

5. BOA workshop arrangements

This section outlines the nature and conduct of the workshops used as the means to identify community-defined beneficial outcomes. Section 6 records the structure of the workshops and section 7 presents outputs from the workshops.

5.1 PRE-WORKSHOP PAPERS

In recognition that 406 people had provided feedback on the discussion document and valuable information had been collected from these responses, pre-workshop documents were prepared and circulated by DOC planners prior to each set of place-based workshops. This step was the key tension between the needs of the Stewart Island/Rakiura planning process and the BOA study. It resulted from the implementation of the BOA part-way through the planning cycle and would not have been a problem if workshops organised along BOA lines had represented the first contact with the community—in this situation, no written statement would have been circulated prior to the meetings. From a BOA perspective, a ‘blank slate’ approach was preferable for community development of outcomes for each place. However, this was not possible for all of the three study sites and only the Port Pegasus/Pikihatiti workshops provided the opportunity to test the BOA in the absence of a pre-circulated outcome statement (a statement of outcomes was omitted from the pre-workshop document). Outcomes are addressed in section 6.5.

The pre-workshop documents summarised views provided in the feedback responses for each ‘place’ and fulfilled three roles:

- To show people who had provided feedback that their views had been heard
- To set up the workshops to ‘test’ the ideas provided through feedback responses
- To stimulate thinking and so prepare the community for the workshops

Appendix 3 presents the pre-workshop documents for Ulva Island and Port Pegasus/Pikihatiti, to illustrate the style and content of these documents.

Each document provided the following information:

- Statement of purpose: explaining that the document was a prompt for workshop discussion
- Context and current management description for the place under discussion
- Prompts about place definition (including a map)
- Draft outcome statement (with the exception of the Port Pegasus/Pikihatiti document)
- Possible future management options

The documents provided draft outcome statements for each of the three ‘places’ (with the exception of Port Pegasus/Pikihatiti) and outlined some implications of each outcome (so people could understand what the outcome might mean).

For each case study site, a different approach was taken with respect to the presentation of a draft outcome statement in the pre-workshop paper. The approach became increasingly flexible with each set of workshops, which enabled comparisons to be made in approach (discussed in section 6.8). Furthermore, as the process progressed, each pre-workshop paper contained less ‘policy speak’ than the preceding papers—the style of writing changed to be more ‘user-friendly’ to signal the draft nature of the papers to readers.

Differences in the pre-circulated outcome statements across the three ‘places’ reflect variations in the community’s responses to the discussion document. A broad consensus was evident for the values of Ulva Island, so a single draft paragraph could be developed which encapsulated key points. However, feedback received on Mason Bay was split between those who wished for the status quo (‘remote’ option) and those who wanted a more permissive or ‘developmental’ approach to be taken in the future. For this reason, two draft outcome statements were prepared. Because of our desire to ‘test’ the BOA approach in the absence of pre-prepared outcome statements, no draft outcome statement was provided in the Port Pegasus/Pikihati pre-workshop paper. Instead, it was noted that an outcome statement would be developed as part of the workshops. Appendix 3 and DOC (2007a) present the pre-workshop documents (including draft outcome statements) as part of the record of workshop proceedings.

The pre-workshop documents were checked by DOC staff. This ensured that each document was consistent with DOC’s statutory roles, other concurrent projects (e.g. weed control) and recent community discussions (e.g. the recreation opportunity review). The intention was to ensure that the ‘possible management options’ identified in each paper were consistent with DOC management as a whole.

Some people interpreted the material in the pre-circulated material to be DOC policy, i.e. that DOC ‘has already made up its mind’. This perception may reflect the problem of lack of trust in public participation processes identified by Lachapelle et al. (2003). At each workshop, the facilitator stressed that these statements were merely a springboard for discussion and not a pre-determination of policy. The presentation of management policy detail in the documents also proved troublesome, particularly details of potential sizes for concessionaire groups, which generated debate at several workshops.

Nonetheless, the written statement provided information sought by the community and saved time with respect to discussion of management regulations. The facilitator was able to quickly ‘tick off’ non-controversial sections.

5.2 WORKSHOP LOCATIONS

For each of the three study ‘places’ (Ulva Island, Mason Bay and Port Pegasus/Pikihati), two workshops were held: one in Oban (Stewart Island/Rakiura) and one in Invercargill (Southland), for the reasons already explained. In addition, two issue-specific workshops were convened (25 and 27 September 2007) to address hunting on the island. These two workshops were held in Invercargill and Hamilton (North Island), reflected the main locations of feedback respondees. While the hunting workshops were outside the scope of this study, a modified version of the BOA was used for them and is discussed in this report.

The use of dual workshop locations was to facilitate input from those people the BOA process calls *on-site visitors* and *off-site users*. The latter includes host/gateway communities, such as Oban residents, as well as distant communities, even though these people may not visit the area under discussion.

The Invercargill workshops included a trial internet-based programme, which allowed interested individuals who could not attend the workshops to participate via the internet. This opportunity was taken up by five people for Ulva Island, none for Mason Bay and three for Port Pegasus/Pikihatiti. In all cases, individuals resided outside Southland and their input was read out by one of the planners—internet participants could see and hear proceedings but could not speak directly to the workshop. This trial was not specifically linked to the BOA, and appeared to have no effect upon it (as applied in this study), so it is not discussed further within this report.

There were noticeable ‘cultural’ differences between the Invercargill and Oban workshops. The difficulty of running public meetings in Invercargill has been commented upon by planners, although the reasons for this phenomenon are unclear. The Oban meetings were characterised by: good attendance (12, 19 and 28 participants at each workshop, excluding DOC staff and the researcher who acted as facilitator); people closely involved with the places took part; there was full participation—everyone contributed; the involvement of DOC staff was low-key (they were there to listen and answer questions if required); and all participants appeared to have been to the places under discussion. All Oban workshops were held in the Island’s community centre, where most public meetings on the island are held.

The feeling at the Oban workshops was positive, indeed, passionate. This was illustrated by a participant who read (but did not sing) a song he had written about Mason Bay, at the close the Mason Bay workshop, and the same participant read a poem he had written about a trip to Port Pegasus/Pikihatiti, at the corresponding Port Pegasus/Pikihatiti workshop. These personal touches closed the meetings and added an emotional link to the places under discussion.

In contrast, the Invercargill meetings were ‘troublesome’, in that they had lower attendance (12, 12 and 22 people excluding DOC staff, the researcher/facilitator and internet participants); the people who attended were more distant in their connection to the places (with the exception of private landholders); there were cliques within the audience; the proportion of central/local government staff attending was high (only 10 ‘real’ community members attended the Ulva Island workshop); internet communication resulted in a more stilted ‘flow’ of discussion as typed comment was read aloud by the DOC staff member handling this input; the venue was a large city distant from the place under discussion. In summary, the BOA process worked very well in Oban for all three places, and not so well in Invercargill, although it improved with each subsequent meeting.

One result of the dual workshop approach was that Island residents attended the Oban workshops and everyone else attended in Invercargill, with a few exceptions⁷. Thus there were, effectively, separate discussions for residents and non-residents. A risk associated with the dual approach was the potential for the two workshops to identify different desired outcomes. This did not occur, but if it had, it would have presented a difficulty for planners.

⁷ A few non-residents attended the Oban Ulva Island meeting and one Island resident attended both the Oban and Invercargill meetings for Mason Bay and Port Pegasus/Pikihatiti.

5.3 WORKSHOP TIMING

Workshops were scheduled as part of the planning process cycle: Ulva Island (15 and 17 May 2007); Mason Bay (14 and 16 August 2007); Port Pegasus/Pikihatiti (4 and 6 September 2007). Workshops were held on mid-week evenings, with the Oban workshop on Tuesday evenings and the Invercargill workshops on Thursday evenings. Evening meetings are standard practice for public meetings in Southland, based on the assumption that more people are able to attend at that time of day.

All workshops began at 7.00 pm and closed by 9.45 pm. This 2.75-hour period was considered to be the maximum achievable during a mid-week evening. Each meeting had a 10-minute tea break at approximately 8.20 pm. A couple of people left at tea time at one workshop (the Invercargill Mason Bay meeting); otherwise, participants stayed for the duration of the workshops.

Completing the BOA workshop process in less than three hours was a challenge. A tight reign on discussion was required to keep to the pre-determined timetable (for a timetable example, see the Port Pegasus/Pikihatiti workshop plan in Appendix 4). However, this did not appear to limit discussion, and the experience during these workshops supported the assumption that three hours was the limit for concentration.

5.4 FACILITATION

A team approach was taken to running the six case study workshops. Kay Booth (researcher) was the main facilitator; Anke de Jong (Southland Conservancy management planner) assisted Kay and recorded community input on large sheets of paper that the participants could see; and Peter Wilson, as assistant Southland Conservancy management planner, took detailed notes (by hand and via tape recorder) and ran the internet participation process.

The roles taken by the researcher and planner varied slightly by workshop, in order to try out different approaches. For the final set of workshops (Port Pegasus/Pikihatiti), shared facilitation was used, with Anke de Jong running key parts of the BOA process. The enhanced role of the planner in facilitating workshops was deliberate, and linked to the purpose of 'learning by doing' (action research). This ensured Anke was familiar and comfortable with the process, and thus able to conduct these and future workshops and pass on this knowledge.

A team of three people was ideal for the workshops. For example, the facilitator did not have sufficient time to ensure that she always understood what participants were saying. The planner was able to follow discussions and seek clarification when necessary. The 'team of three' ideal presents a challenge for future public workshops, as the usual DOC approach is to use one management planner for such meetings, although other DOC staff commonly attend such meetings and could assist (this was successfully trialled for the hunting workshops).

5.5 WORKSHOP PARTICIPANTS

Several issues arose associated with the nature of the participants and their participation in the process. Some of these issues were generic to any type of public participation process, others were specific to the BOA process.

A common issue for public participation is that participants are self-selected. As noted in Section 2, it is difficult to achieve wide involvement of the community in planning processes. If individuals choose not to attend the workshops, their voices are not heard. In an attempt to overcome this problem, people were invited to contact DOC management planners directly with their views if they could not attend workshops. A handful of people took advantage of this opportunity for each set of workshops. Their comments were read out at appropriate points in the discussion. Another generic issue is the concern that some individuals tend to dominate proceedings. It was easier to facilitate the Oban meetings, as the residents knew each other and were aware and respectful of each others' points of view.

The Stewart Island/Rakiura planning process had already involved two rounds of public meetings prior to the six workshops that involved the BOA process (see section 3.2). It is reasonable to think that members of the community may have believed they had already told DOC what they wanted.

It assists implementation of the BOA process if workshop participants know the places being considered well, otherwise it is difficult for them to contribute to all aspects of the discussion. Those unfamiliar with the place under discussion are, by necessity, restricted to discussion of outcomes such as economic benefit and community pride. At each of the six workshops, one or two attendees had not been to the places under discussion (e.g. an employee of a government agency; an interested member of the public). These people were usually very quiet. When one person was asked why she had attended (when she had never visited the place), she simply replied that she was interested in the place.

The BOA process places responsibility upon participants to contribute. The shift from the traditional DOC style of public meeting (where the main activity was DOC informing the attendees about a particular issue) needed to be made clear to attendees. Therefore, the pre-workshop documents highlighted that participation was expected, so that people did not come along with the mindset that they should just listen and not say anything. This suggests that the public, as well as DOC, needs to adapt to the BOA model. Participation rates at the workshops indicated that this aspect of the BOA had been successful.

Several participants (4-5, from both the Oban and Invercargill meetings) said that they enjoyed the workshops. One person stated at the end of the Oban Ulva Island workshop that it was the best DOC public meeting she had attended (of many). Another Oban participant (at a different workshop) said he attended various public meetings and enjoying them was unusual—but he had done so under this (the BOA) approach.

Almost half of the participants at the Oban workshops attended all three place-based workshops. Fewer 'regular' attendees were present at the Invercargill workshops. Regular attendance allowed people to 'learn the process'. At the Oban Mason Bay meeting (second set of workshops), one individual took the initiative, given her understanding of the process, and asked others whether they

felt Mason Bay was different from Ulva Island. This gave community members greater involvement (temporarily removing the need for the facilitator) and was a positive development.

Workshop invitations were distributed widely, including to the various types of associated provider (to use the BOA terminology) such as local government agencies (e.g. Southland District Council) and tourism operators. The BOA process emphasises the importance of including agencies such as these in the process, as they often have significant influence on the types, amounts, and quality of visitor and conservation opportunities made available.

DOC staff from the local area office attended all workshops. They were briefed about the importance of being at the workshop to listen (and answer questions) rather than to inform the workshop participants of DOC plans. This sort of role may be challenging when staff know community members and wish to respond rather than listen. Indeed, at one meeting a local DOC staff member spoke often and 'held the floor'. This altered the dynamics and shifted the focus away from participation to information provision.

6. BOA workshop process

A description and critique of the BOA-derived process used in the Stewart Island/Rakiura planning workshops is presented in this section. Material has been drawn from post-workshop debriefing sessions, discussions with National Office management planners and overseas practitioners, and input received from the November 2007 DOC Management Planners Workshop. A full description of workshop proceedings is available separately (DOC 2007b).

6.1 OUTLINE OF THE WORKSHOP STRUCTURE

The ‘building blocks’ of the BOA concept provided the basis for our workshop structure. The BOA dimensions of activity opportunities, experience opportunities and benefit (outcome) opportunities, were translated into separate parts of the workshop. Then setting characteristics (facilities, regulations, etc.) were discussed. The derivation of a workshop process or structure was informed by material supplied from the USA by BOA practitioners, including scripts for stakeholder focus group meetings.

The workshop structure had seven parts:

1. Introduction
2. Activities
3. Place
4. Experiences
5. Outcomes
6. Settings
7. Close

Development of the workshop structure took the following factors into account:

- That the primary workshop focus was identification of outcomes sought by the community.
- That the secondary focus was discussion of setting characteristics—which would not be pursued until outcomes were satisfactorily resolved.
- That there was a requirement that the workshops conform with national standards being developed by DOC for Conservation Management Strategies (CMSs) (discussed in section 3.1.3). These standards could influence matters such as the size of guided concessionaire groups.
- That the characteristics of each case study site suggested different approaches, reflecting community comment that had been received about each site during and/or prior to the planning process.
- That a pre-policy document would be circulated prior to each workshop.

A workshop plan was prepared for each pair of place-based workshops (an example is presented as Appendix 4). The plans evolved as a result of learning and fine-tuning the process during the progression of the six workshops. At each workshop, the evening’s structure or programme was written on a white board and referred to during the workshop, so participants could follow progress.

During each workshop, the facilitator noted any comments on management regulations and ‘parked them’. This was deliberate, so that the meeting could avoid getting lost in detail. A promise was made (and kept) to return to these points later (within the settings section of the workshop, at which point these issues were handled first). It was recognised that participants had come along to discuss such points, and it was important to do so. Contentious aspects of the management settings part of the workshop were the recreation and concession management actions.

Care was taken to explain the management planning process to participants. They were often keen to know whether they had further opportunity for input (it was explained that this could occur via the formal submission stage after the draft plans are released for public comment).

6.2 ACTIVITIES

The part of the workshop where participants were asked to identify what activities currently take place within the area consistently worked well. The descriptive nature of the information provided an easy way to ‘warm up’ participant involvement in the workshop. It took a small amount of time (usually 10 minutes) and allowed participants to mentally picture and ‘key into’ the place under discussion. There was usually a large amount of overlap between Oban and Invercargill workshops on the lists of activities generated.

This information is relevant to the development of plans, in that it provides acknowledgement of how the place is perceived by people. The list of activities (see Table 10) provided a thorough overview of what participants did at each place. A common result was that the list was much longer and more varied than the ‘traditional’ view of activities as expressed by management plans. Community values were evident from the supporting discussion about some activities (e.g. Mason Bay is a place that some Islanders have gone for a holiday since their youth).

6.3 PLACES

For each case study workshop, participants were asked how they defined the geographic boundaries of the ‘place’ under discussion and whether they perceived this ‘place’ as special. Note that participants were not asked to endorse the choice of the three places per se, as they had already been identified from feedback responses to the Discussion Document.

This step forms part of the BOA specification of *management zones*, modified to suit the DOC ‘outcomes at place’ management planning focus, which encapsulated all types of value, not just recreation (on which the BOA is focused). The workshop process easily accommodated participant-generated place definition.

The pre-workshop documents provided maps and these were used during workshops to elicit perceived boundary lines of places. The purpose of this discussion (to define policy settings in plans) was made explicit to participants.

TABLE 10. ILLUSTRATION OF COMMUNITY EXPRESSION OF ACTIVITIES (DOC 2007b: 30, 39, 40).

ACTIVITIES AT MASON BAY: FROM OBAN WORKSHOP	ACTIVITIES AT PORT PEGASUS/PIKIHATITI: FROM OBAN WORKSHOP
<ul style="list-style-type: none"> • Tramping • Hunting • Beach combing • Bird watching • Relaxing • Photography • Honeymoons • Fishing • Botany • Dune exploration • Painting/drawing • Viewing colour/patterns of native plants • Ambergris searching • Kids exploring windswept manuka • Historic appreciation • Swimming in the creek • Whitebaiting • Eeling • Experiencing the elements • Aircraft landing • Camping • Hide and seek activities, hiding • Educational/school group activities • Socialising 	<ul style="list-style-type: none"> • Hunting • Fishing • Shooting • Day walks • Kayaking • Holidaying • Anchorage for commercial and pleasure craft • A place for reflection • Historical/history appreciation and explanation • Spiritual connection • 'A magic place' • 'A wilderness' • Sight-seeing' • Adventure • Challenge • Remote adventure • Anchorage for trawlers and squid boats in bad weather • Hunting • Stop-over on the way to the titi islands • Diving • Diving for scallops (one of the last places in Stewart Island/Rakiura) • Male-bonding • Wildlife viewing • Conservation refuge—mainly with Pearl Island • Visual splendour ('greens, golds, browns meld in with the water') • Artists and photographers produce amazing work there • Sailing/cruising • Marine mammal viewing • Research • Botany • Geology

All workshops identified place boundaries to the satisfaction of participants. The discussion about boundaries provided information about how participants perceived the place, which reinforced the 'activities' and 'experiences' results from the workshop. Similar boundaries were identified at both Oban and Invercargill workshops for all 'places'.

The discussion of a track leading to Mason Bay illustrates the type of place definition discussions which took place. The question was whether the track should be included in the definition of the Bay within the RNPMP. Participants at both (Oban and Invercargill) workshops said no. They believed the track was connected with, but separate from, Mason Bay itself. Box 1 provides an example of workshop participants' definition of 'place'. Place boundaries shown in Figs 5-7 were drawn using workshop input.

Box 1. Definition of the Mason Bay ‘place’ from Oban workshop

The following comments were made by workshop participants about what they consider to be part of the Mason Bay ‘place’:

- *The Mason Bay place is the dune system, the beach, and from Island Hill out to the coast.*
- *Mason Bay extends to the western end of the ‘gorge’ [referring to the Scott Burn catchment].*
- *Mason Bay includes the Freshwater River.*
- *Going through the ‘gorge’ and then through the Chocolate Swamp is part of the Mason Bay experience.*
- *The corridor through to Mason Bay from the Freshwater River is part of the place for those who walk in; however, it may not be part of the place for those who fly in.*
- *Boundaries are not important when defining a place—it is not possible to put a ‘hard and fast’ line on a map with regard to a place.*
- *Whether or not the ‘Mason Bay corridor’ includes the Freshwater River was discussed, with most people expressing the view that as the Freshwater River is a corridor for multiple uses, it is not part of the Mason Bay place.*
- *Whether or not the sea/waves and coastal marine environment should be included in the Mason Bay place was also questioned. Most participants thought that they should be.*
- *A comment made was to use the catchment boundaries of the Mason Bay beach area to define the place. The Duck Creek catchment extends back towards Island Hill, with the Scott Burn catchment starting beyond.*

The workshop participants settled on Mason Bay being from Island Hill to the coast, including all catchments that flow out to the beach (e.g. Duck Creek, Martins Creek, Leask Creek, etc.), with the Freshwater Track being a key access route to the Bay.

6.4 EXPERIENCES

Addressing ‘experiences’ was a powerful part of the workshop process. Participants contributed key words and phrases, many of which evoked the meaning of places (e.g. ‘like a cathedral’, ‘echoes of the past’, ‘walking in the footsteps of pioneers’, ‘finding solitude’). Much of the information gathered during this part of the workshops had not been offered in responses to the discussion document. It was new information to the planners and elaborated the community’s values for each place.

This part of the workshops worked best with a focus on present use (rather than present and future use). Once experiences associated with present use had been identified, workshop participants addressed future experiences. This was done with reference to differences thought appropriate (or not) in comparison with the present experiences already listed. The transition from activities to experiences was very clear for participants.

Box 2 provides an example of present and desired future experiences as expressed by workshop participants.

Box 2. Expression of present and desired future experiences at Port Pegasus/Pikihatiti from Invercargill workshop

Present experiences available:

- *Finding solitude*
- *Wildness/wild nature*
- *Knowledge from history*
- *No-one around*
- *Unique landscape (granite domes)*
- *Challenge: recreational boating and reward to get there—‘bit of a mission’*
- *Semi-accessible subantarctic experience*
- *Halfway house to subantarctic islands*
- *Grandeur and awesomeness of nature*
- *Flora, and alpine environment at sea level*
- *Sea lion habitat*
- *Clarity of water*
- *Scallops and oysters and other things*
- *The ability to hunt at the original liberation point of whitetail deer*
- *Walking in footsteps of pioneers*
- *Weather—185 km/h winds*
- *Feeling of closeness to Antarctica*
- *History: tin mining and sealing*
- *New Zealand’s first registered ship built there*
- *First substantial fish freezer*
- *Experience of the history—what people have done with picks and wheel-barrows*
- *Navigation through waters*
- *Wildlife encounters really in your face—quite different to anywhere else*
- *Waterfalls*
- *Smugglers Cove*
- *Unique landscape—Gog/Magog*
- *Part of Stewart Island identity*

Future experiences sought:

- *The same as it is now*
- *Leave it alone*
- *Wilderness values*
- *No further development*

6.5 OUTCOMES

This part of the workshop had two parts. First, the ‘bottom-up’ generation of outcomes from participants (prior to the tea break) and, second, discussion of pre-circulated outcome statements (after the tea break), with the exception of Port Pegasus/Pikihatiti workshops, where the outcome statement was written over the tea break and presented to participants. The discussion of pre-circulated statements was the result (as explained earlier) of the needs of the on-going Stewart Island/Rakiura planning process (see sections 3.2 and 5.1). Appendix 5 illustrates the style of pre-circulated outcome statement and the type of comments received, in this case for Ulva Island. For a complete record for all workshops, see DOC (2007b).

6.5.1 Generation of outcomes

Initially it was difficult to make the link between experiences and outcomes in workshops. However, the second set of workshops (for Mason Bay) was adjusted to ask participants what they wanted to see happen at Mason Bay (benefits) and what they did not want to see happen there (risks to achieving these benefits). This style of questioning worked well and responses were recorded under two columns, headed 'positive' (benefits) and 'negative' (risks). An example of workshop participants' expressions of benefits is provided in Box 3. Outcomes suggested were varied, and included comments such as 'sheltered anchorage for commercial vessels', 'internationally important showcase for conservation' and 'research location'.

The question 'what are the big take-home messages' forced participants to sum-up key points at the end of this section. The responses to this question summarised outcomes into a few key points and helped link to the next section (discussion of the pre-generated outcome statement).

A key dimension underlying the workshop structure was the need to prioritise the desired outcomes. The literature review (section 2) identified the wide array of possible outcomes from protected areas. The question addressed in the workshops was: which outcomes (once identified) should be targeted? To address this question, a priority-setting exercise, or expression of preferences, was built into the workshop process (each participant would label their top three preferences with gold stars to provide a visual identification of collective preferences). However, this exercise was not needed in the workshops as the participants provided clear messages about their dominant values.

Box 3. Benefits of Mason Bay from Oban workshop

- *Remoteness—although a comment was made that not all visitor groups would necessarily experience remoteness at Mason Bay*
- *Interpretation—of the natural, cultural and historic values of Mason Bay*
- *Space—as in plenty of space available for activities*
- *The sand dunes provide a benefit as a showcase for conservation*
- *That Mason Bay in general is an internationally important showcase for conservation, perhaps more so than Ulva Island because it is harder to get to*
- *The benefits international visitors derive from visiting Mason Bay and their importance to the Stewart Island/Rakiura economy were mentioned*
- *A statement was made that Mason Bay should be left in its natural state, the concept of commercial lodges is supported and there is a need to consider the impact of humans on other species—the plant and animal communities at Mason Bay are internationally significant*

The workshop then produced a list of values and things about Mason Bay that were of the most importance. This list is as follows (in no particular order):

- *The dunes*
- *Remote values*
- *Economic benefits deriving from guiding, kiwi spotting, and the 'coast to coast' trip/product*
- *Sense of ownership—ownership by the local community*
- *A spiritual quality*

6.5.2 Pre-circulated outcome statements

Each workshop varied in terms of the approach taken to the development of the outcome statement. The use of the pre-prepared draft outcomes statement worked well for both Ulva Island workshops. In Oban, the statement provided confirmation of what had already been raised during the workshop. Thus, the outcome statement generated from feedback responses to the discussion document were consistent with the outcomes identified in the workshops, allowing a consistent community message to be identified. At the Invercargill workshop, the outcomes statement provided a basis for discussion, as participants had not engaged well in previous steps in the workshop process. The group was more comfortable discussing material provided to them than in generating it themselves.

The pre-workshop document for Mason Bay provided two outcomes statements. At the tea break for each of the two workshops, the planning team chose the statement that best reflected the sentiment of the workshop. The preference from participants at both workshops appeared to be for the status quo (Outcome 1), based on their contributions to the activities, places, experiences and outcomes workshop sections. The workshop participants discussed outcome statement 1.

At the Invercargill Mason Bay workshop, participants appeared to be moving away from the initial 'status quo' position during the discussion of settings. Comments about commercial accommodation and helicopter access indicated participants were more permissive with respect to visitor access than suggested by the 'status quo' position. The facilitator noted this and checked back with the group whether they still agreed with Outcome 1 (with their noted modifications). This was confirmed.

No pre-circulated outcome statement was provided for the Port Pegasus/Pikihatiti workshops. The power of the previous steps in the workshop process was demonstrated, as an Outcome was derived from key words and phrases recorded from participants' comments on the activities, experiences and outcomes workshop sheets. As with any process of this type ('ground-up'), quick and decisive thinking was required during the workshop (and in the 10-minute tea break) to formulate the outcome statement. The group quickly agreed with the

Box 4. Outcome statement for Port Pegasus/Pikihatiti from Invercargill workshop

Access to Port Pegasus/Pikihatiti is challenging and rewarding. It is a place where solitude can be found. Following in the footsteps of pioneers, history is evident with Port Pegasus/Pikihatiti being the site of the first registered ship being built, the site of New Zealand's first fish freezer and the site of New Zealand's first liberation of whitetail deer. Wildlife and flora and fauna can be encountered as well as the grandeur and awesomeness of nature in a unique granite landscape. Visitors are able to explore, learn, and appreciate these values.

statement (and were impressed with the translation of their words into a policy statement). At the Invercargill workshop, a brief discussion of the Oban outcome statement was held and broad agreement between the two was evident. In sum, the experiment to generate the outcome at the workshop (in the absence of a pre-circulated statement) was successful. Box 4 shows the outcome statement developed by the Invercargill workshop participants.

Comments on the outcome statements from participants included aspects that were missing, as well as specific words that were liked or disliked (and why). The level of analysis was, at times, sophisticated. Participants proved capable of replacing inappropriate words, prioritising and placing emphasis, identifying what was missing and highlighting what they liked and disliked about each outcome statement. Examples of the types of comments made at workshops include:

- Alteration to the meaning and intent of statements (e.g. 'encouraging exploration' of historic sites was changed to 'respecting' these sites)
- Assessment of balance within the statement (e.g. a comment that visiting nature came across as the dominant purpose for nature protection, but that it should be to provide a safe haven for wildlife, protect landscape values, etc.)
- Changes to capture the essence of the 'place' (e.g. distinction between 'those who visit' and 'visitors'. This reflected the feeling that once someone had been to Mason Bay, it would become special to them—the term 'visitors' was felt to be a generic label and not suitable for the sense of belonging engendered by visiting Mason Bay)

6.6 SETTINGS

Some participants were more comfortable talking about management actions, such as whether huts should be increased in size, or helicopter landings allowed, and concessionaire client numbers increased. Indeed, some participants had come along with 'burning issues' and quickly raised them. As noted earlier, these issues were acknowledged and 'parked' until the settings part of the workshop, when they were discussed, together with the issues identified in the pre-workshop paper.

Provocative questions (e.g. do you want to see a luxury lodge there?) were used to start up discussion, when people were slow to engage. At times, a participant would undertake this role on their own initiative, independent of the facilitator.

Sometimes it appeared that the discussion of management setting attributes (e.g. concession group size) was disconnected from the outcomes statement. The need to implement certain management actions to realise the agreed outcome was sometimes disputed. This was most apparent when it affected an individual's livelihood (e.g. tourism operator). However, the workshop process made this type of inconsistency apparent (this is discussed further in the next section).

Box 5 provides an example of views on settings (illustrated by aircraft and vehicles) expressed by workshop participants.

Box 5. Community views about aircraft and vehicles draft management policies for Port Pegasus/Pikihatiti from the Invercargill workshop

Draft management policy: aircraft and vehicles (as outlined in document circulated prior to the workshop)

- No aircraft landings within the national park
- No vehicles within the national park, except for management purposes.

A discussion was held regarding aircraft access to Port Pegasus/Pikihatiti. Comments on this were that aircraft access should not be permitted within the national park except for emergency purposes (above mean high water spring). But it was specified that aircraft landing on the private land in North Arm was generally seen as okay.

A number of participants stated that, ideally, there should be restrictions on aircraft landing on boats within Port Pegasus/Pikihatiti as well, except in an emergency. Another comment with regard to advocacy across jurisdictional boundaries was that Port Pegasus/Pikihatiti is a place where integrated management is required, given the strong links that exist between the marine and terrestrial environments. The management of cruise ships was suggested as another issue requiring an integrated approach.

Further to the discussion regarding advocacy and integrated management, the subject of marine protection for Port Pegasus/Pikihatiti was raised. There was strong support from workshop participants to investigate some form of marine protection for Port Pegasus/Pikihatiti, with more support for a mataitai than a marine reserve. It was suggested that all agencies with responsibility for Port Pegasus/Pikihatiti (Southland District Council, Environment Southland, and the Department of Conservation) undertake this jointly.

Comments were made that activities on the private land at Port Pegasus/Pikihatiti could potentially pose a 'risk' to the way Port Pegasus/Pikihatiti is currently managed, and that floating hotels/moored accommodation facilities are not likely to be appropriate at Port Pegasus/Pikihatiti.

6.7 CONNECTION BETWEEN PARTS OF THE WORKSHOP PROCESS

The BOA process builds from one step to the next. This connection or step-wise progression was recognised by many participants. To put it simply, they 'got it' with respect to the overall process. This was apparent when the pre-workshop paper outcome statement was discussed, as participants identified key words and phrases that were missing or needed amendment, drawing on words already expressed and recorded on their sheets from the activities, places, experiences and outcomes parts of the workshops.

This was not apparent at the Invercargill meetings for Ulva Island and Mason Bay, where there appeared to be a disconnection between early parts of the workshop (activities/place/experiences/outcomes generation) and later parts (the discussion of outcome statements and setting characteristics). It is not clear why this occurred, other than it may be due to the divergent views of the group participants. The development of a ground-up outcomes statement at the Invercargill Port Pegasus/Pikihatiti workshop overcame this problem, as participants' own words and phrases were used, although this possibly also reflected the less-divergent views of that workshop's participants.

In later workshops, the regular attendance of some participants allowed the facilitator and planner to compare responses for one 'place' with those for another. It helped to see 'places' on a spectrum—the three places held different places within community views, notably:

- Ulva Island was perceived to be a place where protecting nature, especially wildlife, was paramount, and that this was important for wildlife tourism purposes and the ability to 'showcase' the Island internationally.
- Mason Bay was 'our place', encapsulating place attachment for Islanders and non-Islanders also. Its wildness was highlighted.
- Port Pegasus/Pikihati held the position of a remote place where the past (historic heritage and stories) could be discovered but nature would always claim back her own.

6.8 REFINEMENT OF THE BOA PROCESS

The 'action research' component of this work was evident in the development of ideas that occurred through the workshop period (May to September). After each workshop, the debriefing session included time reflecting on improvements for the next workshop. Specific areas where this occurred included applying lessons learned from the Oban workshops to the Invercargill iteration of each 'place', as well as refining the BOA process from one set of workshops to the next. Refinements to the process have been discussed in relevant sections of this report. The Port Pegasus/Pikihati workshops provide the most complete application of the BOA in this study. Because of this, the Port Pegasus/Pikihati workshop plan has been included in Appendix 4.

6.9 AN ISSUE-BASED APPLICATION

An assumption made in the early stages of this project, and subsequently overturned, was that the BOA would only suit place-based, and not issue-based, applications. The successful modification of the BOA for application in hunting workshops indicates the model's ability to cope with issue-based applications.

This early assumption related to the application of the BOA to hunting policy, which was the primary Stewart Island/Rakiura issue at the time the study was being planned. Initial thinking was that as New Zealand's statutory framework was the key driver of hunting policy, community values may not be able to be accommodated in the process. Specifically, the issue for Stewart Island/Rakiura is that the National Parks Act 1980 states that introduced animals (which include deer) shall, as far as possible, be exterminated. However, hunters on the island and elsewhere are interested in maintaining the deer. In summary, DOC cannot deliver what the hunting community wants—a managed deer population.

The BOA was applied in modified form at two workshops held to discuss hunting (and hunters' huts, the development of which has been of particular interest to hunters). Approximately 50 people attended each hunting workshop. As it was not formally part of this study, the information presented here has been

drawn from discussion with the DOC management planner who ran both hunting workshops. The researcher provided advice on to the planner during preparation for the workshops.

The BOA workshop process was altered to reflect attendance by members of an activity-based stakeholder group. The workshop structure was as follows:

1. Experiences
2. Activities (other than hunting)
3. Benefits/outcomes
4. Question and answer session on existing management regime
5. Future management settings: small group work with reporting back

The workshop started with identifying experiences, to find out why hunters visited Stewart Island/Rakiura, especially given that getting there represents a major journey for North Island hunters. This information proved very fruitful, as it was for the place-based workshops previously described. Activities were addressed next. Since the reason participants' gave for visiting Stewart Island/Rakiura was activity-based (hunting), 'activities' seemed more logically to fit later in the process. Participants were asked about other activities they undertook or that other visitors pursued and whether any activity conflicts occurred with hunting. A Q&A session was incorporated into the process, especially for North Island hunters, to ensure hunters were briefed about the current management regime.

Two significant differences in the process from the usual BOA were the use of small discussion groups and the absence of outcomes generation. The use of small groups to identify future management settings worked well, most probably because workshop participants were homogeneous, with shared views. Each group took a topic (pre-arranged by the planners), discussed it and reported back. Report-back sessions indicated general agreement by the whole group with the smaller groups' findings.

An outcome statement for hunting was not pursued for two reasons. First, it did not fit within DOC's place-based management planning framework ('outcomes at place'). Second, the legislative imperatives already mentioned were well-known to be 'at odds' with hunters' views and two workshops were not going to resolve the long-standing issue surrounding the management of deer on Stewart Island/Rakiura.

7. Evaluating the efficacy of the BOA for DOC management planning

From the four applications of the BOA studied here (three place-based and one issue-based), some principles about the advantages and disadvantages of the BOA for DOC management planning can be derived. Assessment criteria include:

- Match with institutional arrangements (policy direction, planning culture)
- Efficacy in obtaining expressions of community values and preferences
- Practical considerations

7.1 FIT WITH DOC POLICY AND PLANNING DIRECTION

The BOA concept fits very well with the DOC strategic policy approach (outlined in section 3.1). DOC's focus upon 'outcomes at place' is reflected in the BOA philosophy. The BOA was developed for the purposes of managing for outcomes in public agencies such as DOC. It is tailored for a range of applications, with management planning being a primary purpose.

Specific challenges will be the preparation of outcomes statements, since the 'outcomes at place' approach is new to DOC and its management planners. This issue will arise irrespective of whether or not the BOA is used. With respect to Stewart Island/Rakiura, the RNPMP/SIRCMS planning documents will be guided by national direction outlined in policy documents and standard templates. This will influence aspects of plan development and writing (for example, the wording of outcome statements and the potential conflict this may engender with expressed community views).

Because of the lack of documented applications of the BOA, this study has relied on discussions with practitioners, who are advocates of the framework (early innovators). There may be difficulties with the process that have yet to be identified. This reinforces the value of the current study to the international planning community and suggests DOC may need to take an adaptive management approach with respect to BOA implementation. The trial application of the BOA in this study is timely given the rapidly changing planning environment in DOC at present. It provides an opportunity to influence the style of management planning within the organisation.

7.2 STYLE OF PUBLIC PARTICIPATION

Public meetings are established DOC public participation practice. Given that the mode of communication (public meeting) remains unchanged under the BOA-derived process used in this study, implementation of the BOA will require little transition for DOC in terms of consultation method. Its benefit lies in the *conduct* of the meetings. As described in section 3.1, meeting processes currently tend

towards information provision rather than meaningful consultation, although this varies according to the preferences of the management planners involved. The BOA provides a way to structure public meetings to facilitate public engagement.

The success of the study workshops in identifying community values and outcomes is best described by the Southland management planner, who noted a 'really positive and inspiring vibe' in the Oban workshops and that she was 'amazed how the outcome [at the Port Pegasus/Pikihaiti workshops] was developed' (de Jong 2007).

Implementing the BOA workshop process may have resource implications for DOC (although this issue is common to all public participation processes, as noted in section 2). The BOA approach worked well with three people running the place-based workshops, while the hunting workshops fully-employed two people. A single planner working alone would be challenged to both facilitate and record workshop material. Given that a variety of DOC staff usually attend public meetings at present (management planners and Area staff in particular), application of the BOA may not increase the 'cost' in terms of staff involvement, but may alter the roles played by staff. One approach may be for staff from other Areas and Conservancies to assist one another. This would have the dual benefit of sharing facilitation and providing an 'independent' facilitator (albeit a DOC employee).

The use of a public workshop process in this study meant that the identification of values was qualitative in nature. To identify the magnitude of community acceptance of the outcome statement (and their associated values), quantitative survey work would be required. However, the RNPMP/SIRCMS process allowed confirmation of the feedback responses (encapsulated within the pre-workshop papers) at the workshops, which provided an element of quantitative information. Similarly, the statutory public submission process which will be undertaken for the draft RNPMP/SIRCMS will provide an indication of the extent to which views are held within the community.

The choice of running the Stewart Island/Rakiura workshops on an inclusive public basis differs from the approach commonly used in the USA, where key interest groups are targeted (and separate workshops held for motorised users, concessionaires, local residents, etc.). It has been noted by practitioners that large undifferentiated group workshops are likely to fail to identify important differences between interests in terms of outcomes sought. The risk is that the park will attempt to provide all things to all people—the BOA avoids this by selecting the primary 'markets' to be served for each management unit. This criticism is accepted. However, the benefit of public workshops is the cross-fertilisation between interests. As noted earlier, the workshops achieved some common acceptance *across* the interests represented. The implication is that future applications of the BOA may benefit from using both approaches—targeted interest group workshops and public workshops.

7.3 COMMUNITY ‘BUY IN’

An underlying reason for the BOA’s success at engaging the community in the workshops process was the tenet that DOC was asking the participants what they wanted. This appeared to help diffuse potential issues and took the focus away from the ‘burning issues’ that people brought to the workshop. These were addressed, but only once the significant ‘bigger picture’ had been scanned. As noted in section 6.6, inconsistencies between setting characteristics and desired outcomes were plain to participants. Transparency was achieved.

The nature of the process (and apparent ‘ownership’ by participants of outcomes statements) may present an issue of too much ‘buy in’. This has the implication that workshop participants may be unhappy if the statements appear in revised forms within the subsequent management plans. This would only present a problem where statements diverged from DOC’s legal/policy imperatives or significant differences were encountered across workshops (which did not occur in the case studies).

In a BOA-style process it can be difficult to know when is the appropriate time to identify policy boundaries to the public. In the case studies, policy parameters were communicated in written documents: the initial discussion document followed by the pre-circulated workshop documents.

The Mason Bay workshop in Invercargill provides a good example of this problem. As noted in section 6.9, the statutory basis of national parks means that DOC cannot deliver what the hunting community wants—a managed deer population. The risk from the workshops was that hunters might leave the meeting thinking their message had been accepted by DOC. This was mitigated by clear statements at the beginning and end of the workshops that community input received that evening would be used together with other planning imperatives, such as the law.

Several participants stated they enjoyed the BOA workshops (section 5.5), and one submitter (a member of a North Island conservation board and therefore familiar with DOC planning processes) said the Mason Bay pre-workshop draft document was excellent. This is a positive outcome in itself.

However, the process may have a limited ‘shelf life’, in that participants may tire of the same intensive process. The research and planning team sensed that regular attendees at the three sets of workshops were nearing saturation (this had an advantage in that these people knew the process, anticipated what was required and led others, as already noted). In future applications, perhaps a progression of BOA-style workshops could be used, especially where the process is implemented from the beginning of the planning process. This would depend on the number of regular attendees and particularly suit stable communities. It also depends on whether future workshops will be largely structured around ‘place’. As for hunting, workshops could be structured around interests (e.g. motorised recreation) for multiple places, rather than all interests for each individual place.

7.4 WORKSHOP STRUCTURE

The BOA workshop process is transparent, in that it leads participants through steps that build upon each other, culminating in an outcome statement which links to management policies. Advantages of this approach are:

- Participants can see the progression of the process—it is a building block approach
- Participants have direct input into this process—their words are used to develop policy statements (where the outcome statement is generated at the workshop)

The approach is flexible. It was adjusted for the hunting issue workshops and proved useful in both guises (place-based and issue-based applications). It was helpful when implemented part-way through the process, although the management planners noted that, ideally, it should be implemented from the beginning of the process.

The process could handle discussion of management policy detail (important to many participants) as well as obtaining ‘high-level’ community-generated value statements.

7.5 CONTRIBUTION TO MANAGEMENT PLAN DEVELOPMENT

Material generated from the workshops will be integrated into planning documents—this step is beyond the scope of this study. Nonetheless, several observations can be made.

First, it was evident that each step of the BOA process (i.e. activities → place → experiences → outcomes → settings) provided two outputs. These were a *list* of attributes (e.g. list of activities, list of experiences) and information obtained from the *discussion* surrounding the preparation of the list. Both outputs provide a rich source of information about community preferences for the ‘place’.

Second, the style of discussion provided direction in terms of priorities or preferences held by the community. This is an important element of the BOA, as it is assumed that the management agency cannot deliver on all things the community may desire. As noted in section 6.5.1, while the facilitator was prepared for a prioritisation exercise, this did not prove to be necessary.

Third, principles of writing outcome statements have been derived, which may assist in subsequent outcome definition. Statements should be:

- Visionary, i.e. ignore the detail
- People-oriented—the statement places the natural heritage in the context of people’s experience and desires (which may include protecting the environment)
- Linked to identifiable management outputs (e.g. habitat restoration, interpretation)
- Written in the future tense, i.e. what will be (not what is)
- Include means to measure the attainment of the outcome (e.g. no introduced predators)

- Brief but encapsulate a broad range of relevant dimensions
- Written so that they do not emphasise management actions (outputs) to achieve the outcomes—that is left for management objectives and policies

Other issues surrounding the writing of outcomes statements are not addressed in this report, because of the limited scope of the study.

7.6 APPLICATION ELSEWHERE IN NEW ZEALAND

Testing the BOA via one planning process begs the question: how will it work in other places? This question was raised at DOC's November 2007 South Island management planning workshop. Responses from planners included that:

- The BOA process aligns well with DOC's current management planning practice and its likely future direction.
- The process appears to provide a good model for DOC with respect to community engagement in management planning.
- The success of the BOA cannot be judged until the level of community acceptance of the final documents is evident.
- Stewart Island/Rakiura represents an area with a smaller number of issues and places than other DOC conservancies and areas. The process would be challenged to a greater extent elsewhere.
- Since the process requires knowledge of 'place', it would be difficult to apply it at a conservancy-wide level.
- International visitors were not included (and it is acknowledged that concessionaires' views do not represent those of their customers).
- Iwi consultation would need to be separate in many areas (as iwi had requested this).

It is instructive to note that the BOA workshop process was able to be successfully adapted from a place-based purpose to an issue-based purpose (hunting). Perhaps the answer in applying the BOA elsewhere in New Zealand lies in potential further adaptation of the process, with adherence to its principles. It would also be useful to implement the process from the beginning of plan development.

8. Measuring outcomes

The BOA planning process highlights the importance of having a monitoring plan for each planning issue addressed, and that it is implemented so that there is ongoing evaluation of outcome achievement (see section 4.1). This section discusses the derivation of monitoring indicators and statements. Because outcome statements for the SIRCMS/RNPMP are yet to be confirmed, this section highlights the *principles* of preparing monitoring statements specific to the BOA process.

Monitoring is the systematic and periodic measurement of key indicators of biophysical and social conditions (Eagles et al. 2002). The purpose of a monitoring plan is to measure the attainment or maintenance of these conditions.

A key question is: what should be measured? The BOA demands that both the outputs (from management actions) and outcomes are measured (Driver & Bruns 2009). A significant difference from the existing monitoring paradigm is the emphasis BOA places upon *outcomes* monitoring. This presents a challenge to many management agencies where, traditionally, *outputs* have been the focus of monitoring programmes (indicators have included such things as number and quality of facilities, and number of visits). DOC is no exception to this.

The development of a robust monitoring system is discussed elsewhere (see, for example, Eagles et al. 2002). Because the BOA expands the focus to include *outcomes* (as well as *outputs*) measurement, this is likely to present certain difficulties.

The first difficulty is the specification of outcomes statements. In section 7.5 it was noted that the ability to measure the achievement of the outcome should be one of the principles of writing a good outcome statement. In other words, the construction of the statement itself will dictate how readily its achievement can be monitored. For example, some parts of outcome statements derived from the workshops suggest possible means to measure the attainment of the outcome (e.g. no introduced predators), while other parts of these statements do not (e.g. measurement of the showcase aspect in Ulva Island outcome statement is difficult to conceptualise). However, as noted earlier, these statements may not be phrased as they will be in the final plans.

The second difficulty is that measurement of outcomes is likely to affect the plan timeframe. By definition, most outcomes define conditions sought at the end of the plan's lifetime (or later). Evaluation will not be *complete* until the planning process and plan implementation is concluded. However, ongoing monitoring is required to provide the opportunity to 'get back on track', where necessary, and to avoid the long delay in measurement that would otherwise occur.

The third difficulty is that the achievement of value-based outcomes will generally require data collection from visitors and other stakeholders (Driver & Bruns 2009). Data collection has increasingly formed part of DOC's monitoring programme over recent years.

In summary:

- Attainment of both outputs and outcomes must be measured
- Outcome statements must be constructed to facilitate measurement
- Monitoring is ongoing
- Monitoring is likely to require information to be gathered from visitors and residents

9. Conclusions

The aim of this study was to determine the utility of the BOA for management planning on public conservation lands. In order to do so, the study:

1. Identified the social benefits/outcomes derived from public conservation lands and their management
2. Developed participatory processes so that community-defined expressions of beneficial outcomes could be obtained
3. Applied the participatory processes to a specific case study
4. Defined principles for outcome specification and measurement

9.1 UTILITY OF THE BOA FOR DOC MANAGEMENT PLANNING

This study has tested the BOA within the DOC Stewart Island/Rakiura planning process. Management planners found it was a good process for engaging the community and obtaining insight into community values and preferences. The workshop proceedings state: 'As a result of holding these workshops, the Department has gained valuable and important direction from the community regarding future management of Stewart Island/Rakiura' (DOC 2007b: 6).

The utility of BOA lies in its positive fit with DOC's strategic planning direction and its flexibility across place- and issue-based applications. The output from any management planning process is two-fold and consists of:

- The production and implementation of a management plan
- The development and maintenance of relationships between the public agency and the community

The BOA will ultimately be tested on both roles

9.1.1 Production and implementation of a management plan

Assessment of the value of the BOA to preparation and implementation of the RNPMP/SIRCMS plans cannot be judged at this time, as the planning documents remain in preparation. A key 'output' sought from the workshops was the production of outcomes statements for the Stewart Island/Rakiura plans. In order to achieve this, an understanding of the community's values and desires for each 'place' was required. The BOA appears to be a good mechanism for identifying how people feel about a place (their values) and what issues require management.

The BOA public participation process derived in this study provided a useful approach for identifying participants' expressions of values about 'places'. In an ideal situation, a BOA-style workshop would be held at the beginning of the planning process (with no pre-circulated material), from which a written statement could be developed and checked back with the community at a second set of workshops, perhaps with some other form of community input to estimate the degree of community acceptance. For the RNPMP/SIRCMS process, this

'check back' will occur during the statutory stage of public submissions on the draft plan. At that point it will become apparent whether the BOA process has helped to elicit community views prior to public notification of the draft plans.

Ultimately, the success of the process will be realised after plan publication and the implementation of plan provisions. The question that remains unanswered is whether the outcomes statements and the related management objectives achieve what participants in the planning process envisaged, and whether the BOA process has contributed to better planning documents. The plans are operative for 10 years and this period will be required to assess the implementation of the plan and whether planned-for outcomes are achieved.

9.1.2 Development and maintenance of relationships

The public meeting style of communication used for the BOA application matched the usual DOC approach. However, the conduct of the public meetings, run as participatory workshops, was significantly different. This had a positive benefit. All participants appeared to enjoy the workshops and several people made the effort to approach the planner and/or researcher to say so. No negative feedback was received.

9.2 STRENGTHS AND WEAKNESSES OF THE BOA FOR DOC PLANNING PURPOSES

The strengths and weaknesses of the BOA with respect to DOC management planning needs are summarised in Table 11. These have been identified from the case study application and a general evaluation of the BOA based on discussion with DOC management planners.

9.3 STUDY OBJECTIVES

9.3.1 Identify social benefits/outcomes

The literature review identified that catalogues of outcomes have been prepared and a recent compilation (IUCN World Commission on Protected Areas 2006) was presented as Table 1. It is suggested that this list is comprehensive and appropriate for DOC purposes.

9.3.2 Develop participatory processes

A New Zealand BOA workshop process was developed and refined through application. This workshop process proved useful as a means for management planners to obtain values and outcomes from community participants and positive feedback was received from some people. The process was flexible enough to accommodate place-based and issue-based public participation.

9.3.3 Apply to a specific place context

The BOA public participation process was developed within the Stewart Island/Rakiura planning process and applied to three place-based case study sites. In addition, it was modified and used for workshops discussing hunting issues.

TABLE 11. STRENGTHS AND WEAKNESSES OF THE BOA FOR DOC MANAGEMENT PLANNING.

DIMENSION	BOA STRENGTH	BOA WEAKNESS	IMPLICATION
Policy context	Fits well with DOC 'outcomes at place' concept.	None identified.	Suitable for adoption by DOC in terms of policy alignment.
Community participation	Very successful with a committed community where workshop participants are passionate and knowledgeable about the 'place' and willing to commit to the process.	Challenging to engage workshop participants unfamiliar with the 'place' or those who do not wish to give views publicly, as process relies on participant input.	Very good process for structuring community participation in DOC management planning. Does not overcome the age-old problem of engaging non-traditional audiences.
	Successful where there are conflicting voices, as the process for identifying and developing values is non-threatening and transparent to all participants.	May give an impression to the public that DOC will act on their opinions (because BOA process asks for these opinions). Participants must be made aware that public policy will be taken into account as well as their views.	
	Provides a fresh approach for engaging with communities.	Regular participants may tire of the same process. BOA workshop process can be refined for subsequent workshops.	
	Produces a clear articulation of community views (and reasons for them).	Nil.	
	Provides a useful method for structuring responses from traditional 'established' sectors of the community.	No better than other processes in engaging non-traditional audiences.	
Plan preparation	Public involved in producing outcomes statements. Likely to increase support for plans.	Potential for discord if the outcomes statements generated at the public workshops are not used in the plans.	Success unclear until management planning documents produced and community responses obtained.
Resources	Costs of running BOA workshops similar to costs of existing participatory processes.	Need for several (2-3) people to facilitate workshop process.	Neutral cost implications.

9.3.4 Develop indicators of outcome measurement over time

Indicative measures to monitor potential outcome statements have been offered, based on a review of the literature about outcome monitoring.

9.4 RECOMMENDATIONS

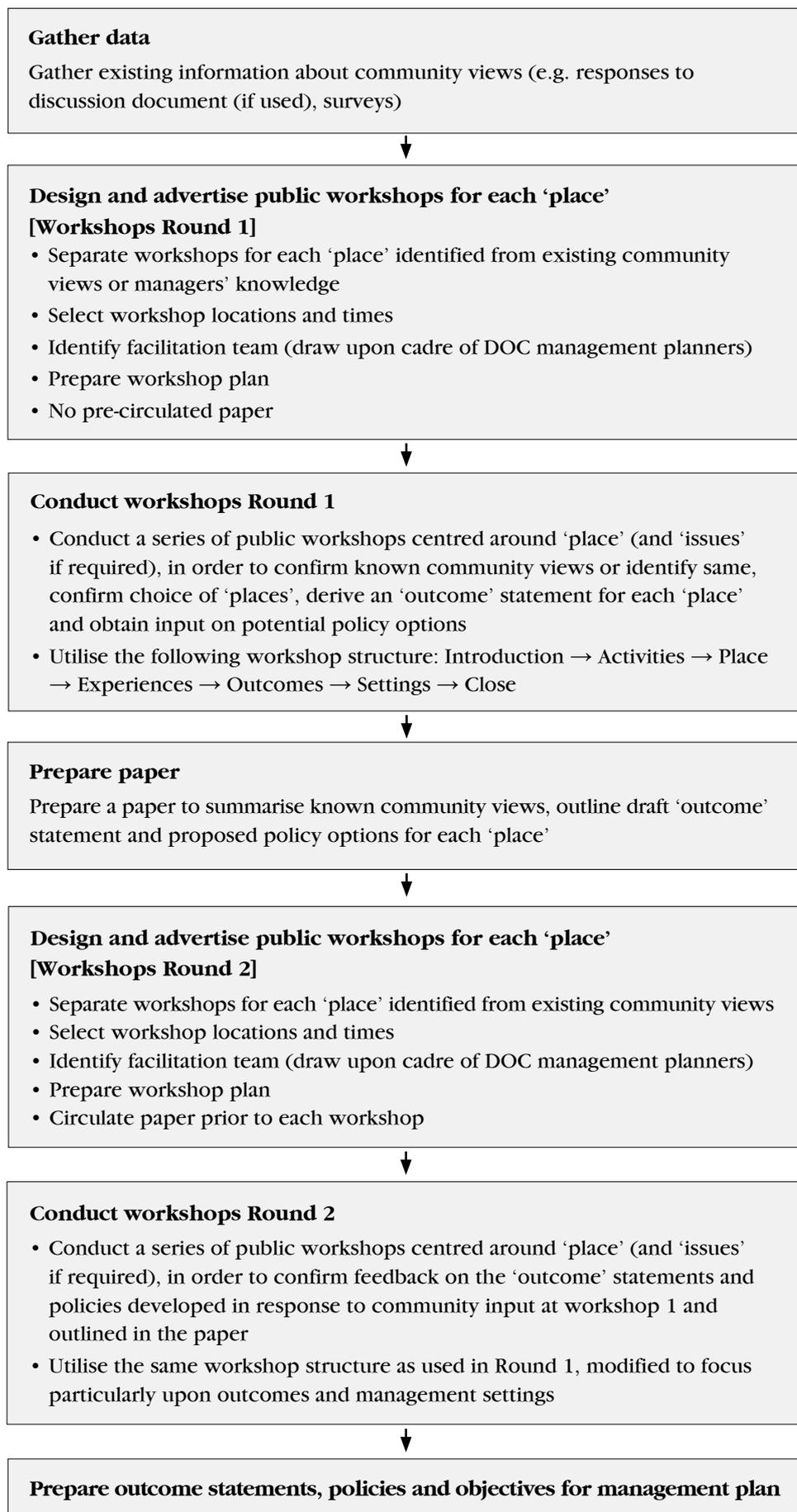
The BOA is a useful process for DOC management planning. It is recommended that:

1. DOC adopts the BOA approach for management planning and that it be implemented right from the start of management planning processes
2. The BOA implementation process (Fig. 8) be applied. This extends the process used in this study (see Fig. 3) and accommodates:
 - a. Gradual modification of BOA workshops as they are applied throughout a planning process (i.e. progressive development of community input via two rounds of workshops)
 - b. Development of participants' capability in the process—they become familiar with the approach and comfortable with engaging in it
 - c. Optional use of a discussion document (as per current DOC practice) at the outset of a management planning process
 - d. Utilisation of public workshops (Round 1) to develop 'outcome' statements (with no pre-circulated statements)
 - e. Some communication of DOC policy requirements and how these affect what the community might want during Round 1 of the workshops, to facilitate confirmation of these policies at Round 2 workshops
3. If desired, a quantitative survey be developed to measure the extent of community acceptance of outcomes
4. An evaluation of the success of the BOA process be undertaken once the RNPMP and SIRCMS are operational

10. Acknowledgements

This research was funded by DOC (Science Investigation No. 3881). Kay Booth of Kay Booth and Associates (now Lindis Consulting) undertook the work. The author wishes to thank Anke de Jong and Peter Wilson (management planners, Southland Conservancy, Department of Conservation) for their willingness to accommodate the needs of this project. Without the positive and fruitful working relationship that was established with Anke and Peter, this research could not have been undertaken. Thanks to Anke de Jong and Marie Long for comments on the draft report, and Gordon Cessford for initiating the project, supplying materials/contacts, and providing comments on the draft report.

Figure 8. Recommended BOA implementation process.



11. References

- Airey, S. 1996: The effectiveness of the public consultation process. Part 1: Conservation Management Strategies 1992-1996. New Zealand Conservation Authority, Wellington, New Zealand.
- Allen, L.R. 1996: A primer: benefits-based management of recreation services. *Parks and Recreation* 31(3): 64-76.
- Allen, L.R.; Stevens, B.; Harwell, R. 1996: Benefits-based management activity planning model for youth in at-risk environments. *Journal of Park and Recreation Administration* 14(3): 10-19.
- Anderson, D.H.; Nickerson, R.; Stein, T.V.; Lee, M.E. 2000: Planning to provide community and visitor benefits from public lands. In Gartner, W.C.; Lime, D.W. (Eds): Trends in outdoor recreation, leisure and tourism. CABI Publishing, Wallingford, UK.
- Balmer, K.; Clarke, B. 1997a: Benefits indicators: measuring progress towards effective delivery of the benefits of parks and recreation. Rethink (West) Inc., Calgary, Canada.
- Balmer, K.; Clarke, B. 1997b: The indicator pilot project: update. Rethink (West) Inc., Calgary, Canada.
- Booth, K.; Driver, B.L.; Espiner, S.R.; Kappelle, R.J. 2002: Managing public conservation lands by the Beneficial Outcomes Approach with emphasis on social outcomes. *DOC Science Internal Series* 52. Department of Conservation, Wellington, New Zealand. 57 p.
- Booth, K.; Edginton, M. 2009: Challenges of adopting the Outcomes Approach: New Zealand's Department Conservation. Pp. 157-167 in Driver, B.L. (Ed.): Managing to optimize the beneficial outcomes of recreation. Venture Publishing, State College, Pennsylvania, USA.
- Booth, K.; Grocke, C. 1998: The application of benefits based management to the management of sports fields. Paper presented at the New Zealand Recreation Association Annual Conference, December 1-4 1998, held in Dunedin, New Zealand.
- Booth, K.L.; Leppens, J. 2002: Rakiura National Park: a benchmark study of tourism and the Stewart Island Community prior to the creation of the National Park. Unpublished report, Southland Conservancy, Department of Conservation, Invercargill, New Zealand.
- Borrie, W.T.; Roggenbuck, J.W. 1994: Community-based research for an urban recreation application of Benefits-based Management. Paper presented at the Proceedings of the Second Symposium on Social Aspects and Recreation Research, February 23-25, San Diego, California, USA.
- Bruns, D.; Driver, B.L.; Hopkins, B.; Peck, P. 2009: Application of OFM on the McInnis Canyons National Conservation Area. Pp. 201-227 in Driver, B.L. (Ed.): Managing to optimize the beneficial outcomes of recreation. Venture Publishing, State College, Pennsylvania, USA.
- Bruns, D.; Tucker, K.; Arkins, J. 2009: Applying and implementing OFM on the Gunnison Gorge National Conservation Area. Pp. 253-277 in Driver, B.L. (Ed.): Managing to optimize the beneficial outcomes of recreation. Venture Publishing, State College, Pennsylvania, USA.
- Canadian Parks and Recreation Association 2008: Relevant recreation: a practical tool kit for applying outcome-based planning to all parks and recreation Activities. Unpublished report, Canadian Parks and Recreation Association, Ottawa, Canada.
- CRESA (Centre for Research, Evaluation and Social Assessment) 1998: Community consultation by the Department of Conservation—an independent review. Department of Conservation, Wellington, New Zealand.
- de Jong, A. 2007: South Island planning workshop presentation notes. Unpublished BOA paper notes for presentation held on 8 November in Christchurch. Southland Conservancy, Department of Conservation, Invercargill.
- DOC (Department of Conservation) 1996: Visitor strategy. Department of Conservation, Wellington, New Zealand.

- DOC (Department of Conservation) 2005: Conservation general policy. Department of Conservation, Wellington, New Zealand.
- DOC (Department of Conservation) 2006a: Department of Conservation: Statement of Intent 2006–2009. Department of Conservation, Wellington, New Zealand.
- DOC (Department of Conservation) 2006b: Stewart Island/Rakiura conservation management strategy review and Rakiura National Park management plan preparation: discussion document. Southland Conservancy, Department of Conservation, Invercargill, New Zealand.
- DOC (Department of Conservation) 2007a: Stewart Island/Rakiura Conservation Management Strategy review and Rakiura National Park Management Plan preparation: summary of feedback responses. Southland Conservancy, Department of Conservation, Invercargill, New Zealand.
- DOC (Department of Conservation) 2007b: Stewart Island/Rakiura Conservation Management Strategy review and Rakiura National Park Management Plan preparation: summary of public workshops. Southland Conservancy, Department of Conservation, Invercargill, New Zealand.
- DOC (Department of Conservation) 2009: Department of Conservation: Statement of Intent 2009–2012. Department of Conservation, Wellington, New Zealand.
- Driver, B.L. 1998: Uses of the benefits approach to leisure. *Parks and Recreation*, 33(1): 22–25.
- Driver, B.L. 2009a: What is outcomes-focused management? Pp. 19–37 in Driver, B.L. (Ed.): *Managing to optimize the beneficial outcomes of recreation*. Venture Publishing, State College, Pennsylvania, USA.
- Driver, B.L. 2009b: Why outcomes-focused management is needed. Pp. 1–18 in Driver, B.L. (Ed.): *Managing to optimize the beneficial outcomes of recreation*. Venture Publishing, State College, Pennsylvania, USA.
- Driver, B.L. (Ed.) 2009c: *Managing to optimize the beneficial outcomes of recreation*. Venture Publishing, State College, Pennsylvania, USA. 400 p.
- Driver, B.L.; Bruns, D. 2009: Implementing outcomes-focused management on public nature-based recreation and related amenity resources. Pp. 39–73 in Driver, B.L. (Ed.): *Managing to optimize the beneficial outcomes of recreation*. Venture Publishing, State College, Pennsylvania, USA.
- Dustin, D.L.; Goodale, T.L. 1997: The social cost of individual ‘benefits’. *Parks and Recreation* 32(7): 20–21.
- Eagles, P.F.J.; McCool, S.F.; Haynes, C.D. 2002: Sustainable tourism in protected areas: guidelines for planning and management. *Best Practice Protected Areas Guidelines Series No. 8*. IUCN World Commission on Protected Areas, Gland, Switzerland.
- Eckhart, A.S.; Allen, L. 1998: Benefits-based programming: improving the health of seniors. *Parks and Recreation* 33(7): 21–25.
- Ewert, A.; McAvoy, L. 2000: The effects of wilderness settings on organized groups: a state-of-knowledge paper. USDA Forest Service Proceedings RMRS-P-15-VOL-3, USA.
- Heron, J. 1996: *Cooperative inquiry: research into the human condition*. Sage, London, UK.
- International Association for Public Participation 2006a: IAP2 Public Participation Spectrum. www.iap2.org.au/spectrum.pdf. (Viewed 20 November 2006).
- International Association for Public Participation 2006b: The IAP2 Public Participation Toolbox: Techniques to share information. www.iap2.org.au/toolbox.pdf. (Viewed 20 November 2006).
- Lachapelle, P.R.; McCool, S.F.; Patterson, M.E. 2003: Barriers to effective natural resource planning in a ‘messy’ world. *Society and Natural Resources* 16: 473–490.
- Lee, M.; Stafford, B. 2009: Application of OFM on the Red Rock Ranger District of the Coconino National Forest. Pp. 229–238 in Driver, B.L. (Ed.): *Managing to optimize the beneficial outcomes of recreation*. Venture Publishing, State College, Pennsylvania, USA.

- James, B. 1990: Public participation in management planning. An investigation of participants' views and experiences. *Science and Research Series 23*. Department of Conservation, Wellington. 65 p.
- Marriott, K.L. 2002: MSAC Redevelopment review: an assessment of net community benefit. HM Leisure Planning Pty Ltd., Melbourne, Australia.
- McCool, S.F.; Clark, R.N.; Stankey, G.H. 2007: An assessment of frameworks useful for public land recreation planning. General Technical Report PNW-GTR-705. Portland, Oregon: US Department of Agriculture, Forest Service, Pacific Northwest Research Station.
- McIntyre, W.; Tucker, D.; Green, M.; Syme, G.; Bates, L.; Porter, N.; Nancarrow, B. 2006: Water benefits accounting and assessment: Lake Mulawa case study. CSIRO: Water for a Healthy Country Research Flagship, Canberra, Australia. www.clw.csiro.au/publications/waterforahealthycountry/2006/wfhc-WaterBenefitsAccounting.pdf. (Viewed 20 November 2006).
- Moore, R.L.; Driver, B.L. 2005: Introduction to outdoor recreation: providing and managing natural resource based opportunities. Venture Publishing, Inc., State College, Pennsylvania, USA.
- Moore, S.A.; Smith, A.J.; Newsome, D. 2003: Environmental performance reporting for natural area tourism: contributions by visitor impact management frameworks and their indicators. *Journal of Sustainable Tourism 11(4)*: 348-375.
- More, T.A. 2002: 'The parks are being loved to death' and other frauds and deceits in recreation management. *Journal of Leisure Research 34(1)*: 52-78.
- Newsome, D.; Moore, S.A.; Dowling, R.K. 2002: Natural area tourism: ecology, impacts and management. Channel View Publications, Clevedon, UK.
- New Zealand Conservation Authority 2005: General policy for national parks. Department of Conservation for the New Zealand Conservation Authority, Wellington, New Zealand.
- Nilsen, P.; Taylor, G. 1997: A comparative analysis of protected area planning and management frameworks. In McCool, S.F.; Cole, D.N. (Eds): Limits of acceptable change and related planning processes: progress and future directions. *Intermontane Research Station General Technical Report 371*. USDA Forest Service, Ogden, Utah, USA.
- O'Sullivan, E. 1999: Setting a course for change: the benefits movement. National Recreation and Park Association, Ashburn, Virginia, USA.
- Parks and Wildlife Commission of the Northern Territory 2002: Public participation in protected area management best practice. The Committee on National Parks and Protected Area Management, Palmerston, NT, Australia.
- Philipp, S.F. 1997: Race, gender, and leisure benefits. *Leisure Sciences 19*: 191-207.
- Pierskalla, C.D.; Lee, M.E.; Stein, T.V.; Anderson, D.H.; Nickerson, R. 2004: Understanding relationships among recreation opportunities: a meta-analysis of nine studies. *Leisure Sciences 26*: 163-180.
- Roggenbuck, J.W.; Driver, B.L. 2000: Benefits of nonfacilitated uses of wilderness. Pp. 35-49 in: Proceedings: wilderness science in a time of change. Vol. 3: Wilderness as a place for scientific enquiry. May 23-27 1999. RMRS-P-15-Vol-3, Rocky Mountain Experiment Station, USDA Forest Service, Ogden, Utah, USA.
- Schneider, I.E.; Wilhelm, S.; Heisey, J. 2006: Visitor benefits, crowding and values: cumulative visitor report 2003-2004 Lake Shelbyville and Carlyle Lake, *Department of Forest Resources Staff Paper Series 188*. University of Minnesota, Minnesota, USA. <http://purl.umn.edu/37715>. (Viewed 20 November 2006).
- Sefton, J.M.; Mummery, W.K. 1995: Benefits of recreation research update. Venture Publishing Inc., State College, Pennsylvania, USA.
- Shin, W.S.; Jaakson, R.; Kim, E.I. 2001: Benefits-based analysis of visitor use of Sorak-San National Park in Korea. *Environmental Management 28(3)*: 413-419.
- Steele, W. 2006: Engaging rock climbers—creating opportunities for collaborative planning and management in protected areas. *Australasian Parks and Leisure 9(4)*: 42-48.

- Stein, T.V.; Anderson, D.H. 2002: Combining benefits-based management with ecosystem management for landscape planning: Leech Lake watershed, Minnesota. *Landscape and Urban Planning* 60: 151-161.
- Stein, T.V.; Anderson, D.H.; Thompson, D. 1999: Identifying and managing for community benefits in Minnesota State Parks. *Journal of Park and Recreation Administration* 17(4): 1-19.
- Stein, T.V.; Lee, M.E. 1995: Managing recreation resources for positive outcomes: an application of benefits-based management. *Journal of Park and Recreation Administration* 13(3): 52-70.
- Sutton, S. 2004: Outdoor recreation planning frameworks: an overview of best practices and comparison with Department of Conservation (New Zealand) planning processes. Paper presented at the New Zealand Tourism and Hospitality Research Conference, 8-10 December 2004, Wellington, New Zealand.
- Taylor, P.C. 1993: The New Zealand recreation opportunity spectrum: guidelines for users. Hillary Commission for Sport, Fitness and Leisure and the Department of Conservation, Wellington, New Zealand.
- Virden, R.; Vogt, C.; Knopf, R.C. 2009: Assessing the benefits of the Alpine Loop Backcountry Byway in Southwestern Colorado. Pp. 287-310 in Driver, B.L. (Ed.): *Managing to optimize the beneficial outcomes of recreation*. Venture Publishing, State College, Pennsylvania, USA.
- Walker, G.J. 1998: On-site optimal experiences and their relationship to off-site benefits. *Journal of Leisure Research* 30(4): 453-471.
- Warren, J. 2002a. Department of Conservation: lessons to be learnt about community consultation. Unpublished report prepared for the Department of Conservation, Wellington. Centre for Research, Evaluation and Social Assessment, Wellington, New Zealand.
- Warren, J. 2002b: Survey findings: evaluation of the consultation guidelines. Unpublished report prepared for the Department of Conservation, Wellington. Centre for Research, Evaluation and Social Assessment, Wellington, New Zealand.
- Yuan, M.; McIntyre, N.; Payne, R.J.; Moore, J. 2004: Development of a spatial values-based recreation planning framework for Canadian crown lands. Pp. 93-99 in: Working papers of the Finnish Forest Research Institute 2. Presented at the International Conference on Monitoring and Management of Visitor Flows in Recreational and Protected Areas: Policies, methods and tools for visitor management. June 16-20, Rovaniemi, Finland. www.metla.fi/julkaisut/workingpapers/2004/mwp002.htm. (Viewed 20 November 2006).

12. Glossary

Activity: Recreational and non-recreational pursuits, such as hunting, photography, etc. Activities may have a variety of styles, such as wilderness camping c.f. camping in a fully-serviced campground.

Beneficial outcomes approach (BOA): A management planning framework which explicitly defines the outcomes for which areas will be managed, defined in terms of positive outcomes to be targeted and negative outcomes to be avoided. Outcomes must fit within the legislative and resource constraints of the agency, and are translated into management objectives and policies. Developed in the USA, the BOA is primarily used by public agencies managing natural resources.

Benefit: A positive consequence from the use and/or management of the resource.

Benefits may be divided into categories or domains commonly expressed as:

- Personal benefits: psychological and psycho-physiological
- Social/cultural benefits and improvements
- Economic benefits
- Environmental benefits

Three types of benefit may occur:

- An improved change in a condition: e.g. improved physical health
- Maintenance of a desired condition, prevention of an unwanted condition, or reduction of an unwanted condition: e.g. maintenance of family relationships
- Realisation of a satisfying recreation experience

Management setting: See *Setting*. Relates to the degree of access to a given site, the number, standard and type of facilities and services provided, and the extent of management regulation.

Outcome: The beneficial (desirable) and non-beneficial (undesirable) consequences of the management and use of resources.

- Undesirable (non-beneficial) outcomes are adverse environmental and social impacts
- Desirable (beneficial) outcomes—see *Benefits*

Outcomes at place: DOC structures its management planning around ‘outcomes at place’, that is, the plans express outcomes (and objectives and policies) for identified geographical ‘places’ which comprise those parts of the conservation area which require more specific management direction—they are those areas to which the plan will give special attention.

Place: A ‘place’ is an area to which DOC will give special attention within a management plan or strategy because it is recognised as requiring specific management direction.

Setting: The environmental, social and managerial conditions which comprise the recreation site:

- *Environmental setting* focuses upon the degree of environmental modification
- *Social setting* relates to other users, including their density and conduct
- *Managerial setting* includes access, the provision of facilities and services, and the degree of regulation

Appendix 1

BENEFITS TYPOLOGY

Specific types and general categories of benefits attributed to leisure by one or more scientific studies (Moore & Driver 2005: 29).

PERSONAL BENEFITS: PSYCHOLOGICAL

Personal development and growth

- Self-esteem
- Self-confidence
- Self-reliance
- Self-competence
- Self-assurance
- Self-affirmation
- Values clarification
- Learn new skills and develop and apply other skills
- Academic/cognitive performance
- Independence/autonomy
- Sense of control over one's life
- Humility
- Leadership ability
- Aesthetic enhancement/greater appreciation of beauty
- Creativity enhancement
- Spiritual growth and greater appreciation/tolerance of different ethnic interpretations of spirituality

- Adaptability
- Cognitive efficiency
- Teamwork/cooperation
- Problem solving
- Nature learning
- Cultural/historic awareness/learning/appreciation
- Environmental awareness/understanding
- Tolerance
- Balanced competitiveness
- Balanced living
- Willingness to take risks
- Acceptance of one's responsibility
- Academic and other mental performance
- Mental health and maintenance**
- Holistic sense of wellness
- Stress management (i.e., prevention, mediation, and restoration)
- Prevention of and reduced depression/anxiety/anger
- Positive changes in mood and emotion

- Catharsis
 - Personal appreciation/satisfaction**
 - Sense of freedom
 - Self-actualisation
 - Flow/absorption
 - Exhilaration
 - Stimulation
 - Sense of adventure
 - Challenge
 - Nostalgia
 - Perceived quality of life/life satisfaction
 - Creative expression
 - Aesthetic appreciation
 - Nature appreciation
 - Spirituality
 - Positive change in mood/emotion
 - Environmental stewardship
 - Identification with special places/feeling of geographical belonging or physical grounding
 - Transcendent experiences
-

PERSONAL BENEFITS: PSYCHOPHYSIOLOGICAL

- Improved perceived quality of life
- Cardiovascular benefits, including prevention of strokes
- Reduced or prevented hypertension
- Reduced serum cholesterol and triglycerides
- Rehabilitation of patients with heart problems
- Improved control and prevention of diabetes
- Reduced risk of lung and colon cancer
- Better muscle strength and joint functioning

- Reduced spinal problems
- Decreased body fat/obesity/weight control
- Improved neuropsychological functioning
- Increased bone mass and strength in children
- Promotion of better balance
- Increased muscle strength and better connective tissue
- Respiratory benefits (e.g. increased lung capacity, benefits to people with asthma)
- Improved response time
- Reduced incidence of disease

- Improved bladder control in the elderly
 - Increased life expectancy
 - Reduced anxiety and somatic complaints
 - Management of menstrual cycles
 - Management of arthritis
 - Improved functioning of the immune system (i.e. resistance to illness)
 - Reduced depression and improved mood
 - Reduced consumption of alcohol, tobacco, and other drugs
 - Reduced need for some medications
-

SOCIAL/CULTURAL BENEFITS

- Community satisfaction and morale
- Community identity
- Pride in community/nation (i.e. pride in place/patriotism)
- Cultural/historic awareness and appreciation
- Reduced social alienation
- Reduced illness and social impacts of such
- Community/political involvement
- Increased productivity and job satisfaction

- Social support
- Support for democratic ideal of freedom
- Family bonding/better family life
- Keeping children engaged/away from less desirable activities
- Higher class attendance
- Lower dropout rates
- Increased trust in others
- Increased compassion for others
- Reduced loneliness

- Nurturing of others
 - Understanding and tolerance of others
 - Environmental awareness, sensitivity
 - Enhanced worldview
 - Nurture new community leaders
 - Socialization/acclulturation
 - Cultural identity
 - Cultural continuity
 - Prevention of social problems by at-risk youth
-

Continued on next page

-
- | | | |
|--|--|--|
| <ul style="list-style-type: none"> • Ethnic social integration • Social bonding/cohesion/cooperation • Conflict resolution/harmony • Reduced crime • Greater community involvement in environmental decision making | <ul style="list-style-type: none"> • Reciprocity/sharing • Social mobility • Improved image of public agencies • Community integration • Promotion of voluntary community efforts | <ul style="list-style-type: none"> • Developmental benefits in children • Increased independence of older people • Networking by seniors • Increased longevity and perceived quality of life |
|--|--|--|
-

ENVIRONMENTAL BENEFITS

-
- | | | |
|--|---|---|
| <ul style="list-style-type: none"> • Maintenance of physical facilities • Stewardship/preservation of options • Improved air quality through urban forestry • Husbandry/improved relationships with natural world • Increases in 'leave no trace' use • Understanding of human dependency on the natural world | <ul style="list-style-type: none"> • Environmental ethic • Public involvement in environmental issues • Environmental protection • Ecosystem sustainability • Species biodiversity • Maintenance of natural scientific laboratories | <ul style="list-style-type: none"> • Preservation of particular natural sites and areas • Preservation of cultural/heritage/historic sites and areas • Promotion of ecotourism |
|--|---|---|
-

ECONOMIC BENEFITS

-
- | | | |
|--|---|---|
| <ul style="list-style-type: none"> • Reduced health costs • Increased productivity • Less work absenteeism • Reduced on-the-job accidents • Amenity use of hazard areas • Decreased job turnover | <ul style="list-style-type: none"> • International balance of payments (from tourism) • Local and regional economic growth • Local amenities help attract industry • Employment opportunities | <ul style="list-style-type: none"> • Contributions to net national economic development • Promotion of places to retire and associated economic growth • Increased property values |
|--|---|---|
-

Note: Some of the specific types of benefits are subsumed within more general types, so there is some redundancy in this list. Sources: first published in Driver (1990), revised for Driver & Bruns (1999), and further revised for Moore & Driver (2005). Many benefits are supported by more scientific research than are others. The best reference for the scientific bases of these benefits is The Benefits Catalogue by the Canadian Parks/Recreation Association (1997).

Appendix 2

SUMMARY OF THE COMBINED PROCESS FOR REVIEWING THE STEWART ISLAND/RAKIURA CONSERVATION MANAGEMENT STRATEGY AND PREPARING THE RAKIURA NATIONAL PARK MANAGEMENT PLAN

INDICATIVE TIMELINE	ACTION (SPECIFIED BY LEGISLATION)
Aug 2006	Consultation with Conservation Board Department to consult Conservation Board on pre-draft notification process.
Sept 2006	Pre-draft notification Te Runanga o Ngai Tahu advised of intention to review CMS and prepare NPMP. Public notification of intent to review CMS and prepare draft NPMP and call for suggestions for the drafts (published in a newspaper circulating in Stewart Island/Rakiura and Southland, and in daily newspapers circulating in Auckland, Hamilton, Wellington, Christchurch and Dunedin), within the time period specified (there is no legislative time limit).
	Development of drafts DOC to develop draft CMS and NPMP in consultation with the Conservation Board and other persons/organisations as the DOC Director-General (D-G) considers practicable and appropriate.
Jan 2008	Notification of drafts and call for submissions DOC to give notice by advertisement published in a newspaper circulating in Rakiura and Southland and in daily newspapers circulating in the cities of Auckland, Hamilton, Wellington, Christchurch, and Dunedin that the drafts are available for inspection at a place and at times specified in the notice, and calling upon interested parties to lodge written comments with the D-G on the drafts before a date specified in the notice (either 2 months or 40 working days, whichever is longer). DOC to give notice to appropriate regional councils, territorial authorities, iwi authorities, and (so far as is practicable) to all parties which made written suggestions in response to the pre-draft notification (to include all information outlined above). Department to make drafts available for public inspection during normal office hours, free of charge, at the office of the D-G in Wellington, and in any other places and quantities as are likely to encourage public participation in the development of the proposal.
	Other consultation The D-G may, after consultation with the Conservation Boards affected, obtain public opinion of the drafts by any other means from any person or organisation.
	Hearings All submitters are to be given reasonable opportunity to be heard on their submissions on the drafts by representatives of the D-G and the Conservation Board (the D-G and Board to jointly agree what is a 'reasonable opportunity'). Representatives of the D-G and the Conservation Board have the option of hearing submissions from any other parties consulted on the draft. They need not have made a formal written submission on the drafts.
	Amendment of drafts and consideration of submissions DOC to prepare a summary of the submissions and public opinion made known about it. DOC to consider the submissions and public opinion made known about the drafts, and to amend the drafts as it sees fit. DOC to send the Conservation Board copies of the draft CMS, draft NPMP, and the summary of submissions. This to be completed in 8 months from the public notification of the drafts. A longer period may be sought from the Minister of Conservation.

Continued on next page

INDICATIVE TIMELINE	ACTION (SPECIFIED BY LEGISLATION)
Sept 2008	<p>Consideration by Conservation Board</p> <p>Conservation Board to consider the drafts and associated documents.</p> <p>Conservation Board has the option of requesting that DOC reconsider aspects of the drafts, before sending them to the New Zealand Conservation Authority (NZCA).</p> <p>In addition to the drafts, the Conservation Board is to also send the summary of submissions, the statement on the extent to which the comments received on the draft have been excluded/included in the revised drafts, and a statement on any issues that the Conservation Board and DOC have been unable to reach agreement.</p> <p>This information is required to be sent to the NZCA within 6 months of the Conservation Board receiving it. A longer period may be sought from the Minister of Conservation.</p>
March 2009	<p>Consideration by New Zealand Conservation Authority</p> <p>The NZCA to consider the drafts and associated information, and modify the drafts as it sees fit.</p> <p>The NZCA may consult other parties, including DOC and Conservation Board.</p>
	<p>Consideration by Minister of Conservation</p> <p>The NZCA to send the drafts and any relevant information to the Minister of Conservation.</p> <p>The Minister of Conservation may provide the NZCA with written recommendations on the drafts.</p> <p>When the Minister is formulating any recommendations Te Runanga o Ngai Tahu may advise the Minister of Conservation directly, and the Minister must have particular regard to that advice regarding any site.</p> <p>The NZCA considers these recommendations, and has the option of sending the drafts back to the Minister of Conservation for further consideration, with any new information that the NZCA wishes to add.</p>
	<p>Approval by New Zealand Conservation Authority</p> <p>After considering the comments from the Minister of Conservation, the NZCA makes any subsequent changes and then approves the documents.</p> <p>The CMS and NPMP come into effect either on the date approved by the NZCA (or a date stipulated by the NZCA and noted in the documents).</p>
2009	<p>Notification and availability of approved documents</p> <p>DOC to give public notice that the CMS and NPMP have been approved. The public notice must be published in a newspaper circulating in Stewart Island/Rakiura and Southland, and in daily newspapers circulating in Auckland, Hamilton, Wellington, Christchurch and Dunedin.</p> <p>The approved documents to be available for public inspection during ordinary office hours, free of charge, at places agreed by the Board and the DG, and at the office of the DG in Wellington (and DOC National Office if this is different).</p>

Appendix 3

PRE-WORKSHOP DOCUMENTS FOR ULVA ISLAND AND PORT PEGASUS/PIKIHATITI

ULVA ISLAND — APRIL 2007

Review of the Stewart Island/Rakiura Conservation Management Strategy and preparation of the Rakiura National Park Management Plan.

Note: This policy is a draft policy written as a starting point for discussion at the Ulva Island workshops that are scheduled for 15 May in Oban and 17 May in Invercargill. These workshops will be particularly concentrating on working through the outcomes that are sought for Ulva Island as a whole and potentially including a discussion on the relationship between the surrounding coastal marine area and Ulva Island.

The policy provides an overview of the Department of Conservation views which are based on analysis of the 406 written submissions received on the initial discussion document and the department's own priorities. The purpose of the Ulva Island workshops is to identify what views are held by the community (which may be different from those of the department, or similar)

INTRODUCTION

Ulva Island is a nationally and internationally significant pest-free island, situated within Paterson Inlet/Whaka a Te Wera. It represents one of the best examples of a lowland forested ecosystem remaining in Southland. It is highly valued for its biodiversity, its accessibility, and its importance to the tourism industry.

Natural resources

Physical

Ulva Island is the largest island (267 ha) situated within Paterson Inlet/Whaka a Te Wera, approximately 1.5 km offshore from the main Stewart Island/Rakiura landmass. Most of the island is administered by the Department of Conservation as part of the Rakiura National Park. Prior to this, the island was managed as a scenic reserve. There is a small area of freehold land at Post Office Bay (7.8 ha) owned by the Hunter family, with a wharf and causeway on a designated public road.

Biological

Ulva Island is of high ecological significance as a pest-free island, largely in its natural, pre-human state. It is free of mammalian predators and browsers found in the rest of Stewart Island/Rakiura, such as rats, wild cats, and possums. As such, Ulva Island is nationally and internationally important as a conservation asset.

As with the rest of Stewart Island/Rakiura, Ulva Island is free of mustelids such as stoats and weasels. It is a haven for endangered species, and of significant as a seeding source and 'island ark' for the long term recovery, protection and (re) introduction of species native to Stewart Island/Rakiura, in conjunction with other islands.

A list of significant species, known pest-plant species, and introduced diseases and pathogens found on Ulva Island can be found in Appendix 1.

Historical and cultural heritage

Ulva Island has a long history of human visitation, both Maori and European.

The European association began with Charles Traill, who settled on Ulva Island around 1870. Traill operated the first post office in the area, as well as a small general store. Traill, an early naturalist, also sought to preserve the natural values of the island. As such, Ulva represents an historic early example of preservation, as well as an example of early island tourism. It became Stewart Island/Rakiura's first scenic reserve.

Current historical features on the island include (not necessarily managed by the Department of Conservation):

- The original post office building (on private land)
- The cottage adjacent to the post office and various outbuildings (private land)
- Exotic and indigenous plantings (some on private land)
- The Traill family gravesite, where Charles and Henriette Jessie Traill are buried

Several archaeological sites are also recorded on the New Zealand Archaeological Association database.

People's benefit and enjoyment

The island is highly valued as a destination by recreational and commercial visitors, and is significant to Stewart Island/Rakiura tourism. The physical beauty of the island, its relative quiet and sense of solitude, combined with the prolific bird song mean that most visitors derive considerable benefit from visiting the island. As such it receives over 20 000 visitors per year and this number is steadily increasing. Recreational visitors constitute the majority of visitors, and approximately 3000 of these visitors access the island through commercial concessionaires.

Most visitors use commercial water taxi and boat operators to access Ulva Island from the Golden Bay wharf, disembarking at the jetty at Post Office Bay. Some visitors also land at West End Beach.

Other values

Reserved

SPATIAL DEFINITION

The west end of Ulva Island is the area west of a line drawn from halfway along Sydney Cove to Boulder Beach. This area receives the most recreational use, and contains most of the current facilities.

The east end of Ulva Island is the area east of the line drawn from halfway along Sydney Cove to Boulder Beach.

The coastal marine area is the waters of Paterson Inlet/Whaka a Te Wera that immediately surround the island.

The marine reserve is Ulva Island/Te Wharawhara Marine Reserve, gazetted in 2004. Its boundaries are shown on the map below.

[MAP NOT SHOWN]

JUSTIFICATION FOR ULVA ISLAND AS A 'PLACE'

Ulva Island may be treated as a place for the purposes of this part of the planning process. A 'place', as defined in the General Policy for National Parks 2005, is an area identified in conservation management strategies and national park management plans for the purposes of integrated conservation management. It may include any combination of terrestrial, freshwater and marine areas and may be determined by a range of criteria, including, but not limited to: ecological districts, geological features, catchments, internal departmental, regional or district council or rohe/takiwa boundaries, land status, major recreation or tourism destination, commonality of management considerations, or unique management needs.

A place therefore can be considered as a 'unit', or 'area' within a national park or conservation management strategy area (e.g. Stewart Island/Rakiura) with specific outcomes, objectives, and policies prescribed in planning documents in order to manage that 'place'. Places form the basis of conservation management.

Ulva Island as a 'place' includes the island itself, most of which is within the national park. To achieve the integrated management of Ulva Island, Ulva Island as a 'place' may also include the foreshore and the adjacent coastal marine area including the marine reserve boundaries and it may also include the airspace over and above this area. The intrinsic values of the island, such as its biodiversity, natural habitat and ecology, as well as the recreational experience that it provides, are also considered part of the island as a 'place'.

Outcome

Ulva Island is a place where New Zealand's biodiversity and natural heritage can be experienced in an inspirational setting. There are no introduced predators, the forests are intact, the bird-life is prolific and there is a range of other indigenous fauna, surrounded by a protected marine environment. Visitors to this internationally important open island sanctuary gain an appreciation of island habitat restoration and conservation management through recreational opportunities that do not disturb other visitors experiencing the quiet nature and bird song that can be heard on the island. As part of island conservation, the island also provides an opportunity for scientific research of native habitats and ecosystems. Ulva Island is a showcase for natural heritage and conservation management.

Objectives

1. To provide for the continued protection of the native biodiversity on Ulva Island as an unmodified predator-free island sanctuary, including the introduction of further native species where appropriate.
2. To provide a safe sanctuary for key species for future release back onto the main island of Stewart Island/Rakiura.
3. To sustain the predator-free nature of Ulva Island with appropriate biosecurity controls and policies.
4. To encourage and facilitate scientific study and research, consistent with the outcomes for Ulva Island.
5. To maintain free public access to Ulva Island.
6. To manage commercial concessionaire opportunities to Ulva Island at appropriate levels, consistent with the outcomes for Ulva Island as a place within the National Park.
7. To further increase public awareness of the natural heritage of Ulva Island through interpretation and education of Ulva Island as an example of successful island restoration.
8. To provide for the protection and interpretation of archaeological and historic sites on Ulva Island, including those on private land.
9. To facilitate and encourage integrated conservation management between the different agencies that have a statutory role in the management of Ulva Island and the surrounding environment.

Policies

1. The Department of Conservation should undertake further ecological restoration work on Ulva Island, including further native species introductions as appropriate.
2. Where illegal or accidental introductions of a pest species occur, all possible steps will be taken to remove them.
3. The Department of Conservation should work with boat operators (including the cruise ship industry) landing on Ulva Island, concessionaires, the Southland Regional Council, as well as other stakeholders to develop a Code of Practice to minimise the risk of predator invasion from boats, stores and provisions and other items carried onto the island. The Code of Practice may consider the use of incentives for operators complying with the guidelines, and procedures to deal with breaches of biosecurity.
4. Concessionaires should be required to ensure that all members of their party are aware of and implement appropriate biosecurity measures to protect and enhance Ulva Island as an island sanctuary.
5. The public will have free access to the island; however, the Department of Conservation should investigate a restriction on access during the hours of night and a restriction on overnight stays and/or camping on Ulva Island for recreational visitors. Bylaws may be investigated as an option of achieving these restrictions.
6. Concessionaire opportunities that are consistent with the outcomes sought for Ulva Island as a place include guided walking, bird watching and nature appreciation activities. In addition, any other concession activities that are applied for should need to ensure these are entirely consistent with the

outcomes sought for Ulva Island as a place, such as adding no artificial noise to the Ulva Island environment.

7. Concessionaires should be limited to an allocation of between 15 000 visitors per annum to Ulva Island. Should an applicant for a concession seek changes to this limit, the applicant should be required to undertake appropriate research approved by the Department of Conservation that addresses physical and social carrying capacity effects.
8. Concessions party sizes should be restricted as follows:
 - a. A maximum party size of 20 inclusive of guides on the Post Office Bay to Sydney Cove circuit track
 - b. A maximum party size of 8 inclusive of guides on the Post Office Bay to West End and Boulder Beach circuit track. And up to a maximum of 6000 visitors per annum on this track, as part of the 15 000 visitors as specified in policy 7 above;
9. In the event where rare exceptions to party size limits posed in policy 8 above can be justified, prior to approving such exceptions, the Department of Conservation should investigate and implement an appropriate combination of measures to ensure that the visitor experiences consistent with outcomes sought for Ulva Island as a place, are maintained and enhanced. Some options that may be considered are:
 - a. To manage groups as to avoid more than three interactions with other groups per trip; and/or
 - b. To encourage large group sizes of 20 inclusive of guides to split the group into two or more smaller groups; and/or
 - c. To manage groups as to travel in only one direction on island tracks; and/or
 - d. To investigate and implement appropriate measures to space out groups whilst on island tracks.

Bylaws may be investigated as a method of achieving the maintenance and enhancement of the visitor experience.
10. The Department of Conservation may encourage recreational users and water taxi operators to adopt similar measures as in policy 9 above, to maintain and enhance the visitor experiences consistent with outcomes sought for Ulva Island as a place.
11. Concessionaire access to the east end of Ulva Island may be considered in the future provided the following criteria can be met:
 - a. To investigate and implement appropriate measures to spread out the arrival and departure times of groups at the Post Office Bay wharf; and
 - b. If it can be demonstrated that the activity will not have an adverse impact on the biodiversity of this section of the island; and
 - c. If the visitor assets and facilities on the eastern end of Ulva Island can sustain an increased level of use consistent with the outcomes at place for Ulva Island.
12. As resources allow, the Department of Conservation should undertake research and monitoring to ensure the following:

- a. That the facilities currently in place on Ulva Island are capable of sustaining increased numbers of recreational and commercial visitors; and/or
 - b. That the visitor experience currently available on Ulva Island can be sustained with an increased number of recreational and commercial visitors.
13. An education programme and materials should be developed, building on past experience, knowledge, and practice to educate and inform the public about conservation management, using Ulva Island as a showcase for its natural heritage and as an example of successful island restoration.
 14. The Department of Conservation may encourage concessionaires to undertake interpretation and education roles where possible in accordance with policy 13 above, and to acknowledge this work as a contribution to appreciation of conservation values and natural heritage.
 15. Further work may be undertaken, to identify historical and archaeological sites on Ulva Island, and to encourage preservation measures where appropriate.
 16. The Department of Conservation should work alongside other agencies that have a statutory role for the management of Ulva Island, to ensure that an integrated approach to conservation management is undertaken across jurisdictional boundaries, which is consistent with the outcomes sought for Ulva Island as a place.
 17. Further to policy 16 and in accordance with section 6(j) of the General Policy for National Parks (2005), the Department of Conservation may investigate extending the national park boundary surrounding Ulva Island to the line of mean low water springs to achieve the outcomes sought for Ulva Island as a place. At the time of this investigation, the Department of Conservation should liaise with agencies that have a statutory role in the management of Ulva Island, as well as key stakeholders to ensure that the implications of this proposed boundary change are fully known and acceptable to those agencies and to the community.

APPENDIX 1

Current introduced plant species found on the island

Gorse *Ulex europaeus*
 Marram *Ammophila arenaria*
 Beech *Nothofagus* spp.
 Monkey puzzle *Araucaria araucana*
Coprosma grandifolia
 Macrocarpa *Cupressus macrocarpa*
 Darwin's barberry *Berberis darwinii*
 Hieracium *Hieracium pilosella*
 Chilean flame creeper *Tropaeolum speciosum*
 Old man's beard *Clematis vitalba*
 Selaginella *Selaginella kraussiana*
 German ivy *Senecio mikanioides*
 Chilean rhubarb *Gunnera tinctoria*
 Bomarea *Bomarea caldasii*
 Exotic grasses (including *Cortaderia selloana*)
 Mouse-ear chickweed *Cerastium fontanum*

PORT PEGASUS/PIKIHATITI
PUBLIC WORKSHOP—SEPTEMBER 2007
PROMPT FOR DISCUSSION

**Review of the Stewart Island/Rakiura Conservation Management
Strategy and preparation of the Rakiura National Park
Management Plan**

Note: This document takes a slightly different approach to the documents sent out prior to the public workshops for Ulva Island and the public workshops held regarding the Mason Bay area.

It does not contain a 'pre-draft outcome(s)' like the previous pre-draft documents as this will be worked through at the public workshops themselves. However, this document does still contain an explanation of the current context and the possible future management options written as a starting point for discussion at the Port Pegasus/Pikihati workshops that are scheduled for 4 September in Oban and 6 September in Invercargill.

These workshops will follow a similar process to the process used for the Ulva Island and Mason Bay workshops and will seek to work through the outcomes that are sought for Port Pegasus/Pikihati as a place within the Rakiura National Park. This discussion may potentially also work through the relationship between the Port Pegasus/Pikihati area and the other parts of the national park that surround it, including the area sometimes referred to as the Southern Wilderness. It may also include a discussion on the relationship between the national park and the coastal marine area.

The formulation of this document has been guided by the 406 written feedback responses received on the initial discussion document. Some possible management actions are suggested to give you a feel for what direction could be taken and help discussion at the workshops.

CONTEXT AND CURRENT MANAGEMENT

The Port Pegasus/Pikihati area is situated at the southern end of Stewart Island/Rakiura. It consists of a complex and diverse terrestrial environment connected to a marine inlet and harbour system, known as Pikihati. The sheltered harbour within the Port Pegasus/Pikihati area contains many anchorages for boats, which provide the main form of access into the area. The Port Pegasus/Pikihati area also provides opportunities for a number of recreational activities, such as tramping, hunting, fishing, diving, kayaking, and nature appreciation.

The collection of inland waterways, inlets, coves and bays covers an area of approximately 40 square kilometres. The harbour includes three main islands, Pearl Island (the largest) in the north, Anchorage Island in the centre, and Noble Island in the south. Between these three islands lie the four major passages used

to access the inner reaches of the harbour by sea. These passages open out into the two main arms of Port Pegasus/Pikihatiti harbour—North Arm and South Arm. South Arm is slightly larger than North Arm. Numerous streams flow into the bays and coves within these arms, with some, such as Cook Arm, extending back from the coast in tidal mudflats and estuaries for several kilometres.

The terrestrial environment surrounding the Port Pegasus/Pikihatiti area is similarly complex, with unique underlying granite bedrock overlaid with softer materials. Over time, these softer layers have eroded revealing the substantial and imposing rock outcrops (exfoliating granite domes) that surround the harbour such as Bald Cone above Shipbuilders Cove, and the twin Peaks of Gog and Magog. Smith's Lookout, above the South Arm, is the highest peak in the southern part of this area, at 474 m a.s.l. Features such as these are found nowhere else in New Zealand, and support a unique ecology. In the north of the Port Pegasus/Pikihatiti area, above the North Arm, the ridge of the Tin Range begins, rising up to 500 m a.s.l. at Lees Knob and Granite Knob. In between the granite outcroppings of the south and the Tin Range in the north, the land is bisected by several small river systems and streams, with some, such as Pegasus Creek, forming waterfalls (e.g. Belltopper Falls) where they exit the land into the sea.

The Port Pegasus/Pikihatiti area has a largely intact ecosystem, extending from the tops of the granite peaks to the floor of the seabed, though some areas surrounding the coast have been historically modified by activities associated with human settlement, such as fire. Outside of the sheltered coastal regions, the area is characterised by low level vegetation, similar to that of sub-alpine regions on the Tin Range further north, and on the mainland. The Port Pegasus/Pikihatiti area also supports a number of wetland, heathland, turf, rock veneer, and cushion communities.

Stewart Island brown kiwi (tokoeke, roa), yellow-eyed penguins (hoiho), southern New Zealand dotterel, sooty shearwater (titi), and numerous other species of sea bird nest in the Port Pegasus/Pikihatiti area. Because of the isolated nature of southern Stewart Island/Rakiura, the area east of the Tin Range became the last known refuge for kakapo in the latter part of last century. All known kakapo living in the area have since been relocated to predator-free island sanctuaries. The largest of the islands in the Port Pegasus/Pikihatiti area, Pearl Island, has been used in the past as a temporary home for threatened species, most recently in 1998.

The area is rich in cultural and historical values, with seasonal occupation by Maori in transit to and from the Titi islands, and from European settlers. Sporadic settlements have occurred in many of the bays and inlets within Port Pegasus/Pikihatiti, such as Shipbuilders Cove, and North Arm. Shore-based sealing and whaling occurred in the early days. In the latter, a permanent settlement was established in the late 1800s to serve the tin mining industry established on the southern slopes of the Tin Range above Diprose Bay. Later, a fish freezer was established here, which functioned into the 1930s.

Activities such as tramping (predominantly day walks), hunting, fishing, diving, kayaking, and historic appreciation are the main recreational opportunities available in the area. These activities are generally undertaken as day trips whereby visitors overnight on boats moored in Port Pegasus/Pikihatiti harbour, although there is a tradition of overnight camping at a number of (informal) campsites surrounding the harbour, or at the two Rakiura Hunter Camp Trust huts.

The Port Pegasus/Pikihatiti area also can be accessed on foot via the Tin Range from the Rakeahua Valley. This route is not maintained, requires substantial fitness and experience, and is generally only undertaken by a small number of visitors per year.

There are no Department of Conservation accommodation facilities in the area or maintained tracks, however, the Rakiura Hunter Camp Trust maintain two publicly accessible hunter huts—one in Pegasus Passage serving the northern Port Pegasus/Pikihatiti hunting block, and the other in Islet Cove, serving the southern Port Pegasus/Pikihatiti hunting block. The tramway from Diprose Bay in the North Arm is protected and maintained as a historic asset by the Department of Conservation.

Specific historical features in the Port Pegasus/Pikihatiti area include (but are not necessarily managed by the Department of Conservation):

- The tin mining area on the southern and eastern slopes of the Tin Range.
- The route of the tramway from Diprose Bay in North Arm to the southern slopes of the Tin Range, built to serve the tin industry in the late 1800s.
- The settlement site in North Arm.
- A settlement site in Shipbuilders Cove, South Arm.
- Several archaeological sites are recorded by the New Zealand Archaeological Association.

DEFINING PORT PEGASUS/PIKIHATITI AS A ‘PLACE’

Discussion at the public workshops would be helpful regarding how people conceive the Port Pegasus/Pikihatiti area as a place within the national park. Questions might include:

When you think of the Port Pegasus/Pikihatiti area, what extent does it have to you?

How far should the ‘Port Pegasus/Pikihatiti’ area extend inland?

What is the relationship between the Port Pegasus/Pikihatiti area and the other surrounding parts of the national park, including the area sometimes referred to as the southern wilderness.

Refer to Fig. 1 [not shown] which has been included to assist you with defining the Port Pegasus/Pikihatiti area.

A place can be considered as a ‘unit’, or ‘area’ within a national park or conservation management strategy area (e.g. Stewart Island/Rakiura) with specific outcomes, objectives, and policies prescribed in planning documents in order to manage that ‘place’. Places form the basis of integrated conservation management.

A ‘place’ may include any combination of terrestrial, freshwater and marine areas and may be determined by a range of criteria, including, but not limited to: ecological districts, geological features, catchments, internal departmental, regional or district council or rohe/takiwa boundaries, land status, major recreation or tourism destination, commonality of management considerations, or unique management needs.

The Port Pegasus/Pikihatiti Place is a sought-after destination for some visitors; however, access into the area is difficult, limited by weather, sea conditions and cost. Commercial fishers often use the area for shelter.

WHAT OUTCOME WOULD YOU LIKE TO SEE FOR THE PORT PEGASUS/PIKIHATITI AREA??

We look forward to working this through at public workshops scheduled for the 4 September (Oban) and 6 of September (Invercargill).

These views will be taken into consideration along with the views we have heard from the feedback responses to the discussion document, to create an outcome for the future management of the Port Pegasus/Pikihatiti area.

POSSIBLE FUTURE MANAGEMENT OPTIONS:

The following are discussion points with regard to future management options for the Port Pegasus/Pikihatiti area. They are intended only as a guide and prompt for discussion at the public workshops.

Natural resources

- Protect and restore native species, biodiversity and ecosystems.
- Protect and recognise natural character and outstanding landscape values.
- Manage the exfoliating granite domes at Port Pegasus/Pikihatiti to protect their unique geology and ecology.
- Manage the Port Pegasus/Pikihatiti islands as pest-free island sanctuaries.
- Manage the introduced animals in the Port Pegasus/Pikihatiti area with a high priority on possum control.
- Manage Port Pegasus/Pikihatiti in a weed-free state.

Archaeological, cultural, and historic heritage

- Foster the relationship with iwi with regard to the management of the Port Pegasus/Pikihatiti area.
- The following archaeological, cultural and historic sites should continue to be actively managed for their historic values:
 - Port Pegasus/Pikihatiti tin mining site, including the tramway, Surveyors Track, the settlement site, and mining remains
 - Port Pegasus/Pikihatiti shipbuilding base, Cooks Arm
 - Port Pegasus/Pikihatiti Maori occupation site, Cooks Arm.
- Undertake further work to identify historical, archaeological and cultural sites in the Port Pegasus/Pikihatiti Place and (where appropriate) to undertake protection, monitoring, and management measures.

Recreational visitors (non commercial and commercial)

- Manage the Port Pegasus/Pikihatiti area as a remote and wilderness recreational opportunity.

- Investigate the following facilities:
 - A tramping track to the summit of Bald Cone; and/or
 - A tramping track from Disappointment Cove to Broad Bay; and/or
 - A marked route from Cook Arm to the Fraser Peaks.

Concessionaire visitors (commercial)

- Concessionaire opportunities may include:
 - Day walking activities at specific sites;
 - Guided hunting
 - Nature appreciation
 - Historic appreciation
 - Marine mammal viewing
- Party size of 8 within the remote zoning of the Port Pegasus/Pikihatiti Place.
- Party size of 6 within the wilderness zoning of the Port Pegasus/Pikihatiti Place.
- Concessionaires staying overnight within the national park should be required to stay at designated sites;
- Guided day parties within the Port Pegasus/Pikihatiti Place should be restricted to the following sites:

Short-stop visits:

- Belltopper Falls
- North Arm Old Hotel site
- Cook Arm shipbuilders' base
- Broad Bay settlement
- North Port Pegasus hunter hut
- South Port Pegasus hunter hut
- Small-craft retreat

Day visits:

- Diprose Bay—tramline access to Tin Range
- Disappointment Cove to Broad Bay
- Bald Cone
- Fraser Peaks

- Access to these sites should be subject to the following criteria:
 - Short stop sites to have an annual allocation of 225 visitors per site
 - Day visit sites to have an annual allocation of 225 visitors per site
 - For the management of its historic values, the Shipbuilders Base site in Cook Arm should have an annual allocation of 100 visitors at this site
 - Monthly allocations and/or daily allocations may also be considered to ensure concessionaire access to these sites are appropriately managed;
- No concessionaire accommodation facilities should be established within the national park.

Visitor information and monitoring

- Undertake research and monitoring to ensure the facilities provided in the Port Pegasus /Pikihatiti Place are capable of sustaining the numbers of visitors consistent with the outcome sought for the Port Pegasus/Pikihatiti area;

- If it is identified by research and monitoring that the visitor impact at Port Pegasus/Pikihatiti is no longer consistent with the outcome sought for the Port Pegasus/Pikihatiti Place, the Department of Conservation may investigate the following options:
 - Working with concessionaires to better manage the impact of visitors at specific site or series of sites; and/or
 - Reducing the annual allocation of concessionaire visitors at a specific site/s or series of sites; and/or
 - Removing a site or series of sites if appropriate

Aircraft and vehicles

- No aircraft landings within the national park.
- No vehicles within the national park, except for management purposes.

Working with others

- Work alongside other agencies that have a role for the management of the Port Pegasus/Pikihatiti area, to ensure that an integrated approach to achieving the outcome for the Port Pegasus/Pikihatiti Place is undertaken across jurisdictional boundaries.
- In liaison with the community and guided by scientific research, investigate the appropriateness of some form of possible marine protection for the coastal marine environment in the Port Pegasus/Pikihatiti area.
- Work with appropriate agencies to achieve measures to avoid or mitigate the effects of possible future oil exploration and/or production activity on the Port Pegasus environment.

Appendix 4

PORT PEGASUS/PIKIHATITI WORKSHOP PLAN

Meeting held 7 pm, 6 September 2007, public library, Invercargill

5 pm

Pre-Workshop (PW/Adj/KB)

- Sign in (list of attendees)
- Name stickers
- Head count
- Tea, coffee, biscuits available
- Boards 1+2: set up map, outcome statement, blank sheets
- White board: write up workshop structure

7 pm

Introduction

ANKE—Background/context

- Recap on what has happened so far in planning process—use printout on whiteboard
- Up to step 4/5
- This workshop—focus on Port Pegasus/Pikihatiti and what will happen there—acknowledgement of pre-draft policy and where this fits in
- Similar approach to Ulva Island and Mason Bay workshops—but slightly different with regard to (1) having no outcome statement, although (2) still presented some possible future management options (from responses received to the discussion document)
- Hands-up regarding who attended either Ulva Island or Mason Bay workshop

ANKE—Introduce Kay

- Independent facilitator, does not work for DOC or other government agency

KAY—Introduction

- Want to hear your views about Port Pegasus/Pikihatiti
- Going to follow a particular structure—wish to take you through—will explain that shortly
- Participant introductions (round robin)—if too many people, then show of hands: DOC, Conservation Board, other government officials, locals, concessionaires, anyone else
- Internet participants

KAY—Workshop purpose

- To hear what you **want to see at Port Pegasus/Pikihatiti for next 10 years** (plan timeframes)
- Think of your grandchildren—1 or 2 generations: so really beyond 10 years timeframe
- Aim is to identify what you want for Port Pegasus/Pikihatiti—its character, values, appropriate activities
- Pre-draft discussion document—management options (prompts for discussion)
- Want to develop an outcomes statement—no draft this time—work it out together

KAY—Workshop goal

- My goal is to hear what you want for Port Pegasus/Pikihatiti
- DOC is here to hear that also—hence note taking and tape recorder (check tape is OK)
- Anke will also be involved in running this workshop

KAY—Housekeeping matters

- Timeframe—we expect to finish by 9.30 pm or soon after
- The purpose of this meeting is to hear your views on the future of the Port Pegasus/Pikihatiti area:
 - I hope to hear from everyone here
 - You don't need to agree with each other, or with anyone else present. You are entitled to your own view, and you have a perfect right to have a unique opinion
 - One opinion is as valid as another
 - One person speaking at a time (but not for too long!)
 - Will shut down side conversations if distracting for others
 - Kay's role—to finish on time
 - Views will differ—let's be frank but respectful
- Any apologies?

7.10 pm

Existing activities and definition of 'place'

KAY—Activities for Port Pegasus/Pikihatiti (not by zone)

'What currently happens in the Port Pegasus/Pikihatiti area?'—brainstorm

Record: List of activities on butchers' paper

ANKE—Place definition

As comes up in **activities** discussion, Kay to prompt for:

1. What area were you thinking of when you gave me activities for Port Pegasus/Pikihatiti? What parts of Stewart Island/Rakiura make up the Port Pegasus/Pikihatiti area?
2. Is Port Pegasus/Pikihatiti a 'special place'?
3. Check boundaries in both directions (landward, seaward)
4. Relationship to what is known as the Southern Wilderness expanse landward?

Record: Anke uses felt pen to trace boundary on map. Participants need blank map (hand out).

KAY—Activities check

'Are there any activities that are missing now that we've defined Port Pegasus/Pikihatiti area?'

Achievement: Overview of what currently happens at Port Pegasus/Pikihatiti and 'where' is Port Pegasus/Pikihatiti.

People 'keyed' in

7.35 pm

Experiences

ANKE—Facilitate

KAY—Board

Experiences

Now think about what people get out of these activities

What goes on in people's heads when they are doing these activities

= Present activities—not future

Some experiences may already be referred to on the 'activities' sheet—use these as examples.

Distinction between activities and experiences.

Think in terms of **experiences** you have when visiting Port Pegasus/Pikihatiti

Draw on examples people already offered when discussing activities

Prompts: Close encounters with kiwi

Sense of remoteness in the wilderness

- For what reason do you go to Port Pegasus/Pikihatiti?
- Why Pegasus/Pikihatiti?
- To gain what experience?
- What do you like about going there?

Zones

Are there any parts of Port Pegasus/Pikihatiti where people have specific types of experiences?

Zones—should treat differently to rest of Port Pegasus/Pikihatiti

Prompts

What is it about Port Pegasus/Pikihatiti

What is special about Port Pegasus/Pikihatiti?

What are the 'take home messages' you want me to take away with me?

Future

Present situation—got that now

Future situation—does it look the same? What is different?

Do you want to have certain experiences in 20 years' time?

Are there any new experiences that you will be looking for?

Are there any additional or different reasons that you think you may go to Port Pegasus/Pikihatiti for in the future?

Record: Key words and phrases on butchers' paper

Achievement: list of experiences sought (by zone perhaps)

7.50 pm

Benefits/outcomes

KAY—Facilitate

ANKE—Board

So far, we have thought mainly about experiences you have from visiting Port Pegasus/Pikihatiti **now**

Now we want to think into **the future**

Positive and negative outcomes

What do you want to see at Port Pegasus/Pikihatiti in the future (next 2 generations)

What stuff do you not want to happen there?

Positive things—what **benefits** will be obtained?

Negative things—what **risks** are there to achieving these things we've discussed?

Record: Separate lists of +ve and -ve outcomes sought/to be avoided—headings ‘benefits’ and ‘risks’

Prompts:

- **Individual or personal benefits:** that you want to attain, or see others attain
- **Household, groups or entire community benefits:** here you don’t need to be a participant/go to Port Pegasus/Pikihatiti to attain the benefit.
- **Economic benefits:** attained by businesses and Island community
- **Environmental benefits**

Think about experiences: Also other outcomes: protecting the kiwi; work for charter boats; etc.

Are there any risks to your well-being or the community’s well-being etc. that you would want to ensure do not happen for Port Pegasus/Pikihatiti?

Economic benefits and risks?

Environmental benefits and risks?

Rank benefits (only if a large list)

Choose top three. Hand out three stars to each person. Get people to stand up and put stars next to items

Achievement: List of all benefits sought by group. May have priority benefits identified (those with the most stars)

8.05 pm

Pre-circulated document

ANKE—To introduce the document

- Who needs a copy?
- Provided some possible management options to give you something concrete to think about in advance
- Have not offered an outcome statement (like you had for Ulva Island / Mason Bay)—you have the opportunity to do this from scratch after cuppa

KAY—‘Outcome statement’ explanation

- Written statement of what you want to see at Port Pegasus/Pikihatiti in the future
- Will direct DOC to manage for this—i.e. directs what actions DOC will take
- Need to think of all things that need managing—natural values; recreational use; etc.

At tea time—we will write up key points—after tea, we will see where we have got to—what is missing—check we have it right

Take spare copies of document

8.10 pm

Break time—cuppa—15 minutes

Write up key ‘take home messages’ from butchers’ paper onto fresh OUTCOME sheet

Plan B—have outcome statement from Oban ready on large sheet (back up plan)

Put activities and experiences sheets on floor so people can see them

8.25 pm

Outcome statement development

KAY—Facilitate

ANKE—Board

Now want to re-visit the points we come up with and see what **vision (outcome)** they suggest

Have written-up 'take home messages'

- Have we picked out the essence?
- What is missing?—think of all the things that need to be managed
- What is it about Port Pegasus/Pikihatiti?
- What is different about Port Pegasus/Pikihatiti cf. Mason Bay and Ulva Island?

Plan B: Have pre-determined outcome statement ready on large sheet in case workshop flounders

Record: Write up key phrases and words to form part of outcomes statement

Achievement: Identify key parts of an outcome statement—and any parts that do not have agreement

8.50 pm

Settings

(pre-draft policy: 'Possible future management options')

KAY—Facilitate

ANKE—Ask questions/discuss

ANKE—**Current situation**

To what extent does Port Pegasus/Pikihatiti already meet this vision?

- Think about what things are already working/in place.
- Think about what existing things mean your vision won't be achieved—what you don't want.

ANKE—**Future situation**

Follow layout of pre-circulated document—priority = sections that have already been raised during workshop

- Natural resources—is this a given?
- Archaeological, cultural and historic heritage
- Recreational visitors (commercial and non-commercial)
- Concessionaire visitors (commercial)
- Visitor information and monitoring
- Aircraft and vehicles
- Working with others

Anything else we have not picked up on?

KAY—**Review**

Reflect back on **outcome statement**—anything else to be added, now talked about the detail?

If run short of time: Focus on things people have raised and want to talk about.

Achievement: Now have your views on the things needed to achieve what you want at Port Pegasus/Pikihatiti

9.25 pm

KAY—Close

- Good overview of what is important to you about Port Pegasus/Pikihatiti
- Identified key take-home messages that need to be put together as part of an outcome statement (if have)
- Anything else you want to say—need to get off your chest? ROUND ROBIN

ANKE—Outline what will happen next

- Port Pegasus/Pikihatiti workshop in Invercargill
- Hunting / hunting hut workshops in late September—Invercargill and Hamilton
- In the meantime, looking at pulling together all the bits in between and will look if any further workshops are required for key gaps in information and/or direction from the public
- Otherwise, once we have revised objectives and policies based on the direction we have received to date this will be included in the draft plan to be notified in the first half of next year
- Questions? Is everyone happy with how things are going?

KAY—Thanks for coming

Close 9.40 pm

Team notes:**Issues that may arise**

- Park issues on ‘spare’ whiteboard (or butchers’ paper sheet)
- Hunting issues—hunting workshops

Need to take

- Butchers paper and pens (felt tips)
- Stands or pins to hang butchers’ paper on wall—in place where people can see sheets
- Stars (three stars per participant)
- Hand outs of pre-circulated document
- Large sheet print out of ‘Plan B’ outcome statement
- Some ballpoint pens (in case people don’t have pen)
- Tape recorder and tapes
- Map of all of Stewart Island/Rakiura
- Map of Port Pegasus/Pikihatiti as a place
- Pictures of Port Pegasus/Pikihatiti or Stewart Island/Rakiura
- Copies of the summary of feedback responses
- Public participation booklet
- Document on process? Where we are now?

Appendix 5

ULVA ISLAND PRE-CIRCULATED OUTCOME STATEMENT, AND COMMENTS ABOUT IT GENERATED IN WORKSHOPS

OUTCOME STATEMENT PRESENTED IN PRE-WORKSHOP PAPER	WORKSHOP COMMENTS—OBAN	WORKSHOP COMMENTS—INVERCARGILL
<p>Ulva Island is a place where New Zealand's biodiversity and natural heritage can be experienced. There are no introduced predators, the forests are intact, the bird-life is prolific and there is a range of other indigenous fauna, surrounded by a protected marine environment.</p> <p>Visitors to this internationally important open island sanctuary gain an appreciation of island habitat restoration and conservation management, through interpretation and through recreational opportunities that do not disturb other visitors experiencing the quiet nature and bird song that can be heard on the island. As part of island conservation, the island also provides an opportunity for scientific research of native habitats and ecosystems.</p> <p>Ulva Island is a showcase for natural heritage and conservation management at its best</p>	<p>Suggested changes were:</p> <ul style="list-style-type: none"> • 'New Zealand's'—change to local as not all examples of New Zealand's biodiversity can be found on Ulva Island. • 'Introduced predators'—change to 'browsers' or 'pests' as use of the word 'predator' could be too restrictive, particularly as a weka could be classified as a predator. • Other words for this paragraph suggested were 'inspirational', to mention the relationship between the rest of Stewart Island/Rakiura and Ulva Island and to mention the involvement/ importance of people with regard to Ulva Island. • 'Restoration'—a question was asked regarding 'what are we restoring?' • There was agreement that the second sentence of the outcome statement was too long and needed to be shortened. • 'Recreational opportunities'—change to 'limited' or words to that effect, and to add 'educational' as well. • 'Quiet nature'—a comment was made to change this to 'no artificial noise'. • A request was made to make the last outcome more positive—to remove the 'do not'. • The 'habitats and ecosystems' sections were suggested as requiring a wording change. • To talk about Ulva Island as a 'world-class showcase' for conservation management. 	<p>Suggested changes were:</p> <ul style="list-style-type: none"> • A 'predator' needs to be defined—it was considered that the current definition is possibly too restrictive especially if it refers to weka, which can be considered as a predator. • A discussion was held with regard to what might be meant by 'protected marine environment'. It was explained that a 'protected marine environment' could include reference to the existing mataitai and the existing marine reserve around Ulva Island. • The importance of preserving fishing opportunities on Ulva Island. • That the first sentence is too long and needs revising. • That the 'open island sanctuary' is important enough to be a sentence on its own. • A question was asked regarding what 'open' means in an open island sanctuary. It was explained that the word 'open' refers to a system of island classification used by the Department of Conservation that enables public access. • That the word 'Interpretation' should be swapped for a reference to education as it refers to a wider range of potential activities. • A question was raised with regard to whether 'sustainability' should be added into the outcome. A discussion followed regarding how the word 'sustainability' does does not necessarily fit with words such as 'remote'. • Historical nature—a request was made to mention more groups of people who have a history and relationship to Ulva Island, including those who have lived on the island, and continue to live on the island from time to time. • That most historical sites are on private land, but visitors are not necessarily aware of the boundaries.

Continued on next page

OUTCOME STATEMENT PRESENTED IN PRE-WORKSHOP PAPER	WORKSHOP COMMENTS— OBAN	WORKSHOP COMMENTS— INVERCARGILL
		<ul style="list-style-type: none">• A discussion was held regarding recreational zoning. It was considered that a range of experiences should be managed on Ulva Island and that a difference should be maintained in between the post office, West end and East end discussion zones.• That the term 'wilderness' should not be used as it could potentially devalue the term when used for other areas that retain more 'wild' qualities.• That there is a very special beach on the island at Sydney Cove.• That the cultural dynamics of the island, in terms of the long-standing relationships between people of Maori descent and people of European descent, are mentioned.

Can application of the Beneficial Outcomes Approach (BOA) assist management planning processes for conservation lands in New Zealand?

The BOA is a management planning process developed in the USA for public agencies managing natural resources. The BOA framework is structured around identifying the outcomes for which areas are to be managed. By focusing upon the 'end-points' (outcomes), the BOA helps make public agencies more accountable and responsive to the community. This study evaluated the BOA for use in management planning for New Zealand public conservation lands, and developed a community workshop process which was applied to management planning for Stewart Island/Rakiura.

Booth, K. 2009: Applying the Beneficial Outcomes Approach (BOA) to protected area management planning on Stewart Island/Rakiura, New Zealand. *Science for Conservation* 296. 100 p.