

The initiation of Cape to City through Te Matau a Maui (TMAM)

Dec 2015: Alison Greenaway

1. Purpose

This discussion paper is provided to the Te Mata a Maui project management group to support reflection on the initiation of Cape to City and to inform plans for the next phase of work. There are three key messages:

- Great team building and programme development to date on the basis of a clear goal, trust and openness.
- Now (the end of the initiation phase) is a good time to reflect on how the partnership is working, to check if it is being cemented through each partner organisation.
- The next phase (navigating transitions) will benefit from robust reflection **on impacts, influence, leverage and learning**; documenting these insights will support iterations of Cape to City in other locations.

2. Background

Between June and December 2015 Alison Greenaway (Social Researcher with Landcare Research) interviewed 10 members¹ of the project management and governance groups and reviewed Te Mata a Maui monthly reports. She has assessed the ways people described the purpose of and plans for Cape to City as well as how these plans have been followed through and any challenges along the way. Alison is using a phases of transition framework for this study, based on international research in the areas of organisational learning and socio-technical-ecological transformation. This approach draws attention to how biodiversity enhancement gets pulled together through a range of interests and how new ways of organising, and doing things emerge (such as teaching, farming, writing policies, or monitoring birds).

3. A great start: clear vision, great team, leveraging resources.

The purpose of Cape to City and the opportunity it is responding to appear to have strong support and are described very similarly by all interviewees. But as the quotes below show there are some differences in nuance reflecting people's entry points into Cape to City, communication styles, and areas of focus. How, when and where these differences weave together is one of the current challenges for TMAM.

So right now, the largest patch of bush on the North Island is Urewera National Park, and we are right on the doorstep of that place. It's an absolute treasure; you would think that as a country we'd be looking after our biggest patch of bush in the North Island. And, yet, the bulk of it remains without any predator control at all, simply because technically, it is very difficult with the tools we've got to try and control predators in remote locations on that scale. The irony is that we have a better chance of undertaking large-scale predator control in

¹ Melissa Brignall- Theyer, Wendy Rakete-Stones, Pouri Rakete- Stones, Campbell Leckie, Robyn McCool, Andrea Byrom, John McLennan, Bruce Wills, Andy Lowe, Dave Carlton.

agricultural landscapes, where there is good access and where there are people that are living right next door to the traps that have to be serviced, and all of the costs go right down. So large-scale predator control is the way forward for biodiversity preservation in New Zealand.

It has purpose on lots of different levels. One is the vision which is to show that you can have thriving biodiversity in a productive landscape, an economically productive landscape. And then showing a lot of people the how to do it. The way that we're doing it as a case study showing all the learnings, will be really useful in that aspect. The bigger purpose is to highlight them and talk about them and get people involved, the more mainstream it becomes, the more business-as-usual.

Its giving effect to the principles of [the Hawkes Bay] biodiversity strategy, having agencies working together on common concerns and benefits for the environment locally... The key thing is biodiversity gain, economic and social gains through control of introduced predators, habitat restoration, and hopefully, species reintroduction as a result of a more, I can't really say pest-free, but certainly controlled environment as far as introduced predators go.

If you go back to Boundary Stream, probably seven or eight years ago; we got to the conclusion that these bits of bush, these remnants can't really be protected just from the inside. You have to go out to that wider landscape to prevent the pests even getting anywhere near it. That was the seed of what we decided to do there with 8000 hectares of wide scale predator control around it. And Cape to City's just grown out of that and increasing to 27,000 hectares. Long-term, that's how we are going to fix all these bush remnants all throughout the Hawke's Bay just by going out to the wide expansive landscape around them so that they become stepping stones for biodiversity all through the Bay. It is the logical next step for us in the Hawke's Bay to take. Whether it succeeds or it fails, we're going to learn a lot out of it, so it has huge potential.

Well, we were talking about Cape to City probably about two years ago as a concept... There was no money; it was just a concept of going from Poutiri Ao ō Tāne and then doing a whole Cape to City project... We've seen anecdotally what changes it does to the biodiversity in the area we're working in at the moment and with the people in the area as well. So, the idea of making it go from what it is now to 26,000 hectares, which is quite a big area, instead of dealing with 4 or 5 landowners, you're dealing with 120 landowners. Although the number of landowners sounds like a big number, I think the benefits they're going to get out of the whole project once it starts and continues through, I think it'll be fantastic socially as well, just for people's well-being and the fact that we're bringing back not only the habitat, but also the species coming back into their environment as well.

Cape to City is a conservation and restoration project, but to me it's got a little twist to it. Whereas probably, generally speaking, conservation projects are usually run by DoC or little community groups or tree huggers kind of thing, but this is beyond that. This is going, so we need to take this seriously, and what are all the considerations. So you've got the environment and all the people. Caring about the environment you've got to integrate businesses, farmers and it's that whole tying in of society as a whole and all the things that make up our society, not just tree huggers on their own. You've got all the considerations so

that as a community and a society, we can make this happen together, so that it's practical and realistic and can be done worldwide or New Zealand wide.

Cape to City is all about sustainability. It's trying to find the sustainable model. At the moment, in our environment we've got 270 species that will become extinct in New Zealand without human intervention. We've got one of the highest extinction rates in the world. And our promotion on that is not good. Most people don't understand that. We've got stuff becoming extinct all the time. So my personal goal is this is the start of pest free New Zealand. And my personal goal is trying to educate people that sustainability is possible; sustainability is about environmental, economic, and social coming together. But the reality is at the moment it's got to be at a cost that's affordable. So we're working on \$3 a hectare there for Cape to City. So what do we want to see at the moment? What we're missing at the moment is research and technology, R and D.

I guess it's a proof of concept in some ways. This is now pushing [pest control] out over 26,000 hectares as a bigger farm lot, and that will include both public and private land. So it's the first big test of doing this collaborative testing. So we've got to get all people from all these sectors involved: country, and urban, and Government. And just to see whether this early technology with the sensors on the traps can be rolled out, and effective, and taken up by a bigger group.

I describe it as large-scale predator control, but in a much wider context than just keeping a few native birds alive. It's about bringing benefits to the region that go well beyond just native biodiversity, so starting to think about even as wide as cultural benefits. Certainly there's social awareness of biodiversity like I mentioned, the urban awareness. And then I think Campbell's really on to something around the economic gains to be had from bringing that effort, that predator control effort, to the fore for farmers as well.

New Zealand is not on a winning hundred year plan for biodiversity. If what we are doing is defending small sites scattered in a landscape of pests, we just won't win, it is a losing strategy. So we need to be able to do wide scale predator control across very large areas at ultra-low cost that drives economic and environmental benefits. We need to couple that to intensive site based work where the values of the site require predator control to actually allow them to survive. That is the winning strategy for New Zealand long term. So the vision for Cape to City is to prove up that landscape scale pest layer for those main vertebrate pests that cause a lot of damage. And we are talking not tens of thousands of hectares; we are talking hundreds of thousands of hectares. It is a template; that is what it is trying to get to.

A simple analysis of the most frequently used key words in the interviews and TMAM reports shows that the way people talk about Cape to City is similar to how it is presented through TMAM monthly reports. Notably people and communication appear to be the priorities.

Questions for the team: how successful have you been accounting for or presenting the investment in communication and relationships/ partnership to date? How are in-kind contributions of peoples' time and administrative resources being tracked?

Some people commented that more champions for Cape to City are needed in the mid tiers of each organisation. Others' have suggested that roles may need further clarification and there are gaps to fill, particularly to take some load of Campbell. Also it seems important to keep making clear the distinction between TMAM and Cape to City.

That collegial and open forum that we have is going to be really good because we're not going to just bottle things up. We all work together so we will have each other as support. And we, hopefully, have the systems set up to capture most of things before they become a problem, hopefully. That's the idea. But I think if the shit does hit the fan, I think we've got a good team that can deal with it.

Question for the team: do you have the required systems in place?

Responsive monitoring: *There is a genuine risk, the landscape itself is so denuded of native vegetation - this is in the Cape to City footprint - that it actually has very few native animals now to respond to top predator control. So the ones that are there, things like reptiles, then I would say that they're not going to be useful for us to monitor because they just reproduce too slowly and they are so rare that we're very unlikely to get a response in the time that we're looking for one. But I wouldn't have the same concerns about native wetas, for example. So we've got to choose our targets carefully, and we've got to sit on them tightly so that we can actually tell if top predator control is making a difference or not.*

Question for the team: to what extent does the partnership allow for a mix of research interests?

For example having some research which is focused on responsive monitoring and other research which uses Hawkes Bay as just one site in a broader study. The research may be working with different time frames and research drivers.

Realistic expectations: *My slight worry is that we as the researchers may not be able to contribute as much as people would like just simply because of the cost of doing research. We just have to keep prioritising.*

We've got to be very clear about what we are trying to achieve. We've got to be very clear that it is a scientific experiment, which we will have highs and lows, because we are pushing boundaries. And so people have to be aware that there will be some issues along the way.

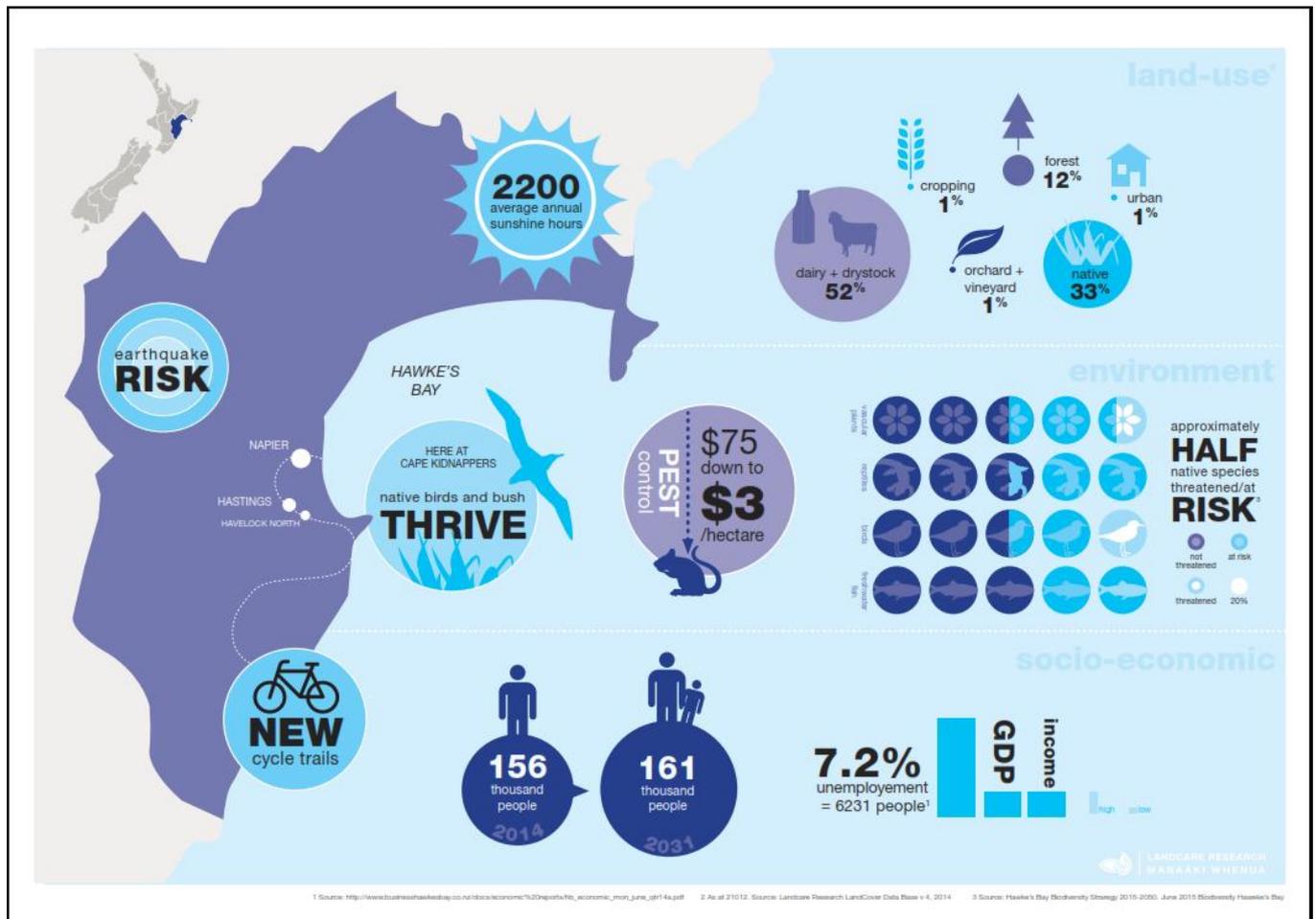
Question for the team: are the expectations of the research realistic? Are the key issues to date, boundaries pushed, and ideas tested being adequately documented?

Unique opportunity: *we've got this major project with a lot of money involved, and a lot of stakeholders, and multiple agencies all with their different own way of doing things, and their own processes and procedures and cultures, having to come together to manage this. That's been really challenging, but fun at the same time. It's not something you see a great deal of.*

Question for the team: might this story of uniqueness limit opportunities for replication of Cape to City? One can imagine people in BoP saying that C2C was a one off it's never going to happen again, especially not in the BoP. Would a story about the ingenuity and strategic cleverness of Cape to City folk be more likely to generate optimism that it can be done in other places?

4. The context Cape to City is emerging from

The infographic below presents elements of the context which interviewees noted Cape to City is emerging from in 2015. Cape to city is situated amidst concerns about the economic development of the region; cycle ways being built, bringing tourists and changing access to the area; water quality and quantity challenges e.g. storage; diversity of land use, stages of life, ethnicity and interests across the region; a highly modified environment with poor biodiversity; great success for native birds and bush at Cape Sanctuary; great success reducing the cost of predator (possums, rats, stoats) control through Poutiri Ao ō Tāne.



5. The rub: sticking points and challenges

Common to the quotes above is the idea that Cape to City is a proof of concept for broad scale predator control for biodiversity enhancement in productive landscapes. This focus challenges conventional delineation of public/private boundaries and forces people to consider non-bounded movement through landscapes of birds and predators. Key to the success of Cape to City is the challenge of finding clever ways of reconfiguring approaches to public (DOC) and private (rate payer, philanthropist) investment in predator control and biodiversity. HBRC and Landcare Research are well positioned to act as intermediaries reshaping these public/private boundaries. The challenge for translocation of the Cape to City initiative is how transparent TMAM can be, or how much time needs to pass before TMAM can openly share how this reconfiguration is occurring. This is a challenge to the discourses and practices of investment in landscapes.

A second challenge Cape to City is addressing is the promotion of biodiversity through killing. This moral challenge is being addressed through both boldness and sensitivity. Tracking differences in the ways, times and places people navigate this moral challenge, and the articulation of values that occurs through the process should be insightful and inform possibilities for the expansion or translocation of Cape to City.

Then there is the technological challenge, what if the technology doesn't work, what if Cape to City can't reduce costs. This challenge was mentioned in the interviews and the need for perception management was raised. Referring to Cape to City as a proof of concept allows room for failures and re-starts. Tracking, naming and assessing these lessons and the alternative approaches taken is central to the story of Cape to City.

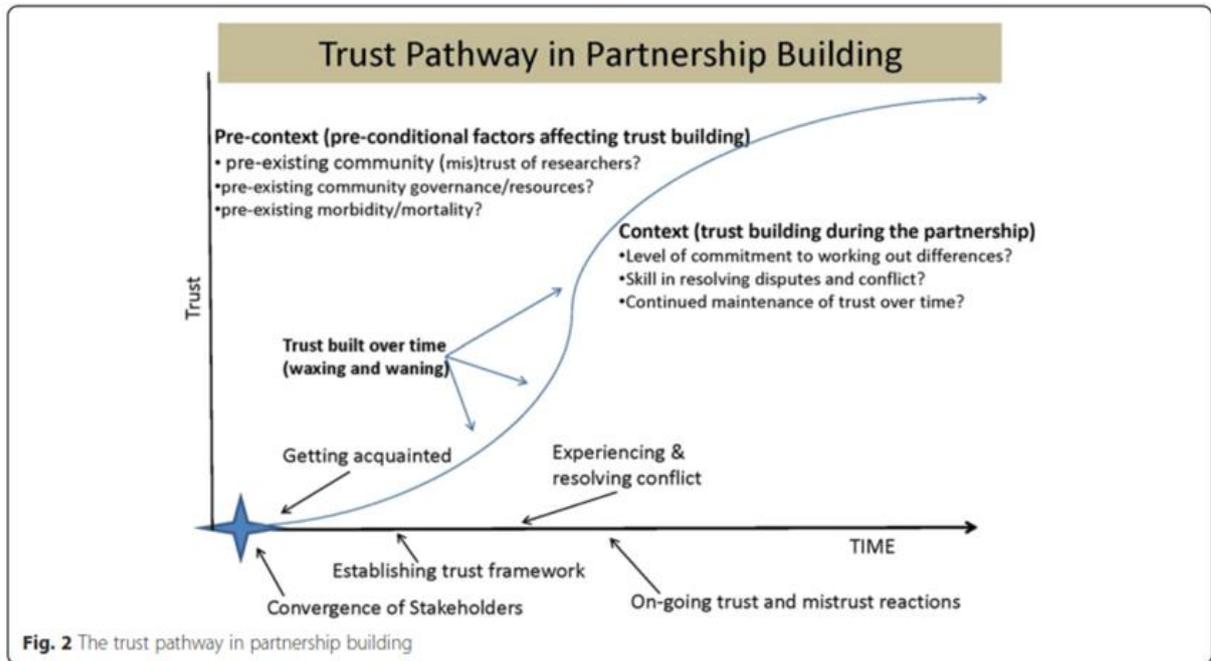
6. Getting ready for the next phase – bedding down the partnership

Looking towards the next year for Cape to City and the end of the initiation phase, it is a good time to reflect on lessons learnt through the process of establishing the TMAM partnership. Going back to the basics Glendinning (2002) provides this useful definition:

Partnerships between organisations, groups or agencies denote a particular type of relationship in which one or more common goals, interests and/or dependencies are identified, acknowledged and acted upon, but in which the autonomy and separate accountabilities of the partner organisations can remain untouched.

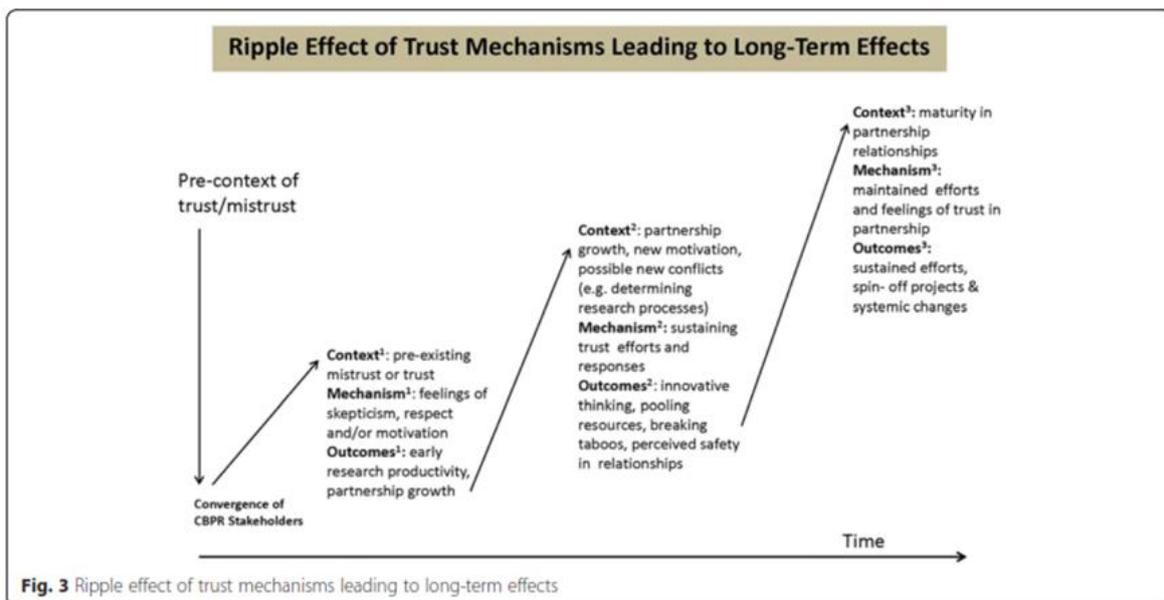
(Glendinning, 2002. p. 118)

Trust and mistrust are key elements of partnerships, and these change over time and are expressed variously throughout the course of the partnership and variously within and across the partnering organisations. So trust can also be understood (along with pests) as a mobile boundary crossing agent at work on the Hawkes Bay landscape through Cape to City. The figure below suggests there are pathways of trust in partnership building. From the interviews it appears that a lot of trust was established through Poutiri Ao ō Tāne and possibly the Possum Control Area programme.



Question to the team: was there any mistrust to overcome in the initiation of Cape to City?

The figure below suggests that in this next phase of development Cape to City partners may find themselves having to break some taboos and address issues about the perceived safety of relationships in the partnership.



Quick assessment: how's the TMAM partnership going?

(The list is derived from key principles for research-operations partnerships).

Partnerships for capacity building	Score 1-3	Comments
Decide on the objectives together		
Build up mutual trust		
Share information; develop networks		
Share responsibility		
Create transparency		
Monitor and evaluate the collaboration		
Disseminate the results		
Apply the results		
Share profits equitably		
Increase research capacity		
Build on the achievements		

Question to the team: what indicators show that the partnership is being cemented in each organisation? Does the partnership help people do things differently? Does it help people think differently? Talk differently? What examples are there?

7. Next steps for this work documenting the implementation of Cape to City.

- Next round of interviews Feb – May 2016 with
 - People in each organisation to see how TMAM partnership is shaping the organisations
 - Interested onlookers – e.g. from regional councils, and iwi organisations
 - The TMAM project team
- Document review
 - Reports
 - Media releases
 - School resources
 - Research presentations
 - Budgets
 - Tracking focus, language, audiences, decisions and activities.