexes are also more or less equally represented in pursuits such as sightseeing (Booth 1989:10).

The slightly higher percentage of women who made submissions to the Tongariro management plan review (23%) compared to those who made submissions to the Tararua plan (19%) may be explained by the different activities that the two protected areas are noted for. Tramping and hunting are popular in Tararua Forest Park, while skiing is a renowned attraction of Tongariro National Park. The latter also receives many thousands of visitors interested in less active pursuits. This makes it more likely that women have visited the national park and are interested in commenting on its management.

Another reason for men being over-represented may be that they are more likely than women to make submissions on behalf of others (including women), e.g. family members, club members, business partners. Women may nevertheless have their views included in such submissions. The extent of women's 'hidden' involvement in submission-making was not able to be identified through the survey.

It should also be noted that a broad cross-section of women in the community were represented in the Tararua review through the National Council of Women's submission. Fifty national women's organisations belong to the Council. The membership is informed of management plan reviews and asked for their comments which are then compiled into a submission by the national office.

1.3 Ethnicity

Table 16 Ethnicity of Respondents (%)

Ethnicity	Tararua	Tongariro	Combined
Pakeha/European	87	93	89
Maori	-	1	1
Pacific Islander	1	-	1
New Zealander ¹	5	5	6
Non-response	7	1	3

¹ Based on studies of ethnic identity, it can be assumed that the majority of people who define themselves as 'New Zealander' are of Pakeha/European descent (Spoonley 1988:66-68).

A much lower percentage of Maori people participated in the management planning reviews compared to their 9% in the New Zealand population (Department of Statistics 1988a:44). As well as being under-represented as individuals, no Maori groups or organisations made a submission to either management plan.

Maori under-representation becomes even more apparent when the ethnic composition of the areas surrounding the Tongariro National Park and Tararua Forest Park are examined. In Tongariro region 33% of the population is of Maori descent (NZ Planning Council 1989:11). For the Manawatu, Wairarapa, Horowhenua and Wellington regions surrounding the Tararua Forest Park, between 10 and 12% of the population are Maori, slightly higher than the national average 9% (NZ Planning Council 1989:15).

Although very few of the visitors to national parks are Maori, this only partly explains their absence from the reviews (Lomax 1988). Their non-participation is more likely to be explained by the way that the public's views are sought by the Department.

1.4 Educational status

Table 17 Educational status of Participants (%)

Qualification	Tararua	Tongariro	Combined
No formal educational qualification	3	3	3
School certificate	9	6	7
University entrance	16	13	14
Trade or vocational training	25	25	25
Bachelors degree	24	28	26
University diploma	2	5	4
Post graduate degree	16	18	18
Non-response	5	2	3

The participants are a highly educated group. While only 3% have no formal educational qualifications, 48% of the New Zealand population fall into this category (Department of Statistics 1988b:13). Similarly, 26% have a University Bachelor's degree, compared to 2% of the New Zealand population, and 18% have a post graduate degree compared to 1% of the New Zealand population. Those with trade or vocational qualifications are also over-represented, making up 25% of participants compared to 16% of the New Zealand population (Department of Statistics 1988b:32).

The participants have similar educational qualifications to visitors in national and forest parks (Booth 1989:11). Trampers, mountaineers and skiers tend to have university degrees or diplomas, and many young outdoor recreationists undertake university studies. Although a low proportion of hunters have a university education, it is likely, considering their typical occupations, that they have trades or vocational qualifications (Aukerman and Davison 1980: 197).

1.5 Occupation

Table 18 Employment Status

Employment Status	Tararua	Tongariro	Combined
Paid Employment	69	45	51
Self Employment	13	30	25
Unpaid household duties	-	5	2
Voluntary work	-	2	2
Study	-	2	2
Retired	11	15	14
Unemployed	2	-	1
Non-response	5	1	2

The majority of participants (76%) are employed in paid work, or self-employed. The next highest occupational category is the retired group (14%). A higher percentage are employed, compared to the New Zealand population over 15 years of age, of whom 65% are employed (Department of Statistics 1988c:11). Those who made submissions to the Tongariro management plan are more likely than the Tararua participants to be self-employed.

Those in professional, technical and management or administrative occupations are overrepresented (see Table 19).

Of those participants who stated their occupations, the biggest group was the professional/technical 57%. The next largest group was the managerial/administrative (21%). The 1986 Census shows that only 15% of the labour force are in professional/technical occupations, and 5% in managerial/administrative occupations (Department of Statistics 1988d: 440). The largest occupational group in the labour force is production workers (31%) while this group was the smallest in the survey (2%).

The occupational composition of participants is similar to that of outdoor recreationists. People with professional/technical backgrounds are highly represented among outdoor recreationists, although it depends on the recreational activity. Trampers are more likely to be employed in professional/technical occupations, as are sight-seers (Booth 1989:11). Skiers are typically from professional and managerial occupations (Aukerman and Davison 1980: 108). But hunting is likely to attract people in production, unskilled and trades occupations.

Table 19 Occupation of participants in paid employment¹ (%)

Occupational group	Tararua	Tongariro	Total	Total excluding non-respondents
Professional/technical	50	52	52	57
Management/administration	15	20	19	21
Clerical	4	5	5	6
Agriculture/Forestry/ Fishing/Hunting	6	4	5	6
Service worker	9	7	7	8
Production	4	1	2	2
Non-response	12	11	10	-

¹This table includes wage/salary earners and self-employed, 158 of 207 survey respondents.

1.7 Income

The predominance of highly educated, professional and managerial people among the participants is matched by high income levels. 43% have an income of \$40,000 or more per annum. Within this group, there is a particularly high number in the \$60,000 or more per annum category (19%). In the 1986 Census, only 3% of the total population falls into the highest income group of \$40,000 or more per annum (Department of Statistics 1988d:447). There has been some upward movement in incomes since 1986, although not enough to account for the significant differences between the incomes of the participants compared to the New Zealand population.

The income profile of participants is similar to that of outdoor recreationists and park visitors. For example, skiing, which involves considerable costs is usually limited to high income earners (Aukerman and Davison 1980:108; Clough and Meister 1989:71).

Table 20 Income of participants (%)

Income \$ per annum	Tararua	Tongariro	Combined	Combined excluding non-response
0-9,999	3	5	5	6
10,000-19,999	11	6	7	8
20,000-29,999	16	20	19	21
30,000-39,999	19	20	20	22
40,000-49,999	14	15	15	17
50,000-59,999	7	6	6	7
60,000+	9	20	17	19
Non-response	21	8	11	-

2. CHARACTERISTICS OF INTERVIEW PARTICIPANTS

Twenty-seven participants were interviewed. Ten made individual submissions and 17 had been involved in making submissions on behalf of 12 organisations.

The types of organisations represented included five outdoor recreational organisations (one deerstalkers' club, two tramping clubs, one ski club and one outdoor recreational trust) two conservation organisations, two regional authorities, two businesses and one 'other'. Four organisations and two individuals made submissions to both reviews. Of the rest, five individuals and four organisations made submissions to the Tararua review, and two individuals and four organisations made submissions to the Tongariro review.

Those interviewed were selected to cover the main geographical areas from which submissions came. However, time and resource constraints meant that the majority of those interviewed came from the greater Wellington area (see Table 21).

Table 21 Residence of Interview Participants by type of submission

Residence	Individual	Organisation ¹	Total
Wellington	5	4	9
Wairarapa	1	4	5
Manawatu	1	-	1
Tongariro/Taupo	1	3	4
Auckland	2	1	3

¹More than one person was interviewed for some of the organisations