

How the Contributions of Conveners
Achieve Collaboration Goals

By

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ABSTRACT

Collaboration is considered to be an alternative strategic planning approach for delivering services and addressing organization mandates. These initiatives provide an opportunity “in which autonomous actors interact through formal and informal negotiation, jointly creating rules and structures governing their relationship” (Thomson and Perry 2006, 23). Stakeholders recognize the potential for increasing organizational capacity by engaging in relationships that collectively address common concerns through the integration and coordination of resources.

The underlying principle of this research is to provide insight on the contributions that are required to facilitate initiatives and engage stakeholders in processes that achieve collaborative goals. This research assesses the motivations needed to participate in integrated planning strategies and identifies the resources required to create the capacity to support successful outcomes. The primary purpose of the research is to provide stakeholders with knowledge and appreciation for the complexities involved in collaborating, with a particular focus on the human resources that are necessary to facilitate stakeholder relations. The objectives of the research are to undertake a qualitative evaluation of stakeholders’ experiences involved with a collaborative initiative and to determine how the collaboration goals of participants are achieved.

The Habitat Conservation and Stewardship Program (HCSP) was identified as a case study, because it provided an ideal opportunity to evaluate a public sector agency that was motivated to initiate integrated planning strategies. Fisheries and Oceans Canada (DFO) implemented the HCSP to “enhance habitat protection and expand community capacity to steward fish habitat resources” (HCSP Evaluation Team 2001; Fisheries and Oceans Canada Habitat and Enhancement Branch 2001a, 1). The DFO recognized that in order to meet the goals of the collaboration they would implement a convener role to engage all interested parties.

This research emphasizes the contributions of conveners by analyzing the processes and activities that they use to engage stakeholders and produce successful outcomes. Participants who are motivated to engage in collaborations expect to benefit from their involvement but it is recognized that conveners play an integral role in achieving collaborative goals and therefore, their contributions should be valued.

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TABLE OF CONTENTS

| | |
|--|------|
| ABSTRACT..... | iii |
| ACKNOWLEDGEMENTS..... | iv |
| LIST OF FIGURES..... | vii |
| LIST OF TABLES..... | viii |
| CHAPTER 1 - INTRODUCTION..... | 1 |
| 1.1 Research Rationale, Purpose and Objectives..... | 3 |
| 1.2 Case Study..... | 4 |
| 1.3 Thesis Organization..... | 6 |
| CHAPTER 2 - COLLABORATIVE PLANNING STRATEGIES..... | 8 |
| 2.1 Collaborations..... | 9 |
| CHAPTER 3 - ACHIEVING COLLABORATION GOALS..... | 17 |
| CHAPTER 4 - CAPACITY TO SUPPORT COLLABORATIONS..... | 23 |
| 4.1 Human Resources..... | 26 |
| 4.2 Role of Conveners..... | 28 |
| 4.3 Convener Attributes..... | 30 |
| CHAPTER 5 - DEVELOPMENT OF HCSP..... | 34 |
| 5.1 Motivation to Collaborate..... | 34 |
| 5.2 Creating Capacity..... | 35 |
| 5.3 Human Resources of the HCSP..... | 39 |
| CHAPTER 6 - METHODS..... | 46 |
| 6.1 Case Study Identification..... | 46 |
| 6.2 Program Evaluation..... | 46 |
| 6.3 Scope of Evaluation..... | 53 |
| 6.4 Qualitative Research..... | 54 |
| 6.5 Evaluation Development..... | 56 |
| 6.6 Qualitative Research..... | 59 |
| 6.7 Evaluation Implementation..... | 61 |
| 6.8 Structured Qualitative Interviews..... | 64 |
| 6.9 Unstructured Qualitative Interviews..... | 67 |
| 6.10 Qualitative Data Presentation..... | 70 |
| 6.11 Networking..... | 71 |
| CHAPTER 7 - ACHIEVING COLLABORATION GOALS..... | 73 |
| 7.1 Addressing Motivating Factors..... | 73 |
| 7.2 Public Agency Expectations..... | 75 |
| 7.3 Stakeholder Expectations..... | 78 |
| 7.4 Creating Capacity..... | 80 |
| CHAPTER 8 - CONTRIBUTIONS OF CONVENERS..... | 84 |

| | | |
|---|---|-----|
| 8.1 | Area Coordinator Roles | 85 |
| 8.1.2 | <i>Establishing Relationships</i> | 87 |
| 8.1.3 | <i>Enabling through Capacity</i> | 88 |
| 8.1.4 | <i>Decision Making</i> | 89 |
| 8.2 | Role of Stewardship Coordinators | 91 |
| 8.2.5 | <i>Engaging Stakeholders</i> | 95 |
| 8.2.6 | <i>Facilitation and Enabling</i> | 97 |
| 8.2.7 | <i>Balancing and Accommodating Stakeholder Needs</i> | 99 |
| 8.2.8 | <i>Educating and Communicating</i> | 102 |
| 8.2.9 | <i>Increasing Finances</i> | 104 |
| 8.3 | Community Partner Roles..... | 106 |
| 8.3.10 | <i>Engaging Stakeholders</i> | 107 |
| 8.3.11 | <i>Sustaining Relationships</i> | 109 |
| CHAPTER 9 - CONCLUSIONS | | 111 |
| 9.1 | Addressing the Motivating Factors Collaborative Initiatives | 112 |
| 9.1.12 | <i>Finances</i> | 112 |
| 9.1.13 | <i>Relationships</i> | 113 |
| 9.2 | Creating the Capacity to Support Collaborative Initiatives | 114 |
| 9.2.14 | <i>Human Resources</i> | 115 |
| 9.2.15 | <i>Balancing Interests to Achieve Mutual Benefits</i> | 116 |
| 9.2.16 | <i>Stakeholder Leadership and Will</i> | 118 |
| 9.2.17 | <i>Sustainability</i> | 119 |
| CHAPTER 10 - RECOMMENDATIONS | | 121 |
| 10.1 | Identify the Motivating Factors and Resources Required to Collaborate.. | 122 |
| 10.2 | Create Capacity by Promoting Collaborations | 123 |
| 10.3 | Review Potential Opportunities and Consider Future Implications | 124 |
| 10.4 | Outcomes of HCSP | 127 |
| REFERENCES | | 130 |
| APPENDIX A - Proposal Presented to Fisheries and Oceans Canada to Conduct Research on Habitat Conservation and Stewardship Program | | 138 |
| APPENDIX B - Sample Cover Letter For Area Coordinator, Stewardship Coordinator and Community Partner Respondents | | 141 |
| APPENDIX C - Sample Questionnaire for Area Coordinator and Stewardship Coordinator Respondents | | 144 |
| APPENDIX D - Sample Questionnaire for Community Partner Respondents | | 148 |
| APPENDIX E - Sample of Telephone Script for Conducting Structured Interviews..... | | 151 |
| APPENDIX F - Sample Feedback Letter for Participating Respondents | | 154 |
| APPENDIX G - List of Supporting Documents | | 156 |

LIST OF FIGURES

| | |
|--|----|
| Figure 2-1: Conceptual Model of Approaches to Civic Engagement..... | 10 |
| Figure 2-2: A Collaboration Model Indicating the Processes that Create the Form..... | 12 |
| Figure 2-3: A Framework of Collaborative Processes..... | 14 |
| Figure 3-1: Illustration of the Triangle of Planning Participation | 21 |
| Figure 5-1: HCSP as Part of the Part of the Rebuilding the Resource Strategy | 35 |
| Figure 5-2: Regional Boundaries Identified for the Habitat Conservation and Stewardship Program and Stewardship Coordinator Distribution..... | 37 |
| Figure 5-3: Federal and Provincial Initiatives Implemented Over the Past Three Decades in British Columbia..... | 38 |
| Figure 6-1: Flowchart Illustrating the Process Taken to Designing the Evaluation..... | 49 |
| Figure 6-2: Causal Chain Indicating Processes that Contribute to Relationship Outcomes. | 50 |
| Figure 6-3: Framework for Evaluating Working Partnerships | 51 |
| Figure 6-4: Illustration of the Partnership Life Cycle Model (PLC) (Top) and its Relationship to the Matrix of Environmental Partnership Success Factors..... | 52 |
| Figure 6-5: Example Framework to Design Evaluation Research Questions | 56 |
| Figure 6-6: Distribution and Relative Staffing Numbers for HCSP Stewards in British Columbia and the Yukon | 62 |

LIST OF TABLES

| | |
|---|----|
| Table 3-1: Incentives, Responses and Impacts of Collaborations | 18 |
| Table 3-2: Strategic alliances identified by the Ontario Ministry of Natural Resources..... | 19 |
| Table 4-1: A Comparison of the Characteristics of Managers and Leaders | 24 |
| Table 5-1: The Guiding Principles and Program Objectives of HCSP..... | 39 |
| Table 5-2: A list of Internal and External Positions and Their Roles for the HCSP | 40 |
| Table 5-3: Habitat Conservation and Stewardship Program Community Partners | 42 |
| Table 6-1: A Comparison of Partnership Evaluation Frameworks..... | 48 |
| Table 6-2: A Matrix of Potential Themes for Developing Questions..... | 58 |
| Table 6-3: Total Number of Structured Interviews Conducted for Research..... | 63 |
| Table 6-4: Example of Scheduling Process for Structured Interviews and Responses | 66 |
| Table 6-5: Total Number of Unstructured Public and Non-profit Interviews Conducted..... | 68 |

CHAPTER 1 - INTRODUCTION

The public sector is challenged to respond to complex economic and social changes and exploring alternative methods of achieving organizational mandates (Thomson and Perry 2006; McGuire 2006). Various motivational factors influence the implementation of integrated planning strategies that are designed to establish relationships with stakeholders to promote inclusive decision-making processes. Collaborations are a legitimate planning alternative because of the potential to create the capacity to collectively address problem domains by combining resources. Wood and Gray (1991, 148) suggest that a “collaboration occurs when a group of autonomous stakeholders of a problem domain emerge in an interactive process, using shared rules, norms, and structures, to act or decide on issues related to that domain.”

To clarify the terminology of this research, collaborations are considered to encompass a variety of relationship building process including partnerships which are regarded as more formal agreements between parties. The stakeholders are any individual or group that may be affected by or have an effect on an issue. They participate in collaborations to address problem domains which are identified as a particular topic of interest. In this case study, the Community Partners (CPs) are the organizations that have a formal partnership agreement with the DFO. The stakeholders are any other participants who could have had some involvement with the program.

Implementing alternative service delivery approaches are increasing in popularity, which some researchers suggest is creating a new movement in strategic planning practice (Lowndes and Skelcher 1998; Poncelet 2001). Public managers are redefining their roles and

responsibilities as they adapt to the demands of interdependent relationships and engage in more communicative and inclusive planning initiatives that accommodate multi-stakeholder interests (Taylor 2000; Healey 1998). Integrated planning strategies, like collaborations, have prompted an interest in the development of theories and models to try and identify the motivation for these efforts, the structure and processes involved, the capacity that is required to achieve goals, and the outcomes that can be expected when stakeholders participate in these initiatives (Gray 1996; Gray and Wood 1991; Healey 1998; Mitchell 1997; Selin and Chavez 1995).

When stakeholders engage in collaborations, they anticipate increasing the capacity to fulfill their organizational mandate through processes that heighten communication and enhance relationships. They identify ways to complement each others services by combining resources that will leverage finances and improve decision making (Hall and Banting 2000; Phillips and Graham 2000; Glasbergen 1998; Rekart 1993; Wakeman III 1997).

1.1 Research Rationale, Purpose and Objectives

Collaborations are promoted as an effective planning strategy to address problem domains by achieving mutually beneficial outcomes. Stakeholders engage in collaborative alliances for a variety of reasons. Researchers suggest that there is a need to emphasize the resources and processes involved because they are critical to achieving goals and successful outcomes (Wood and Grey 1991, Binkerhoff 2002, Williams 2002). Therefore, the underlying rationale for this research is that there should be a common understanding of the dynamics of the effort and in particular, an appreciation for the resources and processes that are required to participate. Conley and Moote (2003, 373) suggest that many stakeholders have an interest in collaborative research, including:

- *Policy makers* who want informed evaluations that help them formulate appropriate rules and regulations;
- *Facilitators and resource managers* who are looking for guidelines that help identify which approaches are appropriate in different circumstances;
- *Funders and interest groups* who need to determine which collaborative efforts to support and what stance to take on general policies promoting or inhibiting collaborative processes.
- *Academics* who are interested in exploring how collaborative resource management affects society, and in testing theoretical models on specific examples.

The purpose of this research is to emphasize some of the resources and processes that are essential for facilitating collaborative arrangements so that stakeholders can understand how goals of collaborating are achieved. There has been considerable research describing collaborative theories and frameworks. However, the literature has not thoroughly examined the human resources required for stakeholders to engage in collaborations (Williams 2002). The term *convener* is used in this research to identify the human resources, or in some cases organizations, who are involved with initiating activities and providing coordination and resources to participating groups.

Stakeholders will have different expectations for participating in collaborations. Common goals are to address the issues that have motivated them, to pursue integrated planning strategies, and to identify opportunities to increase their capacity to meet mandates. A particular focus for the research is on the human resources that are responsible for facilitating collaborative initiatives. Therefore, the underlying research question is: “How do conveners contribute to collaboration goals?” There are two objectives to the research: 1) to undertake a qualitative evaluation that profiles the experiences of stakeholders involved with a case study; and 2) to establish how the goals of collaborations are achieved by considering how conveners address the motivating factors for engaging in collaborative initiatives and create the capacity to support collaborative initiatives. To meet these objectives, a case study was evaluated which formed the basis of the research.

1.2 Case Study

In 1998, Fisheries and Oceans Canada (DFO) promoted a *New Direction* to their organizational planning strategies by implementing the Habitat Conservation and Stewardship Program (HCSP) to build relationships and engage stakeholders in decision making processes to address problem domains. In this example, problem domains include the relationships between the DFO and stakeholders, including, farmers, fishermen, and environmental groups, and the various approaches used to assist with salmon habitat conservation.

The HCSP was used as a case study to support the research objectives because of its emphasis on human resources building stakeholder capacity. The vision of the HCSP was “to establish partnerships to enhance habitat protection and expand community capacity to

steward fish habitat resources” (Fisheries and Oceans Canada Habitat and Enhancement Branch 2001a, 1). The DFO was motivated to explore alternative service delivery options because they had undergone a period of restructuring and were challenged to independently meet their organizational mandate.

The DFO recognized that stakeholders were an integral part of fulfilling collaboration goals. They needed to feel comfortable establishing these relationships and be convinced that they were benefiting from participating in collaborative efforts (Vangen and Huxham 2003). To accomplish this, the DFO specifically introduced conveners as a key human resource that was designated to work directly in collaboration with community stakeholders to establish trusting relationships. Conveners included Area Coordinators (ACs) and Stewardship Coordinators (SCs) who were responsible for engaging with selected Community Partners (CPs) and other interested groups that were located throughout BC and Yukon. The conveners created opportunities for stakeholders to collectively address problem domains and increase the capacity to participate in collaborative efforts and support strategies.

Because collaborative initiatives become a more widely used method for managing complex issues, it is important to evaluate the experiences in order to gain an understanding of the processes they are involved with. Binkerhoff (2002, 218) maintains that processes and institutional arrangements are difficult to measure, identify and articulate, particularly when dealing with partnerships. The significance of this research, is to provide a greater understanding of the processes and resources that contribute to the functionality of collaborative arrangements with the intent of ensuring that stakeholders appreciate and value the dynamics of the efforts. The document is organized into ten chapters and the following presents a brief summary of each one.

1.3 Thesis Organization

Chapter 1—Introduction provides a general overview of the research rationale by indicating the purpose of undertaking the evaluation and the objectives that will be met. The underlying research question identifies how stakeholders achieve collaboration goals by providing a focus on the role of conveners who are responsible for facilitating processes.

Chapter 2—Collaborative Planning Strategies presents a comprehensive overview of collaboration theories and frameworks. The processes involved with collaborations are identified including the structure of arrangements and some of the expected outcomes.

Chapter 3—Motivation for Engaging in Collaborations discusses some of the goals of engaging in integrated planning strategies which provide the foundation of the research. The factors that motivate stakeholders determine the expectations and outcomes that they want to achieve; the literature provides an in-depth understanding of these issues.

Chapter 4—Capacity to Support Collaborations identifies the role of convener by presenting the attributes that they contribute to collaborative arrangements. The literature acknowledges the capacity that human resources provide to facilitate processes by discussing skills and characteristics that develop relationships and enable stakeholders to achieve collaboration goals.

Chapter 5—Development of the Habitat Conservation and Stewardship Program discusses the formation and implementation of the case study including an overview of the purpose, structure, and objectives of the program. The human resources that were created to implement the program are a significant factor. The specific roles and relationships of participants are described.

Chapter 6—Methods provides a detailed description of the techniques used to address the research objectives which were to undertake a comprehensive assessment of the experiences of respondents and to establish how the goals were achieved. The discussion includes a description of the methods used to select the case study, how the qualitative evaluation was designed, and what data collection processes were implemented.

Chapter 7—Collaboration Goals presents an analysis of the research findings through an examination of research responses and relates these to the collaboration goals. The experiences of respondents provide the basis of the research by providing insight into the motivating factors that contributed to the implementation of the HCSP and conditions that create the capacity to achieve collaboration goals.

Chapter 8—Convener Contributions highlights the underlying research question regarding how conveners contribute to the goals of a collaboration. The comments from respondents are integral to meeting the research objectives because they express what attributes are required to facilitate successful collaborative outcomes.

Chapter 9—Conclusions indicate the significance of the contributions that convener make to collaborations by emphasizing the opportunities that they presented through their roles. The experiences of stakeholders involved with the case study are used to demonstrate how these relate to other collaborative arrangements and the consequences they have for integrated planning strategies.

Chapter 10—Recommendations identifies the resources and attitudes that will ensure that efforts are effective at fulfilling long term collaboration goals. Stakeholders can learn from the experiences of the HCSP and incorporate them into future initiatives to further the success of collaborating.

CHAPTER 2 - COLLABORATIVE PLANNING STRATEGIES

The public sector role is evolving as issues become more complex and approaches to address them require alternative service delivery strategies. McGuire (2006, 34) suggests that “the most important change in administrative functioning of this past century has been increasing interdependence among public organizations.” Public managers are being challenged to look beyond traditional hierarchical command and control approaches. They are motivated to explore integrated planning as a way to deliver services. There is an interest in engaging in strategic planning efforts that promote inclusive decision making and collective service delivery in order to manage issues that cross jurisdictional boundaries.

Participation in initiatives such as collaborations, roundtables, joint management teams, partnership boards, and forums are becoming more common as the public and private sectors explore ways to make effective use of limited resources and heighten communication among stakeholders (Thomson and Perry 2006, Cooper, Bryer, and Meek 2006; Gray 1996; Healey 1998). Stakeholders are identified as any participants who affect or are affected by an action. They are represented by individuals or groups with an interest in the success of an organization. Researchers suggest that increased stakeholder participation in integrated alliances signals a new direction in strategic planning and as a result, has caused a significant shift in public sector governance (Healey 1998, Gray, 1996, and Selin and Chavez, 1995). Therefore, stakeholders should have a common understanding of what processes and resources are involved with strategies like collaborations, because this will allow them to identify goals and determine what is required to address them.

2.1 Collaborations

Collaborative approaches to planning have been advocated since the 1960s as researchers began to assert that “meaningful and effective planning must be based on a two-way communication flow between the public and the planning agency” (Godschalk and Mills 1966, 88). There was a concern that society’s interests were not being adequately addressed by the professional experts and elected officials. The technocratic paradigm that had traditionally dominated planning process was criticized for failing to recognize a diversity of values and for not providing opportunities to incorporate the interests of stakeholders (Gunton, Thomas, and Day 2003). There was an increased interest in implementing democratic initiatives that would allow the public to participate more fully in decision making. Arnstein (1969) developed a “ladder” model that illustrated the effects of citizen participation as they gained varying degrees of power when the government promoted democratic pluralism.

In the 1970s, citizen participation became a legislated requirement in forming administrative and policy processes in the US, thereby creating a significant change in public management (Cooper, Bryer, and Meek 2006). Neighbourhood organizations developed self-help approaches to concerns while some issues created more aggressive or adversarial positions. Governments made an effort to develop advocacy and alternative dispute resolution models to address concerns. The different approaches of civic engagement evolved throughout the 1980s with varying degrees of influence and outcomes on planning processes and government relationships. Although citizens were engaged more frequently in public planning efforts relationships, the often reactive approaches did not promote trusting relationships because there continued to be an emphasis on individual organization self-

interest. By the early 1990s, there began a shift towards improving interorganizational relationships by creating proactive communication opportunities through citizen-centered collaborative public management (see Figure 2-1).

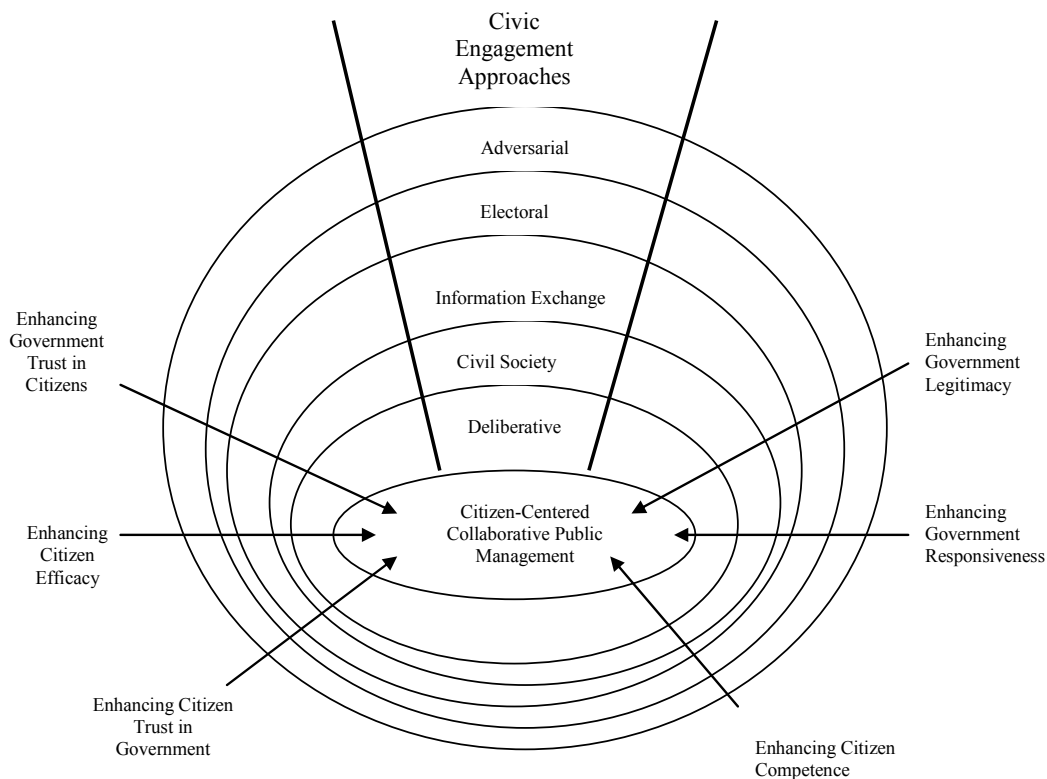


Figure 2-1: Conceptual Model of Approaches to Civic Engagement

Source: Cooper, Bryer, and Meek (2006).

The public sector has engaged more frequently in citizen-centered collaborative management in the 1990s and 2000s, and this has provided researchers with opportunities to more fully understand how this type of integrated planning model functions. Much of the research focus has concentrated on the development of collaboration theories and the significance of the outcomes as inter-organizational relationships become a standardized part

of planning practice. It is the dynamics of the relationships between the public sector and stakeholders that this research considers in a comprehensive study of the processes and resources that are involved with achieving collaboration goals.

Some theorists consider the interactions between organizations to be the most significant product of collaborations and argue that the outcomes of the relationships are the most critical. Thomson and Perry (2006, 23) suggest that collaborating is:

a process in which autonomous actors interact through formal and informal negotiation, jointly creating rules and structures governing their relationships and ways to act or decide on the issues that brought them together; it is a process involving shared norms and mutually beneficial interactions.

Huxam (1996) proposes that a collaboration achieves a positive form when organizations feel they are mutually benefiting from working with others and when this is achieved there is a greater likelihood that it will continue and thereby allow relationships to evolve.

Researchers who support collaborations as a process are concerned that other theories are not keeping pace with strategic planning practice because the focus remains on individual organizational structure. This does not promote the processes and dynamics (Williams 2002) of the “inter-firm behaviour and relationships, firm-stakeholder relations, or the firm’s role in multiparty social problem solving” (Gray and Wood 1991, 6). Part of good governance is participating in interactive processes. Many researchers agree that the significant achievement of collaborating is the facilitation, communication, and cooperation that results through this interaction (Delacourt and Lenihan 1999; Mitchell, Longo, and Vodden 2001).

The intended objective of the collaboration does not necessarily have to be reached, as long as stakeholders continue to focus their inclusive decision making processes and activities towards the problem domain that brought them together in the first place (Wood and Gray 1991). For the purpose of this research, form and process are not considered

mutually exclusive since the interactions between stakeholders determine the collaborative form.

Selin and Chavez (1995, 191) identified the various processes stakeholders may be involved with when participating in a collaboration and the following model illustrates an ideal collaborative form (Figure 2-2).

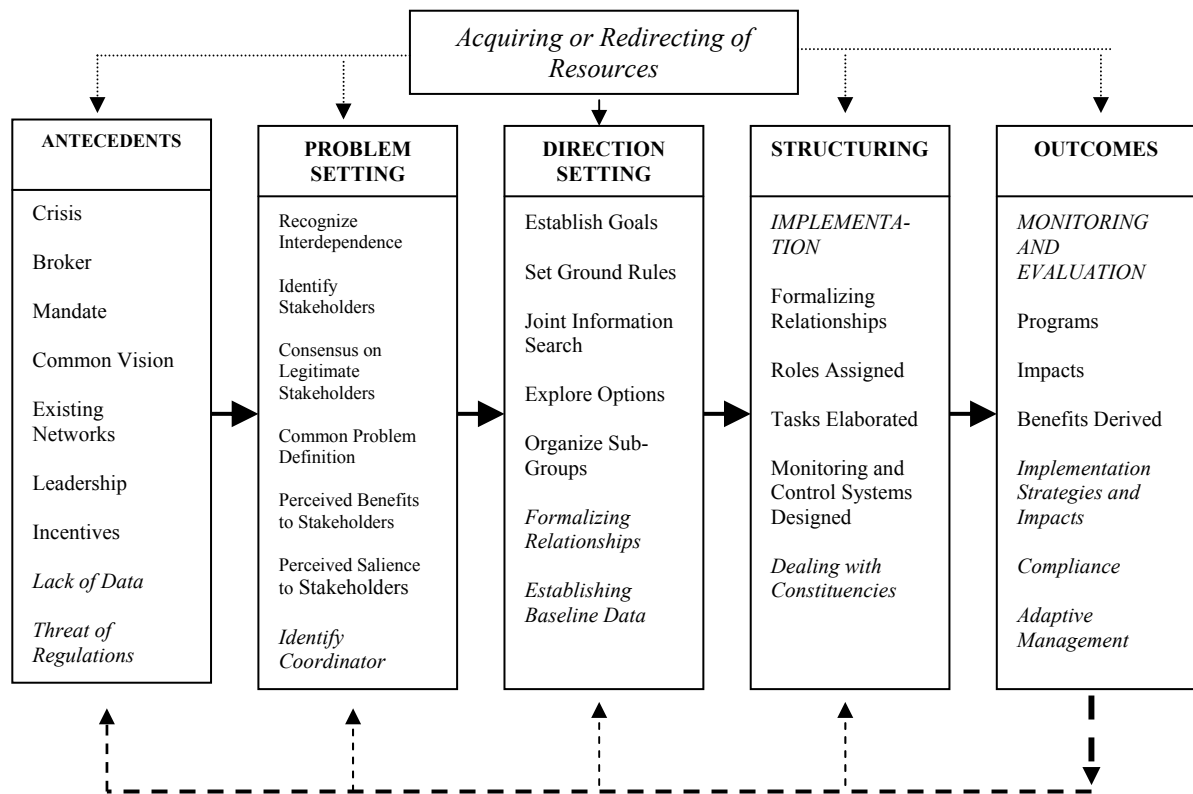


Figure 2-2: A Collaboration Model Indicating the Processes that Create the Form

Source: In Selin and Chavez (1995) and Bentrup (2001)

*Modifications by Bentrup indicated in italics.

In this representation, **antecedents** acknowledge the environmental factors that may initiate collaborations, **problem setting** identifies issues needing to be addressed during the development stage, **direction setting** indicates tasks to establish, **structuring** represents the implementation phase, and **outcomes** characterizes the results of a continuous process.

Bentrup (2001, 746) augments this model by changing the structure phase to *implementation*, and outcomes to *monitoring and evaluation* to more adequately correspond to the activities during these phases. He also includes the *acquiring or redirecting of resources* as another step to build on the collaborative model in order to “highlight the importance of acquiring funding and other types of resources throughout the entire planning process.”

Stakeholders can use this model as a guide to establish benchmarks, to determine their contributions, to identify the roles and resources, to ascertain the phase, and to establish outcomes or opportunities to further support the effort. The structure, processes, and participants are all inextricably linked to the form of the collaboration, and are therefore considered the “three media of collaborative agendas” (Huxam and Vangen 2000, 1166). It is recognized that “structures influence process designs and what participants can do; processes influence the structures that emerge and who can influence agendas; and participants influence the design of both structure and process” (Huxam and Vangen 2000, 1168).

There is a constant reassessment of the outcomes of the collaboration whereby they may revisit any of the phases to re-establish the purpose of their involvement and determine other stages or activities that they may want to engage in or explore further. The continual evaluation of outcomes is considered a cyclical process that provides stakeholders with the opportunity to reassess their commitment to the collaboration and negotiate their contributions to the implementation of the effort. Thompson and Perry (2006, 22) developed a general framework that complements the collaboration model by illustrating the cycle of assessment that stakeholders experience as they navigate their participation in a collaboration (Figure 2-3).

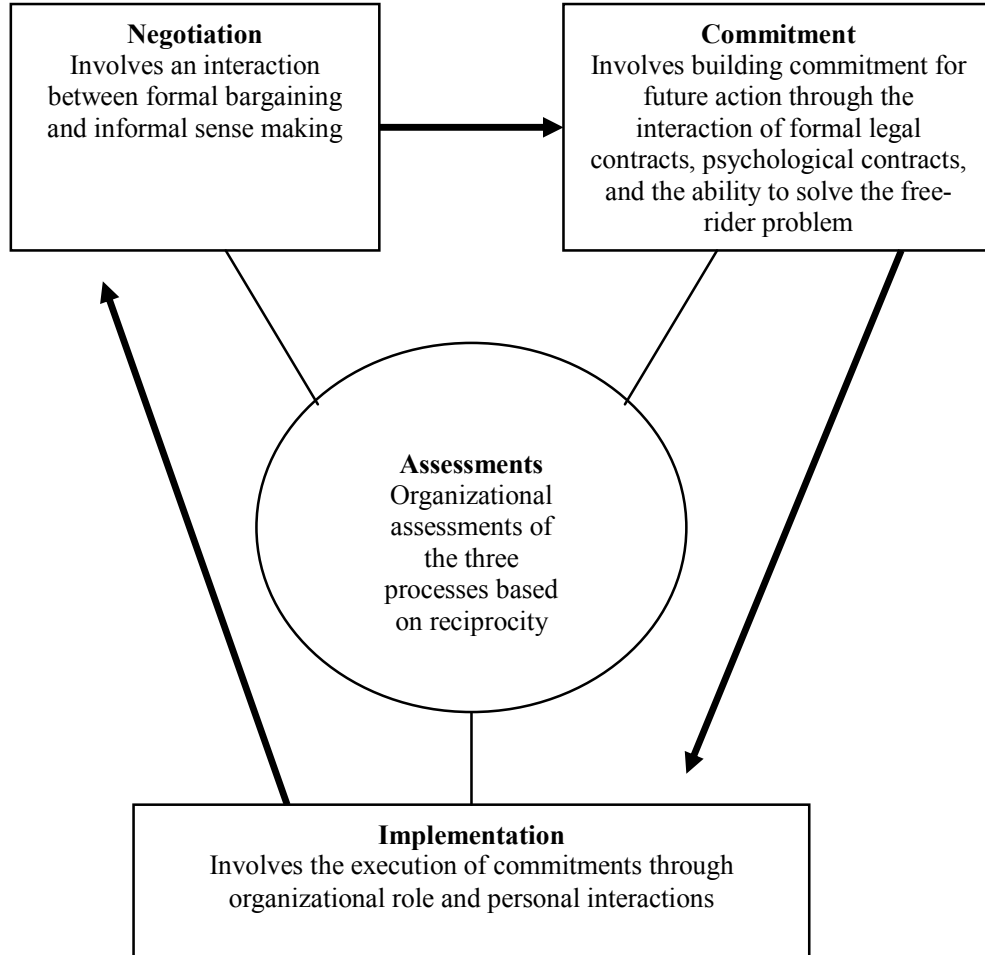


Figure 2-3: A Framework of Collaborative Processes

Source: Thomson and Perry (2006)

It is recognized that collaborations are not a strategic planning utopia (Tewdwr-Jones and Allmendinger 1998) although much of the literature praises the success of such efforts and encourages participation (Berry et al. 2006). Some researchers are concerned that a collaboration may not have any practical application, suggesting that “if the process is the product, then collaborative institutions may actually do more harm than good by creating perceptions of progress in the absence of any real change” (Lubell 2004, 550). Researchers

have recommended that stakeholders use a cautious approach when becoming involved because there is a lack of substantial evidence supporting or disputing collaborative initiatives one way or the other (Schuett, Selin, and Carr 2001). It can be challenging for stakeholders to commit to integrated planning strategies when there is a lack of understanding as to whether participation will create success or disappointment from collaborative efforts (Koontz and Thomas 2006). Thomson and Perry (2006, 20) suggest that “one reason for the skepticism about collaboration is its transient qualities and the demands it places on participating actors.”

Since stakeholders are investing time and finances in the collaboration, they must be willing to educate themselves about the processes involved, determine their expectations, and understand their roles and responsibilities. Some stakeholders may participate in collaborations because they seek to build relationships, while others may be interested in achieving more tangible outcomes. With this research, the involvement of the public sector could be considered more of a symbolic gesture that was used to establish more open and trustworthy relationships with stakeholders, and was not intended to produce any long term identifiable outcomes.

When stakeholders carefully consider the motivational factors for engaging in collaborations and the capacity that is required to support the effort, this will assist them with determining whether it is a strategy they want to get involved with. If they intend to pursue collaborative alliances, this will help them decide how they want to contribute and the outcomes and goals they expect to achieve. The following chapter examines literature that relates to the factors that motivate stakeholders to engage in collaborations which is

identified as one of the goals of collaborating and provides part of the underlying context for the research rationale.

CHAPTER 3 - ACHIEVING COLLABORATION GOALS

There are numerous factors that contribute to changes in contemporary organizational planning strategies, including: economic and technological change, financial difficulties of central and local governments, declining economic growth rates and increasing competitive pressures, global interdependence, scarce resources, blurred boundaries among business, government and labour, shrinking federal revenues for social programs, dissatisfaction with the judicial process for solving complex problems, and differing perceptions of environmental risk (Himmelman 1996; Healey 1998; Wakeman III 1997; Brudney 1990; Huxam 1996; Gray and Wood 1991; Mitchell 1997). The integration of resources is a result of these incentives and is therefore considered a more efficient way of dealing with the complex demands of delivering services that cannot be met unilaterally (McGuire 2006; Bryson, Crosby, and Stone 2006; Rethemeyer 2005; McGuire 2006; Agranoff 2006; Koontz and Thomas 2006; Imperial 2005; Lubell 2004; Teisman and Klijn 2002).

Various examples of different inter-organizational arrangements include: partnerships, networks, alliances, and cooperatives which are becoming more widely used in decision-making and service delivery practices (Mitchell, Longo, and Vodden 2001; Long and Arnold 1995). Stakeholders engage in collaborations for different reasons. Researchers have identified various strategies that are intended to address particular issues and deliver certain outcomes (Table 3-1).

Table 3-1: Incentives, Responses and Impacts of Collaborations

| Incentive | Collaborative Response | Intended Impact |
|---|--|---|
| Economic and technological change | Inter-firm joint ventures | Stimulate innovation Minimize risk |
| | Business-university consortia | Exchange expertise Expand market access Reduce competition |
| | Public-private partnerships | Cope with economic decline Stimulate socio-economic revitalization |
| Declining growth rate and increasing economic development | Labour-management committees | Improve productivity Increase worker output into planning |
| | Inter-functional collaboration | Facilitate introduction of new technology/new product designs |
| Global interdependence | Multilateral collaboration (nations/NGOs/multinationals) | Facilitate world preservation Facilitate global management of resources/technology Prevent violence |
| | | |
| Blurred boundaries | Labour-management committees | Create broader collective bargaining agenda Increase worker input into planning Resolve policy disputes |
| | Policy dialogues (business/government/communities/interested groups) | |
| | Intergovernmental collaboration | Develop broad consensus on new policies Resolve policy disputes Speed decisions |
| Shrinking federal revenues | Public-private partnerships | Cope with economic decline Stimulate socio-economic revitalization |
| Dissatisfaction with courts | Policy dialogues | Overcome impasse |
| | Regulatory negotiation | Settle conflicts |
| | Mediated site-specific disputes | Improve solutions |
| Differing perceptions of environmental risk | Regulatory negotiation | Settle conflicts over regulations |
| | Policy dialogues | Explore areas of agreement |
| | Mediated site-specific disputes | Improve understanding and reach agreement on acceptable risk |

Source: Gray (1996)

Many stakeholders engage in collaborative initiatives because it is considered a process where participants address problems that “cannot be solved—or solved easily—by single organizations” (McGuire 2006, 33). Chaskin et al. (2001, 125-126) suggest that collaborative processes can be classified into three broad categories: 1) establishing or supporting broker organizations that can foster and convene partnerships and networks among existing organizations; 2) creating mechanisms of direct, ongoing communication, and collective planning and action among organizations; and 3) supporting or engaging in particular partnerships focused on specific goals and activities.

A critical aspect that influences stakeholders to engage in collaborations is that they are unable to fulfill their organizational mandate independently and therefore, the intended purpose is to develop relationships that will collectively address certain issues by combining resources and other complementary attributes (McGuire 2006). Theorists suggest that stakeholders come together to work on a problem domain as a collective group that uses “shared rules, norms, and structures, to act or decide on issues related to that domain” and this is identified as the collaboration (Wood and Gray 1991, 146). While implementing citizen engagement initiatives encourages inclusive decision making processes, the sharing of power through integrated planning is considered the most desirable motivation of organizations because their contributions can become embedded in government decision-making processes (Imperial 2005). Other inter-organizational alliances may address problem domains but with collaborations, power is a shared responsibility that ensures that decision-making processes are inclusive and that stakeholders are included in service delivery activities (Table 3-2).

Table 3-2: Strategic alliances identified by the Ontario Ministry of Natural Resources

| Type of Strategic Alliance | Purpose | Extent of power sharing |
|----------------------------|---|--|
| 1. Contributory | Support sharing: to leverage new resources or funds for program/service delivery | Government retains control, but contributors may propose or agree to the objectives of the strategic alliance. |
| 2. Operational | Working sharing: to permit participants to share resources and work, and exchange information for program/service delivery | Government retains control. Participants can influence decision making through their practical involvement |
| 3. Consultative | Advisory: to obtain relevant input for developing policies and strategies, and for program/service design, delivery, evaluation and adjustment | Government retains control, ownership and risk, but is open to input from clients and stakeholders: the latter may also play a role in legitimising government decisions |
| 4. Collaborative | Decision making: to encourage joint decision taking with regard to policy development, strategic planning, and program/service design, delivery evaluation and adjustment | Power, ownership and risk are shared |

Source: Mitchell (1997).

The significance of collaborating is the opportunity for stakeholders with diverse concerns and resources to be able to “constructively explore their differences and search for

solutions that go beyond their own limited vision of what is possible” (Gray 1989, 5). Public managers are compelled to provide more opportunities for organizations to participate in communicative, open, and inclusive planning initiatives to cooperatively finance and deliver services (Healey 1998; Lowndes and Wilson 2001). By implementing a “whole systems” approach, this theoretically avoids the duplication of services and creates synergistic outcomes by crossing artificially created administrative and jurisdictional boundaries (Williams 2002). However, organizations may not necessarily proactively form integrated relationships and it is suggested that wait until they cannot accommodate problems on their own and then “*fail* into their role in collaboration” Bryson, Crosby, and Stone (2006, 45). McGuire (2006, 34) suggests that “collaborative structures may be needed in problem areas in which the public simultaneously prefers more government action and less government involvement.” The purpose of stakeholders engaging in collaborations has been explored but what is further required is a clear understanding of the processes, activities, and outcomes that can be expected.

Stakeholders may initially be motivated to fulfill their own organizational objectives through the opportunity to interact with others and because of the anticipated advantages that may result. Although it is recommended that participants carefully consider the consequences of becoming involved in collaborative alliances (Taylor 2006), the expectations and relationships can evolve to help fulfill the goals of the cooperative effort as a whole and consequently can lead to more significant outcomes. As stakeholders evaluate the advantages of their involvement, reestablish their motivations, and reconsider how they can contribute or benefit more effectively, they experience changes in relationships between “federal and provincial governments, central agencies and line departments, and citizens and

their governments” (Armstrong and Lenihan 1991, 4). The linkages between stakeholders can be illustrated as a triangle of communication which illustrates the reciprocal relationships of participants (Figure 3-1).

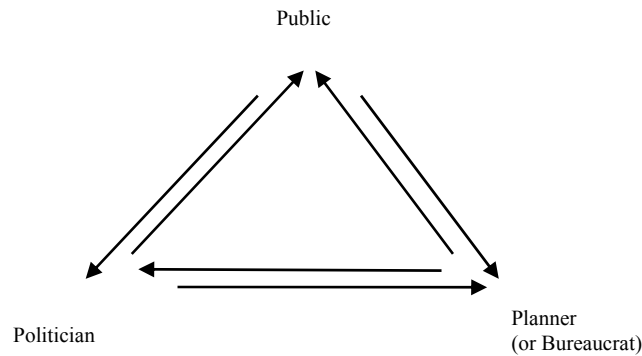


Figure 3-1: Illustration of the Triangle of Planning Participation

Source: Lash (1976)

The public is placed at the peak of the triangle which is indicative of a paradigm shift in strategic planning practice where consultations are becoming more inclusive and citizen-centered as a way to encourage community involvement in decision making processes and to empower people to become engaged in locally driven initiatives (Cooper, Bryer, and Meek 2006; Smith 1997).

This research presents a Federal Ministry initiative as an example of a citizen-centered approach that was implemented by the public sector because they were motivated to identify alternative service delivery strategies. The HCSP is an example of a contemporary strategic planning effort that corresponds to the civic engagement models that researchers have developed and suggest are becoming more common in practice (Cooper, Bryer, and Meek 2006) (Figure 3-2). The HCSP was identified as a case study because it exemplifies a change in the way the public sector is delivering services and addressing organizational mandates. Instead of providing grants, the public sector is looking for other ways to share

overhead costs through contractual arrangements that have non-profits deliver services within government mandates (Rekart 1993; Cooper, Bryer, and Meek 2006; Thomson and Perry 2006).

Some researchers are concerned about the ability of non-profit organizations to effectively deliver services and simultaneously preserve their autonomy, as governments increase expectations and demand greater accountability (Brock and Banting 2001; Rekart 1993). Through integrated planning processes stakeholders will develop strategies that will determine the policies, resources, and actions of the participants (Lowndes and Skelcher 1998), there is still substantial assistance required to ensure that non-profits can adequately participate in collaborative initiatives (Roseland, Dan and Penrose 1998). Researchers caution that the public sector should acknowledge the responsibility they have when lending or delegating power to the community (Hildebrand 1997). The challenge is to create a balance between promoting stakeholder inclusion, while effectively managing government fiscal and other business interests (Delacourt and Lenihan 1999).

Identifying the resources and processes that contribute to a collaborative initiative will ensure that stakeholders understand the responsibilities they have to ensure the effort is effective. Healey (1999) recommends focusing on the resources that are required to implement integrated strategies and identifying the outcome that these efforts have on stakeholder relationships and behavioral change of organizations. The following chapter focuses on the human resources that contribute to increasing the capacity of stakeholders to support collaborations.

CHAPTER 4 - CAPACITY TO SUPPORT COLLABORATIONS

Collaborations require considerable resources to address the factors that motivate stakeholders to participate and to create the capacity to support the efforts. This research recognized the Fisheries and Oceans Canada (DFO) as a public agency that could implement human resources to facilitate processes that would include stakeholders in inter-organizational planning efforts. It is recognized that the capacity to support these initiatives must come from the combined efforts of organizational willingness and individual commitment to the processes involved. The capacity of organizations that champion an effort is dependant on the individuals involved, including the presence of leaders who can “inspire rather than direct people” (Coalition of National Voluntary Colleges & Association of Canadian Community Organizations 2003, 4).

It is difficult to ensure that there will be leaders available to further collaboration efforts but the characteristics of a leader can be identified so that stakeholders can retain individuals with these attributes by supporting them in their efforts. Table 4-1 presents a comparison between the characteristics of a manager and those of a leader (Kuffner Hirt 2004, 15).

Table 4-1: A Comparison of the Characteristics of Managers and Leaders

| Manager | Leader |
|--|------------------------------|
| Incremental Change | Sweeping Change |
| Uses policy to specify and clarify appropriate actions | Models appropriate behaviour |
| Authority | Influence |
| Hierarchy | Equality of followers |
| Reactive | Proactive |
| Programs | People |
| Instruction | Inspiration |
| Management by Objective | Management by Walking Around |
| Control | Empower |

Source: Kuffner Hirt (2004).

There were numerous individuals associated with the HCSP. The Minister of the DFO is recognized as a significant political leader that initially championed the effort. Champions can be described as “people who focus intently on keeping the collaboration going and use process skills to help the collaboration accomplish its goals” (Bryson, Crosby, and Stone 2006). Often these people may have access to considerable resources that are tied to their level of authority and places them in a position to advocate for an effort through substantial assets and connections. McGuire (2006, 37) suggests that stakeholders who are most effective at championing an effort “are those who possess the policy-making resources—finances, knowledge, information, expertise, experience, legal authority, and labour—on which the collaborative effort depends in order to attain its goals.”

However, in order to promote collaborations as a legitimate method of strategic planning all parties must work together to create the capacity to champion the efforts and not rely on a single organization or individual to promote the process. Bryson, Crosby, and Stone (2006, 47) suggest that “lead organizations may not be powerful enough to lead in a

traditional sense, or an individual participant may be a formal leader in a partner organization but not play a formal leadership role in the collaboration.”

Although it is also understood that a network of participants are required to sustain these efforts (Lowndes and Skelcher 1998), this research focuses on the specific individual conveners who were positioned in formal leadership roles. It was recognized that “one critical issue that deserves careful consideration at the inception of collaboration is: how are the stakeholders convened?” Huxam (1996, 62). The ACs and the SCs are evaluated for their roles as champions for the duration of the program.

Conveners are the leaders of an initiative because they provide resources in the form of energy, commitment, skill, and continual nurturing throughout a full range of activities (Day and Cantwell 1998; Huxam and Vangen 2000; Pinkerton 1989). A leader is described as someone who accepts risk and is an agent for change because they provide the inspiration that proactively empowers people to engage in alternative behaviours through whatever means possible. Markham (1998, 492) refers to these individuals as “major salesmen to management” because they are politically astute and successful.

The characteristics of a convener can influence the outcomes of collaborating and researchers agree the commitment of individuals in a leadership role that is more significant than institutional design. Individual beliefs and values have a significant affect on furthering collaborative goals because “wherever the research examples showed ‘leaders’ achieving the outcomes they wished for, they had done so because they had devoted very significant personal attention to championing their causes” (Huxam and Vangen 2000, 1171).

4.1 Human Resources

Sustained finances and human resources are identified as key requirements for achieving collaboration goals and therefore, stakeholders can expect to make provisions to organize, support, and coordinate processes and activities (Lubell 2004; Bradshaw 2003; Chaskin et al. 2001). The underlying rationale for this research is that stakeholders do not understand the dynamics of the relationships involved in collaborating and in particular they do not value the human resources that facilitate processes and activities. Binkerhoff (2002, 218) maintains that “while the evaluation and performance management literature is replete with discussions of measuring outcomes and results, there is very little written about evaluating or assessing partnership relationships themselves.”

Designating specific roles to work with stakeholders and associated collaborative efforts is considered critical because they are “not self-administering enterprises” (Thomson and Perry 2006, 25). Taylor (2000, 1031) recommends that the most effective way to engage stakeholders and facilitate collaborative alliances is to identify “mediators or brokers, whether individuals or institutions, whose role would be to work horizontally rather than vertically.” Individuals or organizations in these roles are responsible for crossing jurisdictional boundaries as well as creating an exchange of knowledge and information. They provide the connection between stakeholders and ensure that the interest of the collaborative as a whole is a main priority.

When the public sector promotes integrated planning strategies to encourage stakeholder participation and inclusive decision making practices, some researchers argue that it is their responsibility to ensure that appropriate legislative, administrative, and moral support is provided (Day and Cantwell 1998; Foster-Fishman et al. 2001). For this research,

Fisheries and Oceans Canada (DFO) is identified as a public agency that acknowledged this responsibility by recognizing the need to implement support agents that created the capacity for other organizations to successfully engage in collaborations. The DFO redirected existing staff roles and provided funding to create new positions that were responsible for developing relationships and facilitating projects. Establishing the convener roles was a significant contribution from the DFO in an effort to encourage greater stakeholder involvement in decision making processes. The Ministry understood that the positions they created would be responsible for providing the context of trust and support that was needed to form the foundation of a collaborative (Chaskin et al. 2001).

Although conveners are identified as a required resource component of collaborations, the literature regarding their contributions is not extensive as researchers acknowledge that there is little information “about the actions and strategies that conveners use to ease difficulties between the parties and encourage communication and trust” Dorado and Vaz (2003, 143). Williams (2002, 122) emphasizes that “there is little doubt that the fashioning of collaborative relationships of substance is a job for talented practitioners and much greater attention needs to be focused on their contribution within inter-organizational relationships than has been the case in the past.” Therefore, the underlying principle of this research is to determine how conveners contribute to collaborative efforts which will contribute to the existing body knowledge.

4.2 Role of Conveners

While there are general observations about the connections between organizations and the individuals associated with them, “comparatively little attention is accorded to the pivotal role of the individual actors in the management of inter-organizational relationships” (Williams 2002, 103). Various terms are used by researchers to describe someone in a convening role: for example, relationship manager (Thomson and Perry 2006), change agent (Burkey 1993), catalytic leaders (Williams 2002), catalytic agents (Dorado and Vaz 2003), program specialist (Koontz and Thomas 2006), catalytic personalities, community champions, supernetworkers (Roseland 1999), or boundary spanner Williams (2002). Essentially, the underlying role for these positions is to facilitate and organize integrated planning strategies by “bringing unlikely partners together, breaking through red tape, and seeing things in a different way” Williams (2002, 109). Conveners can be individuals or an organization. The roles and relationships between stakeholders will vary depending on whether they take a proactive and dominant position to initiate the process unilaterally, or more of a reactive role that is responsive to stakeholder requests concerning a problem domain (Wood and Gray 1991).

As an organization, a convener is considered to be “one or more stakeholders who creates a forum for deliberations among the stakeholders and entices others to participate” (Huxam 1996, 63). In the case study, Fisheries and Oceans Canada (DFO) functioned as the *broker organization* (Chaskin et al. 2001) because it provided the focal point for directing information and resources and it was the mediating body that offered governance, promoted problem solving, and encouraged decision-making at the community level. All conveners establish relationships and create opportunities that combine complementary resources to

address problem domains and implement processes that meet collective goals and objectives. However, conveners are not expected to have a vested interest in the outcome of the project and should not impose any action on a group (Huxam 1996).

Individual conveners can be involved with a variety of activities including “applying knowledge to action, defining issues, mobilizing participation and reconciling conflicts, evaluating the potential impact of policies and their performance, and designing a framework for collaboration” (Marris 1998, 12). Their responsibilities include ensuring that stakeholders commit to what they agreed to, by maintaining a focus on the purpose of the collaboration by consistently reaffirming the goals and objectives to participants. Williams (2002, 118) stresses that their role is to “ensure that policy intentions are translated into problem solving on the ground.” To undertake many of these responsibilities, researchers identify trust as a precondition to establishing successful relationships. This is augmented by the ability of conveners to present fair and balanced approaches (Wood and Gray 1991; Vangen and Huxham 2003). As facilitators of a collaboration, conveners are constantly performing “a balancing act between inclusion and separation, dependency and autonomy” (Williams 2002, 113).

Public managers who find themselves in convener roles will be tasked to address the complex issues that result from integrated strategies and some researchers are concerned that they may not be prepared to present a neutral position that accommodates the needs of collective goals (Thompson and Perry 2006). As more public managers become involved with collaborative activities, their existing roles will change. Brudney (1990, 21) suggests it will be “from one of delivering services to managing the third parties who actually provide them.” Some researchers are concerned about the effect this may have on certain

management positions like planners, who have traditionally provided a central coordinating or expert role and if they are to be involved as a neutral player this threatens their autonomy and independent professional judgment (Tewdwr-Jones and Allmendinger 1998).

Healey (1998, 1543) proposes that as researchers examine collaborative forms, there will be more “discussions about the role which planners should play and the ethical implications of how they should conduct themselves in complex, facilitative roles.” Perhaps the contemporary role of public management is to serve the “public interest by negotiating a kind of multicultural, technocratic pluralism” (Campbell & Fainstein 1998, 11). The skills of conveners may determine whether the role of public managers is “that of a neutral technical advisor to the politician or that of an advocate of particular positions held within the community” Hodge (2003, 395).

The ability of conveners to develop interpersonal relationships is “part of a process of exploration, discovery and understanding of people and the organizations they represent—a search for knowledge about roles, responsibilities, problems, accountabilities, cultures, professional norms and standards, aspirations and underlying values” (Williams 2002, 109). Individuals who have the aptitude to understand the needs and expectations of stakeholders and ensure that participants are comfortable contributing time and resources to collaborative efforts will be best suited for convener roles (McGuire 2006).

4.3 Convener Attributes

Researchers recognize that the value of the convener role continues to be undervalued because stakeholders do not understand how the processes and outcomes of collaborative arrangements are influenced by the skills and the techniques used to engage participants. Wood and Gray (1991) recommend that the role should be emphasized because of the

responsibilities involved with developing a common understanding among stakeholders concerning a problem domain. The ability of conveners to effectively identify collaborative opportunities to address issues resources and services can be dependent on certain criteria.

Dorado and Vaz (2003, 143) suggest 3 important factors that assist conveners in their role to engage stakeholders in collaborative undertakings: 1) the credibility they have among the parties involved; 2) their familiarity with the situation addressed by the partnership; and 3) their position as a balanced or unbiased party. Effective communication skills are considered the most valuable assets that conveners can use to become familiar with different perspectives and to create a credible and impartial atmosphere. Researchers recommend emphasizing the oral and written skills that conveners use to facilitate processes, and they strategically identify capacity building opportunities as a way of legitimizing the role (McGuire 2006; Williams 2002).

As the communication link between stakeholders, conveners provide knowledge of the issues through a “pedagogy of empowering” (Burkey 1993, 83) that creates the capacity of participants to engage with one another and make informed decisions (Erasmus and Ensign 1991). Good interpersonal skills and effective leadership styles will assist with coupling problems and coordinating solutions but often it is a matter of the right person being there at the right time (McGuire 2006). When Fisheries and Oceans Canada (DFO) initiated the Habitat Conservation and Stewardship Program (HCSP) they had a Minister who was highly motivated because of his connection to local communities and therefore, the timing of leadership and politics coincided.

Since collaborations can consist of multiple stakeholders with various perceptions and experiences, conveners require diplomacy and tact to establish a respectful and non-

judgmental environment. They should be adept at crossing jurisdictional boundaries by persuading stakeholders to communicate expectations and perceived outcomes and relay information to others to address fears and assumptions. To accomplish this, the convener needs to be aware of organizational history, political circumstances, and when possible, individual sensibilities. Williams (2002, 117) suggests that the convener should have “an acute understanding of interdependencies between problems, solutions and organizations; an interpersonal style that is facilitating, respectful and trusting; and a drive to devise solutions that make a difference to solving problems on the ground.” Some of the skills needed to promote successful interaction include the ability to persuade, influence, bargain, negotiate, mediate, provide empathy, conflict resolution, empowerment, and broker the dialogue (Williams 2002; Gray 1989; McGuire 2006).

As a catalyst for change, the convener makes considerable contributions to the collaboration as it progresses and evolves through each of the planning, implementation, and evaluation phases. They can be involved in identifying who the stakeholders are, what the problem domain is, how it will be addressed, what resources will be used, what roles will be established, and what boundaries will be set to meet desired outcomes. Conveners continuously evaluate the phases of a collaboration to determine if some areas need refocusing or adjustment and to ensure that a best practices approach is used to make decisions and orient actions towards intended outcomes. It is important that the convener is innovative when identifying resources and leveraging opportunities to further the efforts of the collaborative. The use of entrepreneurial skills can be advantageous when addressing complex problems and creating effective solutions (Markham 1998).

Researchers anticipate that the more stakeholders engage in collaborations, they will appreciate the value that conveners add including the short and long term outcomes for policy and program solutions (Koontz and Thomas 2006). This research will provide greater knowledge and understanding of the contributions that conveners make to achieve collaboration goals by evaluating the experiences of stakeholders who were involved with a public sector integrated planning initiative. The following chapter provides a comprehensive background of the case study by presenting information on the circumstances that influenced the development and implementation of the HCSP and insight on the expected outcomes and goals of the program.

CHAPTER 5 - DEVELOPMENT OF HCSP

5.1 Motivation to Collaborate

Fisheries and Oceans Canada (DFO) underwent a restructuring phase in the mid-1990s due to budget constraints and the subsequent effects of downsizing. Therefore, program managers sought alternative methods of delivering services to meet organizational mandates because they were not able to accomplish this independently. In 1998, there was also a heightened concern for the BC salmon commercial fishery and issues surrounding the sustainability of the species. The issue was referred to as the Coho Crisis. The Pacific Region of the DFO initiated consultations with stakeholders in early 1998 (Fisheries and Oceans Canada Habitat and Enhancement Branch 1999a). A Coho Response Team was formed to evaluate resource management concerns and to identify strategies to address problem domains such as financial constraints and stakeholder relations. They recommended restoring degraded habitat, improving habitat protection, and enhancing the involvement of stakeholders and other interested groups in related activities (Fisheries and Oceans Canada Habitat and Enhancement Branch 1999a).

In response to these recommendations, the DFO announced a \$400 million *Pacific Fisheries Restructuring and Adjustment Program* (PFAR) in June 1998 (Fisheries and Oceans Canada Habitat and Enhancement Branch 1999a). PFAR was an initiative designed to place restrictions on commercial and recreational fishing, to restructure the commercial fishery, develop their conservation strategies and to accomplish this the program included three broad initiatives (Fisheries and Oceans Canada Habitat and Enhancement Branch 1999, 1).

5.2 Creating Capacity

The ‘Rebuilding the Resource’ initiative was divided into four strategies which were presented as a *New Direction* for Canada’s Pacific Salmon Fisheries (Figure 5-1) The emphasis was on an alternative service delivery approach where the government and stakeholders would “together, be responsible and accountable for sustainable fisheries” (Fisheries and Oceans Canada Habitat Enhancement Branch 1998a, 8). Fisheries and Oceans Canada (DFO) allocated \$100 million to four Rebuilding the Resource strategies which represented a new approach to addressing salmon resource management over five years (Fisheries and Oceans Canada Habitat and Enhancement Branch 1999, 1).

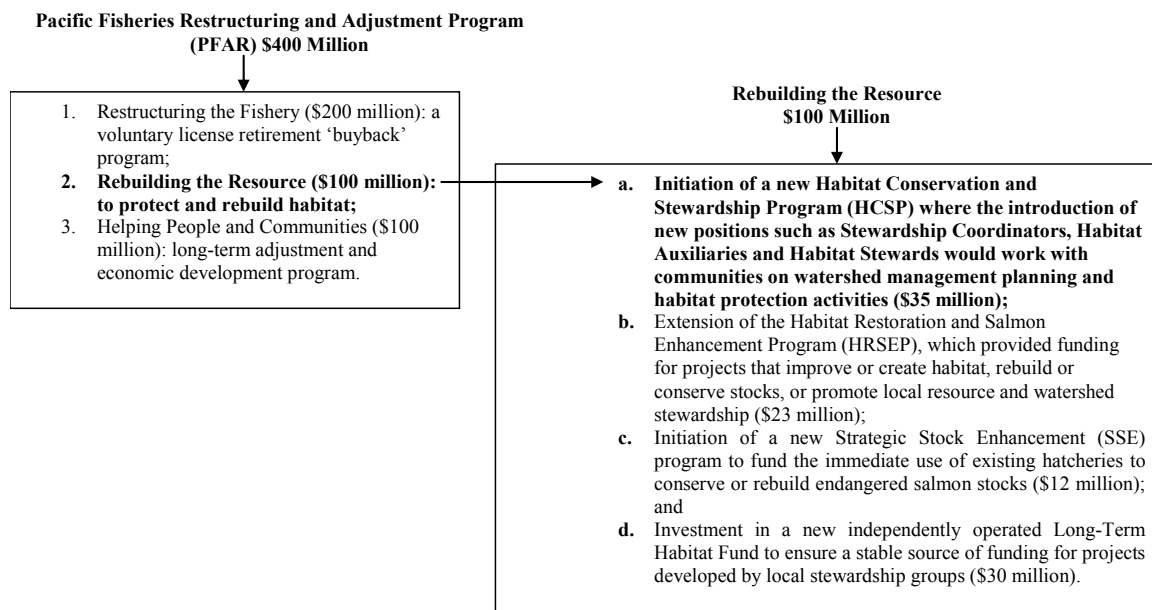


Figure 5-1: HCSP as Part of the Part of the Rebuilding the Resource Strategy

Source: Adapted from Fisheries and Oceans Canada Habitat and Enhancement Branch (1999a)

The Habitat Conservation and Stewardship Program (HCSP) was designed specifically to “promote public awareness of habitat and assist community watershed stewardship groups” by engaging stakeholders in various collaborative arrangements (Fisheries and Oceans Canada 1998, 1). Although all the initiatives were implemented to address salmon resource management the HCSP was a different approach to traditional practices because it focused on establishing relationships with the stakeholders by providing human resources to help “partner groups function better as independent community organizations” and to increase the “liaison and cooperation among groups” (Paish 1999, i).

The HCSP operated on a \$35.6 million budget over a five-year period. The funding was designated to promoting community based collaborative planning and capacity building (Fisheries and Oceans Canada Habitat and Enhancement Branch 2001b, 5). Most of the HCSP budget was allocated to human resources, but there was some funding also designated to the Salmonid Enhancement Program, the new Stewardship Centre web-site, Stream Team, and Salmonids in the Classroom. The HCSP was implemented throughout BC and the Yukon and divided into seven regions: BC Interior North, BC Interior South Central Coast, Lower Fraser, North Coast, South Coast, and the Yukon (Figure 5-2).

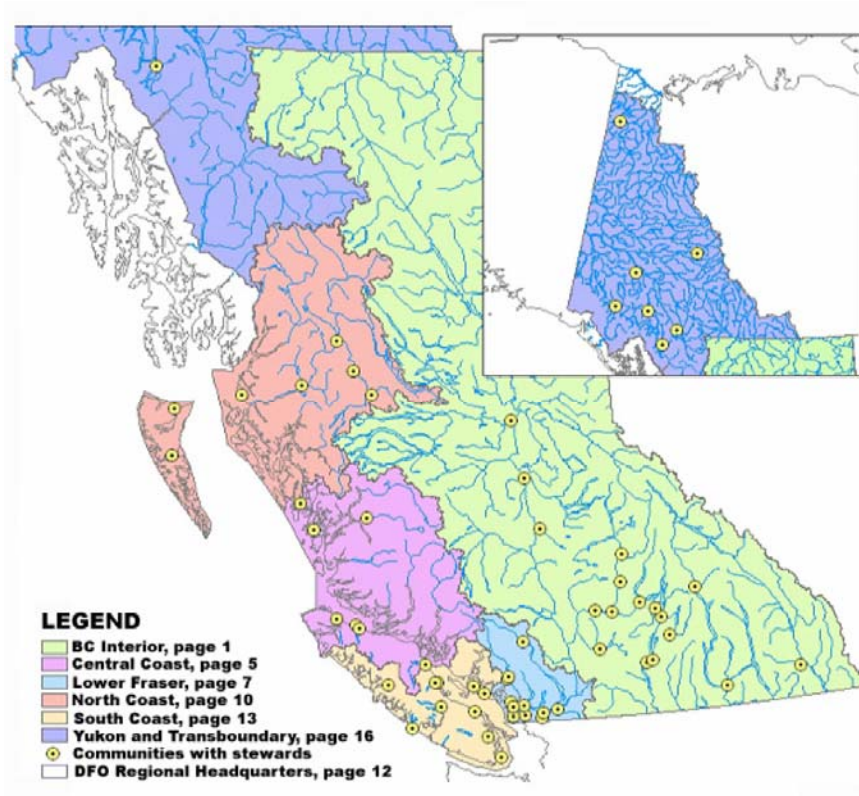


Figure 5-2: Regional Boundaries Identified for the Habitat Conservation and Stewardship Program and Stewardship Coordinator Distribution.

Source: Fisheries and Oceans Canada Habitat Enhancement Branch (2002).

The DFO was familiar with community based planning practices because of its history of involvement in conservation initiatives. Figure 5-3 identifies various initiatives that the organization and other Provincial and Federal Ministries engaged in between 1977 and 2005 and places the HCSP into context with other programs. There was considerable activity during the 1990s when Provincial and Federal Ministries established numerous conservation strategies.

Table 5-1: The Guiding Principles and Program Objectives of HCSP

Source: Fisheries and Oceans Canada (2001b)

| Guiding Principles | Program Objectives |
|--|---|
| <ul style="list-style-type: none"> ➤ Strategic delivery in priority areas including watersheds and marine zones; ➤ Scientific and technical information exchange with stakeholders; ➤ Local design and delivery; ➤ Building of long-term community stewardship capacity; ➤ Clear linkages with existing and effective habitat protection programs; ➤ Communication across governments, First Nations, industry, and communities; and ➤ Adaptability to local opportunities, abilities, and fish benefits. | <ul style="list-style-type: none"> ➤ Incorporate fish habitat protection requirements into local land and water use plans; ➤ Increase public and stakeholder awareness of fish habitat requirements; ➤ Improve habitat mapping and inventory data required for land management and resource planning; ➤ Increase local stream surveillance and monitoring; ➤ Improve compliance monitoring of development projects; ➤ Provide technical information, advice, and support to partners and communities; ➤ Pilot the development of watershed management plans for several priority watersheds; ➤ Enhance and restore habitats as part of watershed management plan(s); and ➤ Increase community responsibility for watershed management. |

*(Bold indicates most specific relevance to research)

The HCSP provided an ideal case study for this research because the program focused on individual roles as a critical human resource required to support community based initiatives. The following section will describe the positions that the HCSP designated to work with stakeholders.

5.3 Human Resources of the HCSP

Fisheries and Oceans Canada (DFO) developed the Habitat Conservation and Stewardship Program (HCSP) to establish relationships with stakeholders in an effort to meet its salmon resource management mandate through collaborative planning strategies. The primary objective was to increase organizational capacity by involving stakeholders in alternative methods of service delivery and human resource requirements were identified as an important criteria to achieving HCSP goals. Paish (2001, 4) commented that “since the program was committed to hiring staff as the principal means of meeting its vision, guiding

principles and objectives, and where the bulk of the program funds have been committed, it can be assumed that the people that have been hired are expected to be the key to making the program work.”

The DFO created specific positions that were designated to contribute to the HCSP and some of these, including most Area Coordinators (ACs) were pre-existing internal DFO staff, who augmented their terms of reference to reflect the needs of the program. The Stewardship Coordinators (SCs) were externally employed with temporary contracts. Table 5-2 lists the various positions that were created for the HCSP including a description of their different roles and responsibilities for the program.

Table 5-2: A list of Internal and External Positions and Their Roles for the HCSP

Source: Fisheries and Oceans Canada Habitat and Enhancement Branch (2001b)

| Position | Role |
|---|---|
| Program Manager - internal | Overall management of HCSP; serves as link to Resource Rebuilding |
| HEB Area Chief - internal | Supervision of HCSP Area Coordinators |
| Area Coordinator (AC) internal | Area delivery of HCSP; negotiation of contribution agreements with community partners; administrative support for HAs and HFOs. |
| RHQ Support Staff - internal | Support for training, mentoring, outreach, and other services for program delivery; program evaluation and accountability; ensure Regional consistency in meeting HCSP vision and objectives. |
| Community Partner (CP) external | Administration of SC or HS; negotiation of contribution agreement with AC; develops work plans, hires or contracts steward; monitors and evaluates progress; arranges steward support services. |
| Stewardship Coordinators (SC) external | Liaison with community; facilitation and advocacy for local habitat protection; public education and awareness raising; coordination of training for community volunteers; participation in land and water use planning; works with and helps develop community-based stewardship groups; hired or contracted by non-DFO entity (CP). |
| Habitat Stewards (HS) external | Proactive work with local governments, other agencies, and stakeholder groups to encourage habitat protection; provision of technical services for improved local planning and decision-making; hired or contracted by non-DFO entity (CP). |
| Habitat Auxiliaries (HA) internal | Proactive work with industry, other agencies, and stakeholder groups for habitat protection; provision of technical information and guidance for the application of standards, guidelines, and best management practices; public, industry, and landowner education; employed by DFO-HEB. |
| Habitat Fishery Officer (HFO) internal | Proactive work to promote understanding of the Fisheries Act and related compliance/enforcement with industry and community groups; investigative lead on select habitat violations; employed by DFO Conservation and Protection (C&P) Branch. |

Although there were various positions involved, this research focused primarily on the roles and contributions of the ACs, the SCs. These roles were integral to HCSP development. The primary intent of the research was to identify the contributions that they made to achieving collaborative goals.

Various Community Partners (CPs) were identified to work with the HCSP and they signed a contribution agreement with the DFO, which was a contract that provided them with the funding to administer the SC positions. Some of the CPs had a history of working with the DFO, while others were new to the realm of stewardship and conservation. The CPs included a variety of community organizations such as local government (LG-CP) agencies (regional districts, municipalities, cities), Community Economic Development Corporations (CE-CP), First Nations (FN-CP), industry (farmers alliances), and non-profit organizations (NP-CP) (Table 5-3). In 2001-2002, there was a total of 61 CPs who participated in the HCSP. This number varied somewhat over the remainder of the program.

Table 5-3: Habitat Conservation and Stewardship Program Community Partners

Source: Fisheries and Oceans Canada Habitat and Enhancement Branch (2001b)

| COMMUNITY PARTNER | |
|---|--|
| First Nations | Community Economic Development |
| Adams Lake Indian Band | Community Futures |
| Carrier Sekani Tribal Council | North Fraser |
| Cowichan Tribes | Strathcona |
| Creekside Resources (Mt. Currie) | Sunshine Coast |
| Gwa'sala-'Nakwaxda'xw Council | Nadina |
| Kwanlin Dun First Nation | Klemtu |
| Nacho Nyak Dun First Nation | Community Fisheries Development Centre |
| North Thompson Indian Band | Prince Rupert |
| Nuu-chah-nulthaht | Nanaimo |
| Shuswap Nation Fisheries Commission | Community Groups |
| Skeetchestn Indian Band | Baker Creek Enhancement Society |
| Sallumcheen Band | BC Conservation Foundation |
| Taku River Tlingit | Central Coast Partnership Group |
| Local Government | Columbia-Kootenay Fisheries Renewal Partnership |
| Capital Regional District | Cowichan Lake Salmonid Enhancement Society |
| City of Abbotsford | Discovery Coast Greenways Land Trust |
| City of Surrey | Fraser Basin Council |
| City of Kamloops | Haida Gwaii Marine Resource Group Association |
| City of Whitehorse | Kingfisher Environmental Interpretive Centre |
| City of Surrey | Langley Environmental Partners Society |
| District of Campbell River | NVI Salmonid Enhancement Association |
| Fraser Valley Regional District | Nechako Fisheries Council |
| Regional District of Central Okanagan | Nicola Watershed Stewardship and Fisheries Authority |
| Regional District of Comox-Strathcona | Nimpkish Resource Management Board |
| Regional District of Fraser-Fort George | North Coast fisheries Renewal Council |
| Regional District of Nanaimo | Northwest Stewardship Society |
| Sunshine Coast Regional District | Okanagan Similkameen Boundary Fisheries Partnership |
| Industry | Salmon River Watershed Roundtable |
| BC Cattleman's Association | Seymour Salmonid Society |
| Comox Valley Farmer's Institute | Thompson Basin Fisheries Council |
| Island Farmer's Alliance | Veins of Live Watershed Society |
| | WCVI Aquatic Management Society |
| | Yukon Fish and Wildlife Management Board |
| | Yukon Salmon Committee |

The DFO had experienced a history of strained relationships with some stakeholders and as a result, they established non-DFO positions in an effort to present a more neutral approach to engage participants in resource management strategies. It was recognized that the “implementation of specific positions tasked to building for community capacity for the protection, conservation and stewardship was the most important new ingredient in the HCSP that differs from what the DFO had done in the past” (Paish 2001, 4).

The SCs were designated to lead the community based initiative in each of the seven regions and each CP had at least one position to administer and Local Government (LG) agencies were partnered with a Habitat Steward (HS). This research focuses on the role of the SCs who were implemented as a non-government liaison for community stakeholders but

their role was to promote the HCSP mandate by establishing partnerships and building the capacity required to address resource management issues and other problem domains. Paish (2001, 4) recognized that because all of the positions were out in the communities they would be “the initial links in increasing community capacity for fish habitat, protection, conservation and stewardship.” The DFO phased in the positions over a period of 1.5 years between January 1999 to June 2000 and by March 2001 there were a total of 120 external SC and HS positions listed (HCSP Evaluation Team 2001).

On average, most SCs worked in communities for approximately 2.5-3 years. The external SC and HS positions comprised 68 or 57% of the total number of external DFO staff and the remaining 52 or 43% were designated internal DFO staff (HCSP Evaluation Team 2001). The size and the density of a region determined the number of SCs that were designated to a region. In the March 2001 evaluation, there were 44 SCs listed as working with one of the 47 CPs throughout BC and the Yukon (HCSP Evaluation Team 2001). In the 2002 Stewardship Directory there were 49 SC positions listed and a total of 68 CPs (Fisheries and Oceans Canada Habitat and Enhancement Branch 2002). The HS was the only position contracted with municipal or regional government and there were 30 HS positions located with one of the 68 (Local Government Community Partners (LG-CPs).

The role of the SC positions was to provide facilitation and communication between government and community stakeholders and to assist the DFO with fulfilling their mandate. The following list outlines some of the terms of reference for an SC (Fisheries and Oceans Canada Habitat and Enhancement Branch 1999b, 13):

- Work with government and non-government stakeholders (i.e., federal provincial and territorial agencies, NGOs, First Nations, Yukon Land Claim entities, local watershed groups, etc.) to promote and implement more effective local protection, restoration and enhancement of fish habitat;
- Identify and address habitat concerns by participating in the development of local or regional watershed management plans, or participating in existing land and water use planning processes (i.e., O.C.P., etc.);
- Assist in the planning, coordination, and implementation of community fish habitat protection, restoration, and enhancement projects;
- Provide public education and information on fish biology, habitat requirements, and the role of the public in habitat protection;
- Coordinate training for volunteers in habitat assessment and planning, and in inventory, monitoring, and enhancement/restoration techniques;
- Encourage community watershed stakeholders to play an active role in local decision-making by compiling and providing fish habitat information, facilitating stakeholder involvement in projects and processes, and acting as an advocate for local fish habitat concerns; and
- Work closely with HAs/HSs and other DFO staff to respond to public concerns and local queries about stewardship and habitat matters.

The SCs were the primary human resource that was dedicated to fulfilling the goals of the HCSP but they were also supported by the ACs who were internal DFO staff. All but one of the 7 ACs were a pre-existing regular DFO employee. The terms of reference for these positions were adapted to address the HCSP requirements. ACs became responsible for identifying and establishing the initial relationships with the CPs through the contribution

agreements and they oversaw the SCs and HS positions for their region. As internal DFO staff, the ACs represented the Ministry and they provided departmental insight, supported the SCs with the resources they required, and guided all parties through the various processes that were required to fulfilling the goals of HCSP.

The background information on the development and implementation of the HCSP identifies why the DFO was motivated to engage in collaborative undertakings and how they designed the program to create the capacity to address organizational mandates. The purpose of this research is to acquire a greater understanding of the dynamics of the relationships involved with collaborations by highlighting the human resources that the DFO designated to facilitate processes and activities. The ACs and SCs are identified as the primary human resources that were responsible for engaging stakeholders in the HCSP and the CPs are also considered for the contributions they made to the program as participants. The following chapter will discuss the processes involved with implementing the research objectives which were to evaluate the experiences of stakeholders and establish how the goals of the collaborative efforts were achieved.

CHAPTER 6 - METHODS

6.1 Case Study Identification

Identifying the case study for the research, involved the review of numerous multi-stakeholder initiatives that were operating at the time and this provided an opportunity to become familiar with initiatives that were implementing collaborative strategies in planning practice. The Habitat Conservation and Stewardship Program (HCSP) was identified as a potential case study in September 2002 as an ideal opportunity to evaluate an integrated planning strategy involving multiple stakeholders that were situated in both rural and urban communities throughout BC and the Yukon. After some preliminary research on the background of the program, a proposal to undertake an evaluation was sent to Fisheries and Oceans Canada (DFO) in October 2002 (Appendix A).

The proposal identified partnerships as a primary focus for the research and included aspects such as human resources and communication techniques that contributed to promoting stakeholder relations. DFO administrators accepted the proposal and the planning phases of the research commenced in November 2002. The following sections describe the steps involved with undertaking a partnership evaluation of the HCSP.

6.2 Program Evaluation

It is understood that evaluation and research serve different purposes but they are also “closely related and should be synergistic” (Fain 2005). A program evaluation is “the systematic collection and analysis of information about program activities, characteristics,

and outcomes to make judgments about the program, improve program effectiveness and/or inform decisions about future programming” (Patton 1997). In this example, the scope of the evaluation was defined as the Habitat Conservation and Stewardship Program (HCSP) and was used to provide a focus for the decisions about the program. The program evaluation determined the successes and challenges of the case study and considered how the goals of the DFO were achieved through various processes and outcomes. Designing an evaluation that would consider the resources and processes involved with engaging in collaborations required research on different methods.

There are two main evaluation approaches, formative and summative whereby, a formative evaluation is implemented during the operation of a program can be used to make adjustments to the program while it is still in operation (Weiss 1998; Robson 2000). A summative evaluation is “a statement of the success or failure of the program” (Fain 2005) and is intended to identify certain outcomes. This method “does not seek to change current practice but rather provide information as a basis for deciding if a program should be continued, modified, or abandoned” (Fain 2005). It was determined that the most appropriate method to evaluate the HCSP would be a summative evaluation because the program was ending. The data collected would not be intended to change the program but to instead, provide a summary of findings and recommendations for stakeholders to consider for future undertakings.

A review of literature on evaluating partnerships provided the most relevant and practical information for designing an evaluation for the case study. Appendix G presents a list of several HCSP documents that were reviewed in order to develop a comprehensive understanding of the purpose of the program, how it was designed, what the goals and

objectives were, what strategies and resources were implemented, and what outcomes and lessons learned were identified. The initial purpose of this research was to determine the kinds of relationships that formed through partnerships and to assess how these relationships would maintain themselves once HCSP commenced.

Various related theories were reviewed in order to identify the processes that are associated with partnership building and to develop the overall methods and strategies required to implement an appropriate evaluation. Table 6-1 presents a comparative list of some of the material that was used in order to become familiar with the criteria that researchers indicate are necessary to consider when developing a framework for an evaluation. Figure 6-1 presents a flowchart showing the systematic organization of various research materials that were used to design the evaluation.

Table 6-1: A Comparison of Partnership Evaluation Frameworks

Sources: Adapted from Asthana, Richardson and Halliday (2002), Leach, Pelkey, and Sabatier (2002), Binkerhoff (2002), Glendinning (2002) and Smith and Beazley (2000)

| | | RESEARCHER | | | | |
|--------------------------------|---|-----------------------------------|---|---|---|--|
| | | Asthana, Richardson, and Halliday | Leach, Pelkey, and Sabatier | Binkerhoff | Glendinning | Smith and Beazley |
| Recommended Framework Approach | Context: geographical, political, social economical | | Perceived effects on watershed conditions | Presence of prerequisites, success factors | Effectiveness: objectives met Efficiency: costs and benefits | Power: distribution, access to resources, empowerment |
| | Impetus: recognition of need for partnership, provision of resources, leadership and management, organizational ethos | | Perceived effects on human and social capital Level of agreement reached | Degree of partnership, mutuality, organization identity | Equity: impact on other client groups Acceptability: democratic accountability | Participation: representative legitimacy, accountability to stakeholders, openness |
| | Process: conflict resolution and consensus building, knowledge information sharing, networking, accountability | | Restoration projects Monitoring projects | Outcomes of partnership relationship, value added, meeting objectives, identity | Accessibility: access to services Appropriateness | Values of Partnership: trust, synergy, sharing, willingness to learn, goal alignment |
| | Principles | | Education and outreach projects | Partner performance, partner roles, partner assessment | Accountability to external stakeholders Ethics | |
| | Outcomes | | | Efficiency and strategy | Responsiveness and choice Implementation and roll out | |
| | | | | | | |

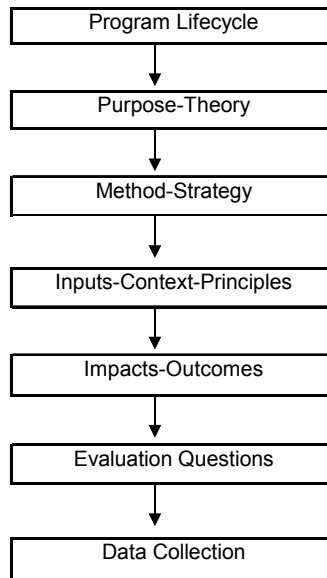


Figure 6-1: Flowchart Illustrating the Process Taken to Designing the Evaluation

There are different activities associated with various stages of a program and it is recognized that evaluators should ideally identify all of the key factors that influence outcomes throughout the program’s lifecycle. A series of partnership lifecycle frameworks from researchers such as Binkerhoff (2002) and Long and Arnold (1995), provided an overview of how programs develop and evolve. Some of the recommendations from researchers were used to establish the foundation for implementing the HCSP evaluation. Binkerhoff (2002, 220) presents the following framework (Figure 4-2) illustrating 5 factors that influence a partnership program through its lifecycle: 1) compliance with prerequisites and success factors in partnership relationships, 2) the degree of partnership practice, 3) outcomes of the partnership relationship, 4) partners’ performance, and 5) efficiency .

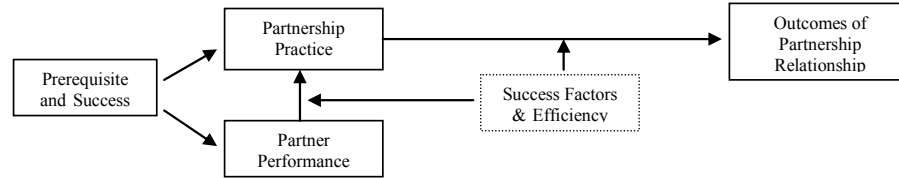


Figure 6-2: Causal Chain Indicating Processes that Contribute to Relationship Outcomes

Source: Binkerhoff (2002)

These four factors of the Causal Chain were used as a general outline for developing the evaluation and other frameworks were also considered in order to gain a comprehensive perspective on assessment techniques. Asthana, Richardson, and Halliday (2002, 784) present detailed descriptors in their partnership framework and this assisted in the development of more specific criteria for data collection (Figure 6-3). They also indicate the connections between factors such as the influences of political or social *context* on the resources provided by the *inputs* and *processes* that result through activities like networking. It was recognized that although it is beneficial to compartmentalize factors that influence the processes of a program, one must be aware that activities are not entirely independent of one another.

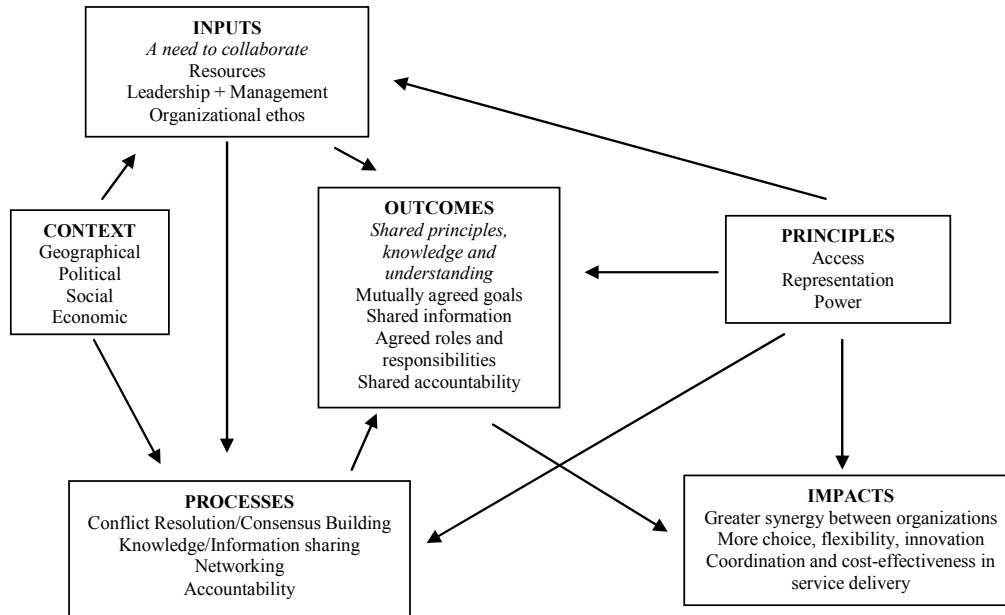


Figure 6-3: Framework for Evaluating Working Partnerships

Source: Asthana, Richardson and Halliday (2002).

It is also understood that processes do not necessarily flow in a sequential manner and researchers illustrate this by referring back to other phases of a program and presenting a cyclical model. Long and Arnold (1995, 130) provide a version of a Partnership Life Cycle Model which illustrates the initiation phase, execution phase, and closure or renewal phases that a program evaluation could consider (Figure 6-4). This framework illustrates a sequential flow of a program’s development through three main phases, *initiation*, *execution*, and *closure/renewal*. However, the researchers recognize that the initial intentions of the program must be revisited throughout the execution and closure/renewal phases thereby presenting more of a circular, than linear flow.

To further illustrate the Partnership Life Cycle Model, Long and Arnold (1995, 130) also developed a detailed matrix of their Partnership Life Cycle Model which identifies essential factors that may contribute to the success of a partnership and these all link to the

three categories of people, goals, and capacity building (Figure 4-4). The researchers suggest that “the matrix enables practitioners and students to quickly assess what is needed to make a partnership a viable, functional and, ultimately, durable solution to a particular environmental or natural resource challenge” (Long and Arnold 1995, 131).

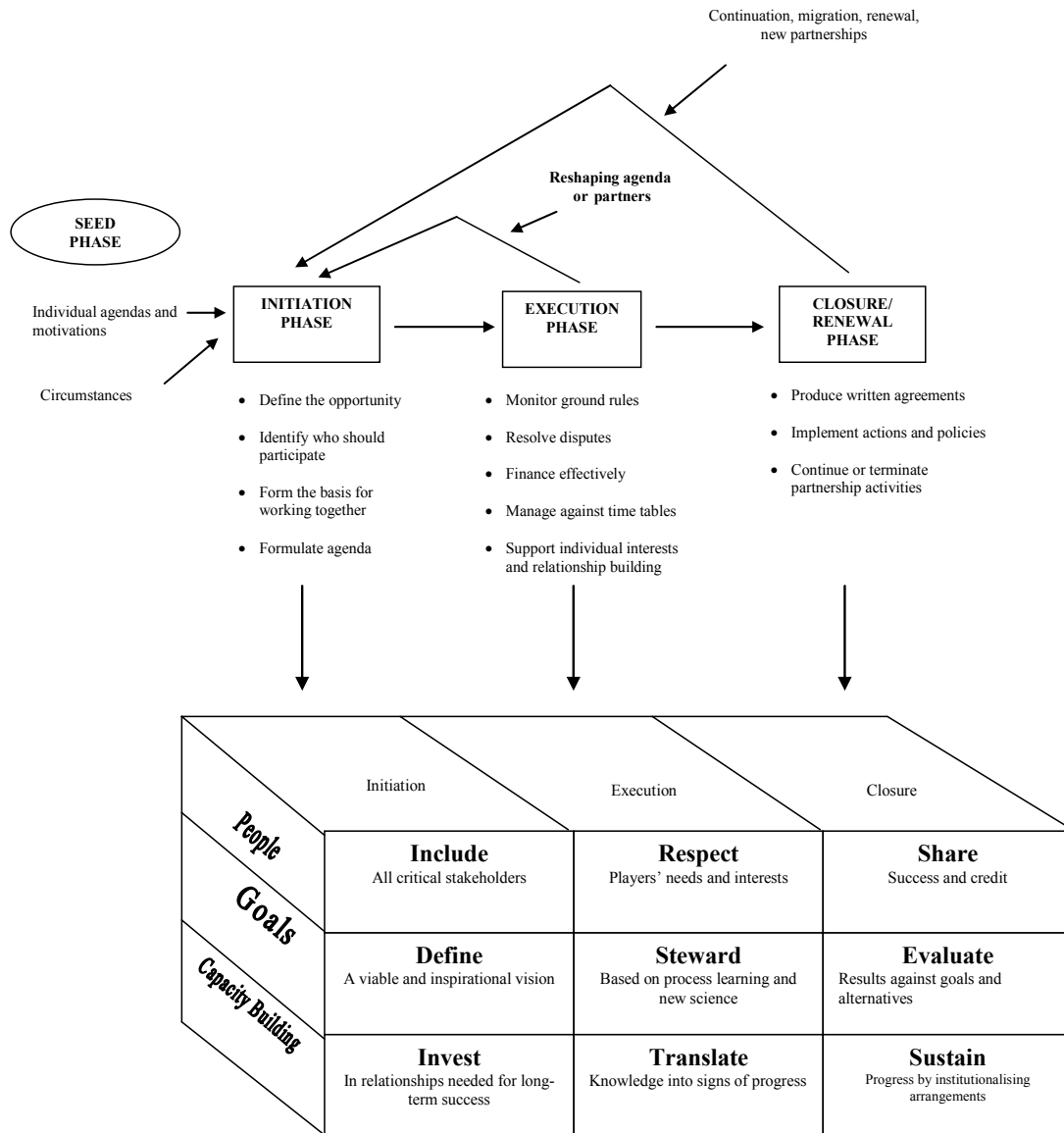


Figure 6-4: Illustration of the Partnership Life Cycle Model (PLC) (Top) and its Relationship to the Matrix of Environmental Partnership Success Factors (Bottom).

Source: Adapted from Long and Arnold (1995).

These partnership frameworks provided information about the various planning phases that the HCPS underwent and these were considered in order to establish the parameters for this evaluation. By comparing the frameworks of Binkerhoff (2002), Asthana, Richardson, and Halliday (2002), and Long and Arnold (1995), it was evident that the evaluation could not focus on only one phase of the program's lifecycle, since results and outcomes are also inextricably connected to the initiation and execution phases.

It was understood that information must be compiled from all phases of the program to ensure that there was a comprehensive approach to identifying how the processes evolved, functioned, and developed. This evaluation looked at all phases of the program's lifecycle and it also considered related initiatives that pre-existed the HCSP as well as any simultaneous undertakings. Once the overall framework for the evaluation was determined, the next step was to identify the scope of the research and to develop a focus for specific topics and related criteria.

6.3 Scope of Evaluation

This research was not intended to evaluate the entire Habitat Conservation and Stewardship Program (HCSP) but instead it focused on a specific aspect of the program which included the human resources and the communication processes that contributed to the creation and development of partnerships. Evaluating the processes involved in a program is an accepted approach to systematically analyzing the "operation and/or outcomes of a program or policy" Weiss (1998, 4). It is understood that evaluations are designed to "assess the value, worth, or merit of something" such as an innovation, intervention, project, or

service and therefore, the term ‘program’ can mean any of the activities that occurred and each activity can be singled out for an individual evaluation (2000, 8).

The scope and of the research was established through the review of the supporting literature and discussion with Fisheries and Oceans Canada (DFO) contacts. Since the primary purpose of the HCSP was to implement coordinators to assist the DFO with meeting its mandate it was determined that the scope of the research would focus on these roles and identify the contributions they made to the program. This was an important step because it is acknowledged that the “goals of an evaluation must be clearly defined in order to select appropriate evaluation criteria and guide data collection” Conley and Moote (2003, 375). However, identifying goals can be difficult depending on the purpose of the study and the theories that are associated with the program, but once a general outline of primary themes was established more specific issues were identified to address each theme in greater detail.

6.4 Qualitative Research

Qualitative research was used to evaluate the Habitat Conservation and Stewardship Program (HCSP) in order to tell the program’s story (Patton 1997) and communicate the results of participant experiences. The program evaluation provided the context for a good story and the qualitative research was effective in developing greater knowledge about the phenomenon of collaborating. Labuschagne (2003, 103) argues that qualitative researchers “are concerned with the meaning of the phenomena and the lived experiences, which is not a readily observable process.” The qualitative responses developed an understanding of the contributions that conveners made to the processes that influence participant behaviours and relationships by allowing the “phenomenon of interest unfold naturally” (Patton 2002, 39).

Although the HCSP provided the scope and context of the research results and recommendations, the qualitative research methods established generalizations that are relevant to diverse situations and therefore, not exclusive to the HCSP case study. It is recognized that qualitative research emphasizes the holistic treatment of a phenomena so that the findings can identify general patterns and relationships (Patton 2002).

The communication processes that conveners were involved with to establish and maintain relationships between stakeholders was the primary focus of this qualitative research. To fully comprehend the skills and techniques used by conveners and to understand the dynamics involved with building relationships it was determined that the most appropriate method of assessment was to implement a qualitative evaluation. Golafshani (2003, 600) suggests that qualitative researchers use “a naturalistic approach that seeks to understand phenomena in context-specific settings.”

Although it is understood that qualitative data cannot be readily compared with other programs the data obtained can be used to identify similar situations by capturing the experiences of participants and clarifying causes to changes in behaviours by providing explanations for emerging trends. The data for this research was compared by categorizing the collected data and examining it for similarities and patterns (Savenye and Robinson 2003). Coding the data was not considered necessary because the information was considered as a whole and not identified by specific individual responses.

Qualitative evaluations are becoming more legitimately recognized as a viable source of data collection because of the ability to analyze staff and participant perspectives, to establish the history and context of the program, and to generate a sense of how the program worked (Weiss 1998). By emphasizing the processes involved and interpreting the meaning

of the responses qualitative data can present “depth and detail through direct quotation and careful description of situations, events, interactions and observed behaviours” (Labuschagne 2003, 100). The following section will discuss how the qualitative research was designed to consider program development and operation, roles and responsibilities of participants, and outcomes of collaborative activities.

6.5 Evaluation Development

There are numerous different methods for determining how to design an evaluation process and Robson (2000, 80) presents a framework where the evaluation questions are placed at the centre as the primary source of information since they are derived from the purpose(s) of the evaluation and from the theories suggesting how the various processes of a program should function (Figure 6-5). The focus of this research determined the design of the evaluation questions while the method of sampling established how the evaluation questions would be implemented, summarized, and presented.

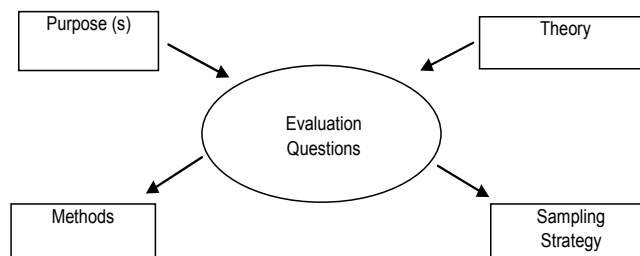


Figure 6-5: Example Framework to Design Evaluation Research Questions

Source: Robson (2000)

Identifying the methods involved with establishing and maintaining partnerships was a critical aspect of the research and therefore, a series of qualitative questions were

developed to allow participants to provide insight on what they thought were significant processes that contributed to building relationships. Binkerhoff (2002), and Asthana, Richardson, and Halliday (2002) recommend first identifying the context leading up to a program's initiation (prerequisites or seed phase), then looking at the start up of the program (inputs or initiation), followed by reviewing how the program progressed (execution or outcomes), and finally establishing what the results of the program were (impacts or closure/renewal). These approaches were used to format the questionnaire into three broad sections; Part A presented questions on partnership initiation and formation, Part B asked questions about activities supporting partnership functionality, and Part C investigated the success and outcomes of partnerships and the anticipated long-term effects of capacity building (Appendix C).

The recommendations from Patton (1987), Robson (2000), and Binkerhoff (2002) were then used to develop a systematic series of questions for each section and addressed more specific themes. By comparing potential themes, questions were formulated to provide background context about the program, participant perspectives, and observed outcomes. Table 6-2 presents a comparison of recommended themes and targeted time frames that the researchers identify for consideration.

Table 6-2: A Matrix of Potential Themes for Developing Questions

Source: Adapted from Patton (1987); Robson (2000); and Binkerhoff (2002)

| Researcher | Recommended Categories or Themes for Questions | Target Time Frame | Data Collection Methodology |
|------------|--|--|--|
| Patton | Behaviour/Experience Opinion/Value Feeling Knowledge Sensory Demographic/Background | Past Present Future | |
| Robson | Background of Participants Contribution of participants Achievements of program Improvements to program | Contextual Implementation phase Operational phase Outcome phase | |
| Binkerhoff | Pre-requisites and facilitative factors Success factors from the literature Mutuality Organization identity Value added Partners and partner roles Partner assessment and satisfaction Identification of critical factors influencing partnership success | Presence of prerequisites and success factors Degree of Partnership Outcomes of relationship Partner performance Efficiency and strategy | Partner interview Partner survey Process observation and assessment Partner identification and assessment of indicators Review of project proposal |

All three researchers suggest questions that explore participant experiences and both Robson (2000) and Binkerhoff (2002) emphasize including questions that provide an understanding of program development and participant observations concerning contributions and achievements. Binkerhoff (2002) specifies particular methods of collecting data including interviews and surveys.

A set of 22 questions were developed to gain insight into issues concerning the development of the program, the communication techniques used to establish and maintain stakeholder relationships, and participant recommendations for future collaborative initiatives. The ACs and the SCs were presented with all 22 questions on the questionnaire and CPs were provided with 16 of the most relevant questions that pertained to their role.

All of the questions were organized in a standardized open-ended format because the purpose of the evaluation was to elicit responses that were candid and thought provoking and not pre-determined. The questions were all carefully worded and arranged in a specific order so that each respondent would be asked the exact same question in the same sequence so that when the data was analyzed the responses could be readily compared to a standard method.

A research package was submitted to the University of Waterloo ethics committee for review which included samples of the questionnaire, a cover letter to be presented to respondents explaining the intent of the research, a telephone script outlining what would be said during the interview process, as well as a feedback letter to thank respondents for participating in the research (Appendix A-E). The ethics committee approved the research and the next phase was developing the methods for conducting qualitative data sampling.

6.6 Qualitative Research

There are various methods of collecting qualitative information which can include: informal discussions and interviews with program managers, staff, and clients, direct observations, formal in-depth, open-ended interviews, and review of existing written documents (Labuschagne 2003; Patton 2002; Weiss 1998). The primary source of data collected for this research was through a combination of formal in-depth interviews, informal open-ended interviews, and a review of existing written documents. Interviewing participants was a significant aspect of the research process recognizing that “depth interviewing is an important source of qualitative data in evaluation” Weiss (1998, 108).

Interviews can be conducted in different ways through informal conversational interviews, general interview guide approach, and standardized open ended interviews where

open ended questions are asked, listened to, and recorded, while following up with additional relevant questions. (Weiss 1998, 109). This research used a combination of approaches but with the knowledge that there is “no one right way of interviewing, no single correct format that is appropriate for all situations, and no single way of wording questions that will always work” (Weiss 1998, 138).

The respondents were encouraged to provide detailed descriptions of their experiences through open-ended interviews and these are presented as direct quotations which indicate their experiences, opinions, feelings, and knowledge about the program. The dynamic nature of such qualitative information provided insight into the program by identifying recurrent themes and patterns. This is advantageous because responses are not predetermined into standardized categories, but instead respondents are free to provide candid remarks.

While talking to the participants and recording the data, the nature of the responses start to form the focus of the evaluation, as major themes become apparent, as answers start to repeat and issues become emphasized. As a qualitative researcher, it is important to embrace the role and recognize that by being involved “the researcher is the instrument” (Patton 2002, 14) used to construct the evaluation. Weiss (1998, 181, 269) suggests that an evaluator “can follow the trail wherever it leads” because the purpose of collecting qualitative data collection is for “discovering phenomena that were not originally anticipated.”

The initial intent of this research was to establish a general understanding of partnership development and through this evaluate the outcomes of the stakeholder relationships by determining the effect they had on building the capacity of organizations.

However, while conducting interviews the responses revealed that the processes involved with engaging stakeholders in partnerships was the most significant theme identified because these processes greatly influenced the phenomena to collaborate and any resulting outcomes. Patton (1987, 46) recognizes that “establishing focus and priorities can be difficult at the beginning of the evaluation” and therefore, it was understood that unexpected information gathered through qualitative data analysis could be used to evolve the focus of the research analysis. Through careful consideration of the data collected the research focused on the role of conveners and the contribution they made to implementing communication processes, strategies, and activities in order to achieve the objectives of the HCSP. The following section describes how the program evaluation was implemented through qualitative data collection.

6.7 Evaluation Implementation

To conduct an evaluation of the Habitat Conservation and Stewardship Program (HCSP) respondents were identified and telephone interviews were implemented as the primary method of qualitative data collection. The HCSP Steward Directory 2002 (Fisheries and Oceans Canada Habitat and Enhancement Branch 2002) was used to identify respondents because it listed of all of the associated positions, the geographic location of individuals, and the corresponding Community Partners in British Columbia and the Yukon (Figure 6-6).

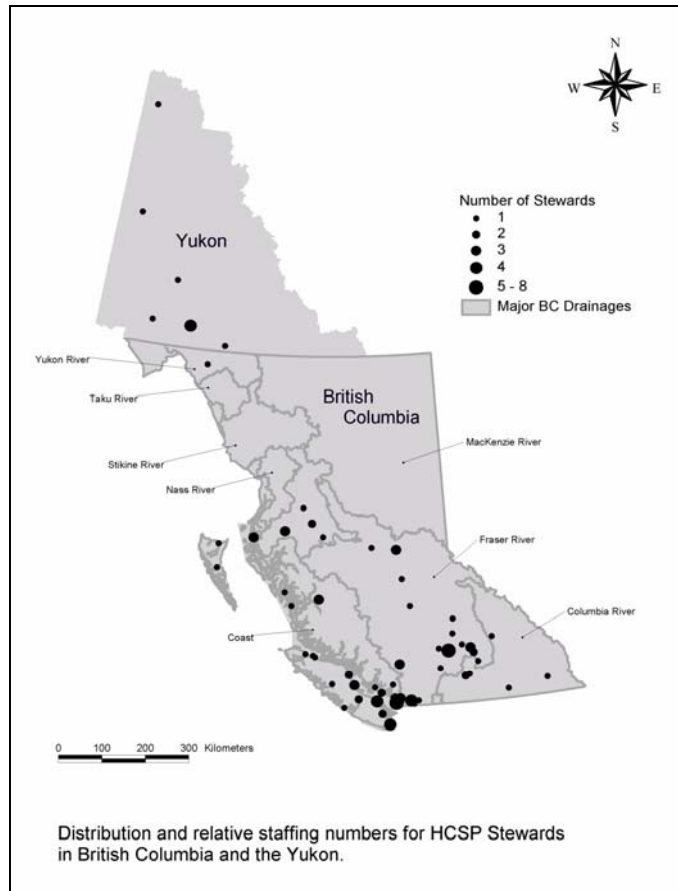


Figure 6-6: Distribution and Relative Staffing Numbers for HCSP Stewards in British Columbia and the Yukon

Source: Fisheries and Oceans Canada Habitat and Enhancement Branch (2002).

Recognizing that “qualitative methods typically produce a wealth of detailed data about a much smaller number of people and cases” (Labuschagne 2003, 101) respondents were selected to capture more general or ‘typical’ information about the program and not extremes. Therefore, a ‘purposeful’ sampling method was used to achieve a homogenous data set (Patton 2002; Weiss 1998) and to initiate this process each Area Coordinator (AC) was contacted to identify which Stewardship Coordinator (SC) was a ‘typical’ representative of the program.

There were a total of 49 SCs working for the HCSP in 2002 and each region had varying numbers of SCs working in the communities. The ACs were asked to provide a list of respondents that were a representative number for the particular region and as a result a total of 24 SC were identified for the interview process. BC Interior South had the highest number of SC positions (17) and therefore, the most SCs (5), were selected in that region whereas, the Yukon only had one SC and this individual was contacted (Table 6-3).

Table 6-3: Total Number of Structured Interviews Conducted for Research

| Region | Number of ACs Interviewed | Number of SCs Interviewed Total Number of SCs in brackets | Number of CPs Interviewed | Number of HSs Interviewed |
|-----------------------------------|---------------------------|--|---------------------------|---------------------------|
| BC Interior North | 1 | 1 (3) | 1 | |
| BC Interior South | 1 | 5* (17) | 2 | |
| Central Coast | 1 | 3 (6) | 2 | 1 |
| Lower Fraser | 1 | 4* (11) | 1 | |
| North Coast | 1 | 3 (3) | 1 | |
| South Coast | 1 | 4* (9) | 2 | 1 |
| Yukon | 1 | 1 (1) | 1 | |
| Total Number of Formal Interviews | 7 | 21 | 10 | 2 |

*Tried one other did not get a response

A total of 21 interviews were completed because 3 of the SC respondents that were contacted did not reply, all 7 ACs were interviewed, and 2 HS respondents because they were the only representatives that were directly associated with municipalities. The CPs were selected based on their affiliation with the corresponding SCs that had been interviewed. Although the initial intent was to also collect a total of 21 CP interviews it was more challenging to get a response from the CPs and therefore, only a total of 10 interviews were conducted. The CPs were identified by their organization which included Non-Profit, First Nations, Community Futures, Industry, and Local Government. The information provided

by the CPs proved to be a sufficient number of responses because the answers started to repeat themselves indicating an adequate amount of data was acquired to identify a trend and validate conclusions.

Telephone interviews were the most appropriate method of collecting qualitative data because the geographic area of the HCSP was considerable. It would not have been financially feasible to travel to each location to interview respondents. Telephone interviews were a considerably less expensive method of data sampling and this method allowed for a larger sampling size. There can be some advantages and disadvantages to conducting telephone interviews but it is recognized that this method is considered just as satisfactory as in-person interviews (Weiss 1998). Telephone interviews may be more impersonal than face-to-face contact because one cannot observe the body language that creates a certain mood or tone between the interviewer and respondent. Alternatively, however, a telephone interview may allow the respondent to feel more comfortable than a face-to-face interview when reporting particular concerns. There may also be less bias when conducting telephone interviews because the differences in age, race, or sex are mitigated (Weiss 1998). When considering research methods it would be advantages to implement a combination of telephone and in-person interviews to provide a more comprehensive qualitative data collection.

6.8 Structured Qualitative Interviews

The interview process had to be conducted in a timely manner because the program was nearing completion on March 31, 2003. A number of respondents indicated that they would still be available to contact after the program commenced so those interviews were conducted at a later date. There was a one-week period between March 11-18, 2003 where

15 interviews were conducted and after that period, interviews were scheduled periodically. Between March and June 2003 at least one interview was scheduled per week until all identified respondents had been interviewed. Most of the interviews were conducted during the day but some were arranged in the evening to accommodate respondent schedules.

An initial e-mail was distributed on March 3, 2003, to all of the HCSP participants in order to present the purpose of the research and the DFO-HEB administration followed this correspondence with an additional e-mail confirming the research. To initiate the interview process, each of the selected AC and SC respondents were again contacted through e-mail to provide a cover letter explaining the research and a sample questionnaire. By forwarding the material in advance this allowed participants time to familiarize themselves with the information and carefully consider their answers. They were also asked to return the questionnaires prior to the scheduled interview time if possible. After one week each respondent was contacted by phone to schedule an interview time and this was recorded in a table for reference (Table 6-4).

Table 6-4: Example of Scheduling Process for Structured Interviews and Responses

| Date | Time | Name | Questionnaire Returned |
|-----------------------|-------------|-------------|-------------------------------|
| Tues. March 11, 2003 | 10:00 | Respondent | Yes |
| | 12:30 | Respondent | Yes |
| | 14:30 | Respondent | Yes |
| Thurs. March 13, 2003 | 9:00 | Respondent | Yes |
| | 11:00 | Respondent | Yes |
| | 13:00 | Respondent | Yes |
| Fri. March 14, 2003 | 8:30 | Respondent | No |
| | 11:00 | Respondent | No |
| | 13:00 | Respondent | Yes |
| Mon. March 17, 2003 | 9:30 | Respondent | No |
| | 12:30 | Respondent | Yes |
| | 14:00 | Respondent | Yes |
| Tues. March 18, 2003 | 9:30 | Respondent | No |
| | 13:30 | Respondent | Yes |

By allowing respondents to review the questions ahead of time they were able to provide more carefully considered responses and this also reduced the time involved with conducting interviews. The questionnaires that were returned through e-mail were compiled and used as a reference during the corresponding interviews. A total of 10 SCs returned the questionnaires with their responses which was advantageous for conducting qualitative interviews because it provided an opportunity to explore the questions in greater detail.

To ensure consistency between interviews each session was structured using the same questionnaire. Capturing the responses accurately by telephone was critical since it was recognized that qualitative evaluations rely on the actual words of the person being interviewed (Weiss 1998). Therefore, all telephone interviews were recorded using an audio tape to ensure that the responses were documented verbatim and able to review the interview at a later date. The interviews were recorded on individual cassettes which were coded and notes were also taken to augment the interview process.

The purpose of the research was explained at the beginning of each interview and all respondents were asked for permission to tape record the conversation but they were assured

that the information would remain anonymous because respondents were not identified by their names in the research. A non-biased interview technique was presented during the interview so that respondents would feel comfortable when providing candid opinions. As anticipated, each interview required approximately 45 minutes to 1 hour to complete.

Some of the questions could be answered briefly while others required more detailed explanation. During the interview process the focus remained on the topics that were pre-determined to ensure that the responses were relevant to the research. Considerable qualitative data was collected and later reviewed but it was recognized that only the comments that were significant for the research needed to be transcribed and presented as quotes (Weiss 1998). A number was assigned to each of the structured interview respondents in order to maintain anonymity while presenting research findings. Presenting coded responses allows the researcher to refer to specific interviews and provides the reader with greater clarity when determining different responses from individuals.

6.9 Unstructured Qualitative Interviews

When the structured interviews were completed, the research was expanded to include unstructured interviews with various public agencies and non-profit organization representatives that were identified with their connection to the Habitat Conservation and Stewardship Program (HCSP). The unstructured interviews were with individual Fisheries and Oceans Canada (DFO) directors and managers from the Habitat Enhancement Branch (HEB) and included 7 from the Pacific Region and 2 from Ottawa (Table 6-5). The managers of government agencies such as the Ministry of Water, Land and Air Protection,

Environment Canada and Agriculture Canada, were contacted as well as numerous non-profit organization representatives.

Table 6-5: Total Number of Unstructured Public and Non-profit Interviews Conducted

| GOVERNMENT AGENCY OR NON-PROFIT ORGANIZATION | | | | |
|--|----------|--------|---------|----|
| Federal Government (Ottawa) | DFO (2) | EC (1) | AG (1) | 4 |
| Federal Government (BC) | DFO (9) | EC (5) | AG (2) | 16 |
| Provincial Government (BC) | WLAP (1) | | MOF (1) | 2 |
| Atlantic Coastal Action Program (Nova Scotia) | EC (1) | | | 2 |
| BC Institute of Technology | | | | 1 |
| Canadian Wildlife Service (BC) | EC (1) | | | 2 |
| Fraser Basin Council | | | | 2 |
| Grand River Conservation Authority (Ontario) | MNR (1) | | | 1 |
| Imagine Canada | | | | 2 |
| Land Stewardship Program (Alberta) | | | | 1 |
| Langley Environmental Partners Society | | | | 1 |
| Ontario Stewardship Council | MNR (1) | | | 1 |
| Pacific Salmon Commission | | | | 1 |
| Pacific Salmon Foundation | | | | 1 |
| Pacific Streamkeepers Federation | | | | 1 |
| Puget Sound Action Team | | | | 1 |
| Saskatchewan Network of Watershed Stewards | | | | 1 |
| Stewardship Canada (BC) | | | | 1 |
| Volunteer Canada | | | | 2 |
| ZIP Quebec | | | | 1 |
| *Number of Respondents Interviewed in Brackets | | | Total | 44 |

All of the 44 respondents that were contacted were in management positions in the particular departments of the government agency or non-profit organization that had significant information about policies and programs. The unstructured interviews were extremely valuable because they provided spontaneous responses that were then used to place the HCSP into context with other programs to develop a sense of where it fit in. The respondents provided insight on the background of the HCSP in terms of how the program developed and how it related to other initiatives.

After conducting the structured interviews there were no set questions used for the unstructured interviews but instead a free flowing conversation that adapted to each particular respondent because the affiliated agencies or organizations had different

connections to the HCSP. The questions generally related to the awareness that the agency had about the HCSP, the relationship they had to the DFO, and the agency involvement with collaborative undertakings.

Each respondent was contacted by telephone and asked if they were able to engage in an unstructured interview immediately or if they wanted to schedule a time. When a respondent requested, a time was arranged for an interview and they were provided with an outline of the purpose of the interview. The method used to contact potential respondents was by initially calling the agency to identify a respondent. However, this proved more challenging than the structured interview process, because it took considerable time to identify the appropriate respondent to interview. Often respondents were not available to talk right away, or they were absent, or they could not address the questions and they would refer to someone else.

Contacting individuals that had been involved with the start up of the HCSP was considerably difficult because many of the participants that had been involved in the initial decision making processes had moved on to other positions. Individuals in upper management positions with the DFO in Ottawa were the most difficult to contact. It was an extremely involved process to obtain a comprehensive set of unstructured interviews in order to place the HCSP into context and gain a satisfactory understanding of the factors that contributed to the implementation, operation, and outcomes of the program.

6.10 Qualitative Data Presentation

Once the data had been collected through the structured and unstructured telephone interview process, the responses were categorized and evaluated. The taped interviews were transcribed and combined with the written responses and organized according to the corresponding questions.

Each response was then arranged into general categories that captured the similarities and trends which emerged. The broader categories developed the framework of the research document. The statements that provided a representation of responses were selected as illustrative examples and presented in quotations for the document. Although the wording of responses to each question varied, the comments were similar in context. The similarities were measured by averaging the number of answers. The method used to indicate the number of similar responses of greater than 50% was assigned the term *many* and responses greater than 75% was assigned the term *most*.

6.11 Networking

There were several opportunities to attend networking sessions that provided an opportunity to meet with some of the participants who had been involved with the Habitat Conservation and Stewardship Program (HCSP). On March 21, 2003, there was a ‘wrap-up’ meeting of the HCSP that was hosted by the South Coast region. This meeting provided an opportunity to meet some of the Area Coordinators (ACs), Stewardship Coordinators (SC), and Fisheries and Oceans Canada (DFO) managers that had been identified for the interview process. This event also provided an opportunity to further explain the purpose of the research and to acknowledge my appreciation to participating respondents.

In February 2003, the Georgia Basin/Puget Sound Research Conference brought together researchers from Washington State and BC to share findings and discuss strategies that address transboundary ecosystem issues. In July 2003, the *Leading Edge: Stewardship & Conservation in Canada 2003* conference, presented opportunities for stakeholders to build long-term strategies, discuss organizational successes and challenges, and evaluate existing policies. Some of the participants involved with the HCSP attended both of these conferences and it provided an opportunity to observe the connections that the program had with other initiatives both nationally and internationally. The information gathered from the conferences was beneficial for establishing the context for the case study.

The methods used to undertake a comprehensive qualitative evaluation provided the basis for this research and was critical for addressing the research objectives which were to profile the experiences of the ACs, SCs, CPs and other stakeholders and to establish how the goals of collaborating were achieved. The next chapter presents a discussion on the

comments that respondents provided, as they relate to the expectations and anticipated outcomes and goals that the DFO envisioned that the HCSP would accomplish as a collaborative planning strategy.

CHAPTER 7 - ACHIEVING COLLABORATION GOALS

The two primary goals of collaborating were to address the motivating factors that prompted Fisheries and Oceans Canada (DFO) to implement the Habitat Conservation and Stewardship Program (HCSP) and create the capacity for stakeholders to participate in integrated planning efforts and achieve organization mandates. The collaboration goals establish the foundation of the research because the rationale was that stakeholders should understand what processes and resources are required to fulfill expectations. The purpose was to promote a greater appreciation for the commitments necessary for engaging in collaborations to achieve successful outcomes. The following discussion relates the comments of respondents from the evaluation to the collaboration goals and the excerpts were chosen as representative statements because they captured collective opinions.

7.1 Addressing Motivating Factors

Respondents acknowledged that due to financial constraints, Fisheries and Oceans Canada (DFO) was unable to meet organizational mandates on their own and therefore, decided to engage stakeholders in collaborative initiatives. Recognizing limited finances as a key motivator for becoming involved in the Habitat Conservation and Stewardship Program (HCSP), supports researchers who suggest that collaborations are intended to mitigate financial strains by coordinating resources and meeting organizational mandates that cannot be achieved independently (Lubell 2004; Bradshaw 2003; Chaskin et al. 2001; Bryson, Crosby, and Stone 2006; McGuire 2006; Koontz and Thomas 2006; Rethemeyer 2005; Williams 2002). Area Coordinator 01 said that “if we didn’t have money then forget about it,

we had money and therefore the public's ear" while another observed that "with funding it is amazing the attention you attract because the fact that we had money partners were willing to sit down." Providing funding particularly for a convener role was considered by respondents to be the most significant method for increasing the capacity of organizations. AC03 commented that there was "no doubt that the addition of funding for Stewardship Coordinators in the community brought about a strengthening of the stewardship movement."

Stakeholders were interested in participating in a program where they thought they could benefit and Local Government-Community Partner-02 (LG-CP) commented that they "would not have gotten involved if they had been responsible for hiring individuals because we were not able to sustain a position without financial assistance." The funding for the SC roles made it possible to focus on relationship building activities rather than on specific project tasks. SC14 concluded that "without funding from this program it would have been very difficult or impossible to establish partnerships and to build or strengthen capacity." Respondents commented on the time it takes to adequately participate in collaborations because strategies and decisions must be carefully be considered. SC05 said that "funding clearly made the priorities doable because it afforded me the patience to allow certain processes to take place and to reach out to the local community."

Respondents indicated that the funding allowed different stakeholders the opportunity to participate in collaborations and SC17 commented that "the funding and training brought First Nations to a more professional level." Most respondents said that the funding for the SC was critical because the position was available to identify and access other resources to further organization mandates and LG-CP-03 determined that the funding "opened doors, created opportunities, new relationships, and new contacts." AC06 commented on how "the

program was very opportunistic” because there was a lot of effort to integrate the resources from different sources to provide effective and efficient services.

7.2 Public Agency Expectations

Researchers suggest that it is the responsibility of organizations who have the authority to form policies and financial resources to champion collaborative efforts (McGuire 2006). The Minister of Fisheries and Oceans Canada had the political authority to champion an effort to change organizational behaviour by including stakeholders in service delivery. Many respondents commented that the political will of the Minister was an extremely instrumental force in developing the Habitat Conservation and Stewardship Program (HCSP). The expectation of Fisheries and Oceans Canada (DFO) was that public managers would take ownership of the goals and objectives of the HCSP and researchers suggest that this is critical to “build internal support for change and reduce resistance to it” (Fernandez and Rainey 2006, 170).

It was reported that the implementation of Stewardship Coordinators (SCs) was a conscious attempt to “enlighten some DFO staff on the benefits of having a public role in proactive habitat protection” (HCSP Evaluation Team 2003b, 10). However, respondents noted that internal support was less apparent and this proved to be a considerable challenge for those involved. One director of the Habitat and Enhancement Branch (HEB) stated there were “skeptics in senior management” and many staff were “resistant to giving citizens power.” Researchers recognize that as the public sector becomes more involved in collaborations, the results of the relationships will become more apparent and stakeholders will have the opportunity to prove themselves as equal partners in service delivery while

maintaining autonomy (McGuire 2006; Cooper, Bryer, and Meek 2006; Thomson and Perry 2006; Brock and Banting 2001; Rekart 1993).

Fernandez and Rainey (2006, 169) suggest that “the implementation of planned change generally requires that leaders verify the need for change and persuade other members of the organization and important external stakeholders that it is necessary.” Respondents reported that the promotion of the HCSP within the department was limited and one HEB manager commented that “no one took ownership.” A single change agent or ‘idea champion’ could lead the effort to overcome resistance to change and secure widespread support and participation (Markham 1998). Researchers suggest that an “idea champion is a highly respected individual who maintains momentum and commitment to change, often taking personal risks in the process” (Fernandez and Rainey 2006, 171).

The director of the Atlantic Coastal Action Program emphasized that he “assumed a degree of risk” by advocating for the opportunity for citizens to make decisions about what issues they wanted to address. Accepting risk and advocating for an initiative are considered important leadership qualities indicates the influence that individuals have when their personal commitment goes beyond simply performing basic job requirements (Markham 1998). Respondents identified a lack of leadership within the DFO which was contributed to several factors. One former HEB suggested that due to union hierarchy there were “not the right individuals put in positions” and there was “more concern about internal politics.” When particular organizational structures influence the implementation of new initiatives it is evident that there can be some considerable challenges.

Another factor that influenced the effectiveness of the HCSP was staff turnover and respondents reported that it was frustrating, because the focus on the program was

diminished by continual transitions. The lack of consistency in upper management combined with the limited duration of the program was a significant concern of many participants. Fernandez and Rainey (2006, 171) recognize that “the need for leadership continuity and stability raises particular challenges in the public sector because of the frequent and rapid turnover of many executives in government agencies compared to business executives.” Respondents reported that within the 5 years of HCSP there were two different Managers, four different HEB Directors and three different Ministers (HCSP Evaluation Team 2003a, 35). Each time staff changed the “valuable experience, knowledge, and understanding was lost” (HCSP Evaluation Team 2003a, 18). Researchers suggests that “career civil servants, who are allegedly motivated by caution and security, can use the frequent turnover among top political appointees to their advantage by simply resisting new initiatives until a new administration comes into power” (Fernandez and Rainey 2006, 171).

If there are no managerial leaders to champion an effort it is more difficult to create change and as one former HEB director pointed out “for any program you just can’t hire someone, a champion has to emerge.” Another former HEB director commented that in order to minimize the “tremendous amount of instability and lack of leadership” there “needed to be a team of champions.” If public managers consider collaborations to be an effective alternative to delivering services it is apparent that they must demonstrate their commitment by seeking out ways to integrate it into organizational operations to maintain stability. Some researchers recommend that “managers and employees must effectively institutionalize and embed changes to make change enduring, members of the organization must incorporate the new policies or innovations into their daily routines” (Fernandez and Rainey 2006, 172). Others agree that “the perception is that in order to achieve more

effective service delivery, the solution lies in embedding change throughout the management systems and organizations structures within the local community (Hemphill et al. 2006, 65).

The ACs were in positions to internalize the goals and objectives of the HCSP because they functioned as an interface between the public and the DFO. The ACs reported on their availability to the community and to the SC as a supportive role but they did not indicate that they tried to internally promote the goals of citizen centered planning. However, it is acknowledged that they would likely translate their experiences to their regular duties and other positions that they will be assigned to.

7.3 Stakeholder Expectations

There was no expectation that the DFO would be the only organizational leader promoting integrated planning strategies. Stakeholders engaged in activities because they could contribute certain resources and because they expected to achieve beneficial outcomes. Researchers are concerned that stakeholders may not be willing to commit to a process that has uncertain products or outcomes which is why it is important for them to know what the purpose of the collaboration is so they can anticipate what to expect from participating (Koontz and Thomas 2006; Taylor). Although some stakeholders indicated that they thought the tone of the program started off defeatist because it would ‘sunset’, many respondents recognized the benefits that could result from participating in collaborations. It was evident that most stakeholders took a keen, but equally cautious approach to participating in the HCSP because they did not want to be disappointed. This indicated that collaborations are not considered the only method of addressing all problem domains even when there is considerable pressure to engage (Berry et al. 2006; Tewdwr-Jones and Allmendinger 1998).

Many SCs reported that the increase in stakeholders engaging in projects was significant and SC09 commented on how the “processes are more likely to be successful when all the stakeholders contribute and are involved” and SC06 reported that in his area the program successfully “doubled the capacity from 5 groups to 12 and they are now doing things on their own and mentoring each other.” Some respondents suggested that the success and value of collaborating can be based simply on the fact that stakeholders wanted to participate. SC15 said that “the number of requests groups and individuals made and the continuation of projects suggests partnership and capacity building.” Other respondents said that identifying the level of participation and the number of projects that were accomplished was a way of knowing how the program worked and SC01 suggested looking at “the attendance at meetings and community events and the work accomplished locally.”

These comments indicate that respondents acknowledged that participating in collaborations can be a legitimate outcome and there does not have to be a tangible product to indicate success. This supports researchers who argue that the interaction of stakeholders through collaborative process is a significant achievement that should be acknowledged and valued (Williams 2002; Gray and Wood 1991; Delacourt and Lenihan 1999; Mitchell, Longo, and Vodden 2001).

7.4 Creating Capacity

Most respondents were satisfied participating with the Habitat Conservation and Stewardship Program (HCSP) and Stewardship Coordinator-07 concluded that there was a “definite shift in the community towards interest in higher level initiatives and engaging with decision makers.” Respondents indicated that some stakeholders were upset that they had not been formally engaged as Community Partners (CP) because there had not been a comprehensive selection process. However, it was also recognized that the HCSP promoted enhanced relationships and capacity building opportunities with all stakeholders and not only with those who were identified as formal CPs.

Many respondents reported that participating in collaborative alliances was a positive learning experience as the partnerships evolved over the duration of the program. Researchers note that it is “important to remember that leadership is very much a plural rather than an individual activity” (Hemphill et al. 2006, 77) and therefore, collaborations rely on a network to carry on the processes (Lowndes and Skelcher 1998). SC11 commented that they were “conscious that it was just a three year term and didn’t want to develop any dependency on the position,” while SC16 suggested that there was an effort to “develop a mechanism that would allow the community to move forward by themselves.” Many respondents indicated that successful outcomes were realized by those stakeholders who demonstrated a commitment to collaborate and AC04 said that “groups that had a vested interest still participated even though it was short term.” Non-Profit-Community Partner-01 (NP-CP) said that “you either start off defeatist or you get excited about it and build momentum. Capacity and interest you can’t just turn off.”

The HCSP provided an opportunity for stakeholders to reassess ongoing and future planning approaches and most SCs said that they involved themselves in activities that enabled participants to increase their capacity to contribute in collaborative processes once their position ended. SC10 concluded that “societies will continue to promote stewardship and partnership” by continuing to look for ways to effectively further their efforts while SC08 noted that “the time frame did not affect the role” but had “hoped that a successful program would justify additional resources.”

Some stakeholders said that because they had participated they would now consider more collaborative ventures. Local Government-CP02 said that the relationships they developed with stakeholders “may be manifested in future project-specific partnerships as opportunities arise.” Other stakeholders would be able to maintain much of the capacity that was offered by the program because they appreciated the opportunities that it provided. LG-CP03 said that they would retain the Habitat Steward position because they recognized that the role would help them fulfill the responsibility they had to addressing their own resource management mandates. A manager with the Agriculture Farm Program (AFP) indicated that many of the SC positions that were placed with the farm industry were going to be re-employed through the AFP to maintain the momentum that had already been established through the HCSP. The director of the BC Aboriginal Fisheries Commission reported that the integrity of the program would be realized with other opportunities that they were involved with.

Most CPs however, was not able to retain the HCSP positions and respondents acknowledged that it would be challenging to continue to participate at the same level without the capacity of human resources. Many respondents said that they tried to take

advantage of the opportunities provided and the program helped them overcome many challenges, but human resources would continue to be a limitation. The SCs were able to guide stakeholders towards broader goals but respondents acknowledged that developing effective integrated plans requires long term stability. Most respondents indicated that they would have appreciated a longer commitment but enjoyed the opportunity while it existed. One Non-Profit-CP04 said that the “inability to carry out long-term planning is a detriment but did the best possible with the specified time frame.”

Several respondents indicated that collaborative efforts should be integrated into the organizational structure to maintain relationships. SC03 noted that “without some sense of core funding things don’t work, they might for a short term but there needs to be some glue that holds peoples focus.” Many respondents were optimistic that stakeholders would use the experiences of the HCSP and continue to seek out integrated planning opportunities. LG-CP02 thought that an enormous benefit of the program was that “the seed was planted now yielding a harvest” and AC05 agreed that “a lot of the work won’t be realized until later on” when organizations come together to find solutions to address other problem domains. Respondents recognized that all stakeholders should have the capacity to support collaborations if they consider that the processes are worthwhile because of continuous effort involved with maintaining relationships. There was an understanding that because the HCSP was implemented for a short term, stakeholders were all responsible for furthering the goals and principles of the program in the long term. It is suggested that organizations that develop collaborative leadership will contribute to social capital as a result of their integrated networks (Umble et al. 2005).

The comments from respondents identified criteria that are required to create the capacity to support collaborative efforts. These findings fulfilled the first research objective which was to profile the experiences of stakeholders by relating their comments to the identified collaboration goals. The responses provide insight on the dynamics of collaborative relationships which is the underlying principle of the research. The following chapter will discuss the findings that address the second research objective which was to establish how the goals of collaborations are achieved.

CHAPTER 8 - CONTRIBUTIONS OF CONVENERS

The primary purpose of this research was to highlight the role of conveners by profiling Area Coordinators (ACs), Stewardship Coordinator (SC) positions, participating Community Partners (CP), and other stakeholders involved with the HCSP. These sections will address the second research question which examines how collaborations goals are achieved, how they are convened as well as addressing significance of the role of conveners. The reason why the research focused on human resources was to augment existing collaborative literature which has not adequately emphasized the contributions of convener roles. It is acknowledged that the role of conveners is not adequately emphasized as a valuable human resource because researchers suggest that there needs to be greater promotion of the contribution they make to collaborations (Huxam and Vangen 1996, Williams 2002; Thomson and Perry 2006; Dorado and Vaz 2003).

Researchers support the designation of specific convener roles because they argue that the processes involved with organizing and facilitating collaborations requires talented individuals to mediate and ensure that all stakeholders are connected (Thomson and Perry 2006; Williams 2002; Taylor 2000). The comments from respondents were an integral part of answering the underlying research question “How do conveners contribute to the goals of collaborating?” Understanding the roles of the human resources provides considerable awareness of the attributes that the leaders of collaborations require to fulfill goals. This research used the HCSP as a case study to investigate the role and attributes of the ACs, SC, who were involved as individual conveners. Numerous factors influence the contributions they made including establishing credibility with stakeholders, understanding of problem domains, and the ability to present a fair and balanced approach (Dorado and Vaz 2003).

Researchers acknowledged that identifying the methods used to engage stakeholders in collaborative processes can legitimize the role (Vangen and Huxham 2003; Williams 2002). It is the purpose of this research to ensure that stakeholders are provided with the knowledge and appreciation of what is involved, particularly emphasizing the human resources responsible for facilitating processes and activities.

8.1 Area Coordinator Roles

The Area Coordinators were Fishery and Oceans Canada (DFO) representatives who provided an interface between community and the public agency. They promoted the goals and objectives of the Habitat Conservation and Stewardship Program (HCSP) and were responsible for ensuring that the activities undertaken by community groups coincided with the objectives of the program. As conveners, the ACs were instrumental in initiating the relationships with Community Partners (CPs), establishing the rules, identifying principles and processes that parties would be responsible for, providing guidance and support for program activities, and reporting back to the DFO head office.

All of the ACs commented on how their individual skills and experiences played a significant factor in what they involved themselves in and this determined the methods they used to promote the program. The HCSP Evaluation team acknowledged that the “ACs were selected before there was an adequate understanding about the nature and responsibilities of the position” and some were not prepared with the skills and experience necessary for their convener roles (HCSP Evaluation Team 2003a, 35). Most ACs said that their backgrounds were primarily scientific and technically based and therefore, were not familiar with effective communication techniques.

It was apparent from the AC responses that the contemporary role of public management was not quite prepared to work as effectively with stakeholders as the program had anticipated. Many of the ACs said that it was challenging for them to adapt their skills to meet the needs of stakeholders. AC02 said that prior to the HCSP he had no experience with public relations and noted that “there were those ACs that had a longer community involvement, I was much more regulatory and technically focused, and it clearly influenced how I would do business because I had limits on my ability to deliver.” The issue of the role of public manager is a concern with researchers who have recognized that their skills determine the relationships that develop between stakeholders and it is not yet fully understood if these should be better suited as an advisor for a public agency or advocate for the community (Thompson and Perry 2006; Hodge 2003; Healey 1998).

The ACs also reported on their role managing the SC positions within their regions by supporting their activities and making sure resources were available. All ACs said they provided general supervision to the SC by ensuring that budgets and project goals were met in accordance with the work plan. The ACs said that they worked with the SCs so that stakeholders were provided with different opportunities to participate in collaborative initiatives. In most cases the AC was not geographically close to the SCs but the ACs commented that they were able to visit the SCs regularly and were always available to contact when needed. The ACs acknowledged that they did not work as closely with the CPs and other community stakeholders as the SCs.

8.1.2 Establishing Relationships

All of the Area Coordinators (ACs) had been long time members of the communities where they worked and therefore, they each had an understanding of the issues concerning their respective regions. AC04 made an observation about his community status stating “when you live in a community you have a sense of the community and what is going on through overall experiences in work. You get a read on what is going on and what is really likely to pay dividends and what’s not.” Respondents reported that familiarity with issues and stakeholder concerns was important for them to develop methods of connecting with the CPs and it was a valuable asset for engaging stakeholders in collaborations. Many ACs also expressed how their new role with the Habitat Conservation and Stewardship Program (HCSP) allowed them the opportunity to communicate and network with stakeholders that they had previously not engaged with.

Most of the ACs maintained their positions throughout the 5 year term of the HCSP which provided stable and consistent support to the community and to the Stewardship Coordinators (SCs). The ACs noted that there had been a tenuous history between the DFO and some community stakeholders and reported that they were responsible for building up community confidence in the Ministry. They reported on different ways to interest potential CPs in the program and one stated “the first thing I had to do was to build trust to make them see that I was interested and willing to place myself on the line for them and their interests.” Respondents recognized that the reliability of their positions was important because it helped build confidence within the community which researchers recommend is critical to establishing successful collaborations (Wood and Gray 1991; Chaskin et al. 2001; Vangen and Huxham 2003).

8.1.3 Enabling through Capacity

Many of the Area Coordinators (ACs) thought that they were a valuable resource for Community Partners (CPs) because they created capacity building opportunities for stakeholders to become involved in inclusive decision making processes and benefit from the experience. The ACs said the purpose of the program determined the contributions they made and all reported on the various approaches they used to implement the goals and objectives of the HCSP. Most ACs said that they used their role to help people understand that the HCSP was about enabling citizens to participate more fully in resource management through activities that promoted inclusive collaborative processes. However, many ACs commented that they understood their role was not to direct activities but rather to guide the efforts towards productive outcomes and to facilitate processes to keep things moving along as smoothly as possible. Most respondents reported that it was a learning process to identify ways to support community based planning exercises and AC05 said that he found it difficult to initiate partnerships between stakeholders, to provide them with resources, and to then move on observing that “it takes a lot of a person to be able to join two others and then to slip away.”

The ACs managed their designated region to ensure that the program operated efficiently, they all reported making appropriate adjustments and providing input when needed. All ACs said they tried to ensure that activities focused on fulfilling the vision of the HCSP but they also allowed CPs the opportunity to decide on what concerns to address. AC01 stated “I didn’t feel it was my job to say exactly how things were going to be done. I wanted more feedback from the community in terms of what they felt was important” while

AC03 suggested that “the role of the AC depended on whether the CP wanted them there or not, if they did it showed for sure.”

All ACs said they were involved with initiating connections with the CPs to collaborate on issues and strategically plan activities together but most said they maintained some distance when it came to implementing activities. AC06 said that he “stressed the need to think and act as ‘we’ rather than ‘I’, and to foster partnerships between other groups rather than within groups.” The responsibility that public managers have to ensure that stakeholders work together is one that researchers anticipate will continue to develop as collaborative initiatives become a more common method of delivering services (Thompson and Perry 2006; Healey 1998). AC02 said “I aspired to be mindful and aware. If I saw a problem emerge, I dealt with it, if I could do so without confrontation and without enlarging an issue needlessly, I succeeded. My main role was to keep the program in a state of harmony. Essentially, equity equals harmony.”

8.1.4 Decision Making

Some Area Coordinators (ACs) reported that their dual role of both a signing authority and partner made them feel uncomfortable because they provided the Community Partners (CPs) with funding, but were also part of the decision making team. AC03 said he “played a dual role, up front so the work plan met departmental and program objectives and behind the scenes so it was not seen as a DFO program.” The respondents identified the challenge of balancing the responsibilities of a government agency to fulfill its mandate while engaging citizens to participate in decision making. Most ACs mentioned that it was awkward for them to be in a position of authority while simultaneously requesting

community stakeholders for their input on policy and other planning practices. AC07 said “I felt a bit awkward being part of the Joint Management Team as a member while I was also the one giving out the contribution agreement. I felt it was a conflict. A signing authority that gives out the contract but then also manages it is a conflict.”

Although respondents said they felt conflicted because they were tasked to implement the program without directing activities, they fulfilled their roles according to what they thought was appropriate to achieving the goals. They understood it was their role to promote capacity and not dependency on the DFO. Most of the ACs also had other job responsibilities with the DFO that were not affiliated specifically with the Habitat Conservation and Stewardship Program and they were challenged to “make a full-time commitment to the program” (HCSP Evaluation Team 2003a, 35). It was evident from respondent comments that the transformation of the public sector roles can be challenging and researchers recognize that this will continue to evolve as positions change from ones that delivers services to ones that manages third parties (Brudney 1990).

Not all ACs felt that they should be removed from the decision making process and AC04 commented that he thought government agencies have a legitimate responsibility to the public as an authority on issues and he had concerns that the HCSP put the community in that knowledgeable role. The same AC pointed out that the “program assumed the community knows more than government,” which he suggested was not a reasonable assumption because the community “can’t know more than agencies whose job it is explicitly.” These concerns are acknowledged by researchers who feel that public managers should be in a position of expert authority and not in a role that diminishes their independent professional judgment (Tewdwr-Jones and Allmendinger 1998).

8.2 Role of Stewardship Coordinators

The Stewardship Coordinators (SCs) were employed with Community Partners (CPs) and located in various places throughout BC and the Yukon. Most respondents liked being administered by CPs and housed directly in community offices because they were situated where they had the most effective access to stakeholders. Many SCs noted that they thought that because they were placed directly in offices, they had face to face contact with stakeholders and this was extremely beneficial for building trusting relationships and engaging them in activities. SC12 observed that working out of the local government office right in town was extremely advantageous, because it “helped to build trusting relationships with farmers.” They would come in on a regular basis and were able to meet her and learn about the program. Some respondents had concerns with their geographic location. Those located in rural areas with extremely dispersed stakeholders indicated that it was challenging for them to meet everyone in person so they had to develop other ways to engage participants and create forums for discussion.

The SCs were external positions hired through a contribution agreement to work with the CPs and other community stakeholders to implement the Habitat Conservation and Stewardship Program (HCSP) activities. A significant aspect of the position was that it was created specifically to function as a neutral facilitator between Fisheries and Oceans Canada (DFO), the CPs and other community stakeholders. The SCs were intentionally designated as positions that were external from the DFO but they were responsible for ensuring that the HCSP goals and objectives were implemented. Many respondents described the SCs as a significant interface between the public and non-profit sector because of their role to promote

communication and collaboration between parties. All the SCs recognized that even though they were technically not a DFO position they were inextricably linked due to contractual arrangements and acknowledged the credibility that it provided stakeholders by being affiliated with the public sector. Many respondents emphasized that their connection to the DFO was critical to the viability of the positions and SC08 reported that being part of the DFO “added credibility by virtue of association with a federally funded program.”

The relationship to the DFO was recognized for the legitimacy it afforded the collaboration efforts because the public sector was supporting the program. Many SCs said that because the DFO was a funding stakeholder, this was an indication to the community that the Ministry was committed to creating partnerships and working collaboratively on issues and this made the initiative more viable. SC15 suggested that “if it hadn’t been for the DFO support there’s no way we could have built the level of partnerships we had with land owners, the public, industry, and first nations.” SC12 concluded that “without the implied DFO backing, the program would have been unsuccessful leaving people to wonder who we were but as another layer in community support from a Federal Ministry mandated to support stewards meant that the work was being recognized and validated by Ottawa.”

Most SCs commented that the designation of the SC as an external position had a favourable affect on how the community received them. Some researchers promote the institutionalization of independent facilitators as a constructive way to achieve collective goals (Huxam and Vangen 1996). This was supported by the responses of most of the SCs who said they enjoyed the flexibility they had as a neutral facilitator. SC02 said “the relationship with government was strengthened and I was viewed as an equal” while SC16

remarked on how “community members saw the ‘arms-length’ aspect of the position as an important element to maintaining impartiality.”

Many respondents thought that their non-government position afforded them opportunities that otherwise would not have been possible due to the history of strained relationships that some stakeholders had with the DFO. SC06 pointed out that the fact that the “position came from the direction of the community really alleviated some of the tension.” SC13 suggested that “not being a DFO employee has had advantages in the area where many contacts have lost confidence in DFO.” The SCs influenced the acceptability of the DFO in communities because the “positions created an atmosphere whereby DFO staff could interact with landowners, groups and citizens that historically had been difficult to reach” (HCSP Evaluation Team 2003b, 9).

The most important role of SCs was engaging stakeholders in collaborative activities and SC16 stressed that “working outside government was the best way to do it, the only way to do it” while SC14 commented that she “was not viewed as a ‘bureaucrat’ that conformed to the typical government policies.” SC19 concluded that the position “helped people with their relationship with the federal government.” Respondents acknowledged the benefits of their independent role because stakeholders recognized that the SCs represented a lot of different interests and were not there to take sides. SC21 stated that “the effect was a positive one, since I was a local resident and was seen as a community employee rather than a DFO employee.”

It was apparent that the designation of internal or external roles had some different consequences for developing relationships but all conveners can contribute effectively to collaboration goals. Researchers identified different contributions that conveners make to

collaborations that engage participants, to ensure stakeholders have considerable knowledge and understanding for the purpose of the collaboration, and to provide a structure to implement communication processes and activities (Marris 1998). The DFO provided a list of general responsibilities for the SCs (Section 5.3) indicating that a primary role was “to focus on building the capacity of people to be advocates for fish habitat” (HCSP Evaluation Team 2003a, 24). However, it was reported that the “the job descriptions initially developed for stewards, were very broad” (HCSP Evaluation Team 2003a, 38) and many SCs indicated that they would have appreciated more guidance. Some respondents said that the broad guidelines posed a challenge for the SCs to avoid the duplication of activities that were already provided by DFO staff.

A complicating factor of the guidelines was that many pre-existing internal staff such as the Community Advisors were not aware of the new HCSP roles. Several respondents said that the lack of awareness caused some problems because it was unclear how the new and existing roles would affect one another. Respondents said that because most SCs were implemented relatively quickly in communities, and it was a learning experience for everyone involved. Everyone had to try and determine what the position was responsible for, how it related to other roles, and what the accountability of the position was to the DFO, the CP, and other stakeholders. However, once the program developed the SCs were able to adapt their own skills and experience to accommodate the needs of the community stakeholders. There are numerous activities that the SCs reported contributing to and these are presented in 5 general categories: 1. engaging stakeholders, 2. facilitating and enabling, 3. balancing and accommodating stakeholder needs, 4. education and communicating and, 5. increasing finances.

8.2.5 Engaging Stakeholders

Most respondents felt that the contribution of the Stewardship Coordinators (SCs) was a crucial aspect to the program because the positions were instrumental in forming partnerships and initiating projects. AC03 commented that “until the HCSP there was never any people money, just project money that we hired people to carry out.” Many respondents reported that once the program started, and stakeholders began to engage and work on projects, they realized it was a positive experience that had a beneficial effect on the organizations involved. Stakeholders could rely on them for support and SC01 suggested they were in the best position to “steer people through the bureaucracy.”

One of the primary activities that the SCs were involved with, included engaging stakeholders in collaborative relationships, but to accomplish this, respondents said they had to first gain credibility with stakeholders. SC18 suggested that “the most critical element was building trust” for implementing collaborative processes and creating the “resolve to work together towards a common goal” through diplomatic means. Through their knowledge of problem domains and understanding of stakeholder needs, the SCs reported that they were able to break down barriers and build trusting relationships. Identifying trust is also a factor that researchers have also acknowledged is critical to establishing relationships (Vangen and Huxham 2003; Chaskin et al. 2001 Wood and Gray 1991). The SCs said that it took time to develop relationships and establish participant responsibilities but SC20 concluded that after a while they experienced “a strong, healthy, working relationship built on trust.”

Most SCs said that they observed changes in attitude and an increase in responsiveness with stakeholders as a result of their involvement. SC10 said it was because

“dialogue and communication was established between groups who have had poor relationships in the past.” All SCs said that they made sure that they explained the purpose of the HCSP to stakeholders so that they understood the intentions of the DFO and made them feel confident about participating in collaborative efforts. Many SCs said that they made sure to present a proactive and non-confrontational approach to stakeholders in order to gain acceptance.

Researchers recognize that an important role of conveners is defining boundaries and organizing the assets of stakeholders so that their contributions augmented collaborative processes (Williams 2002; Bryson, Crosby, and Stone 2006). The SCs acknowledged that they had to present problem solving and relationship building opportunities that would be mutually beneficial to stakeholders, which is considered an important part of engaging in collaborative strategies (Koontz and Thomas 2006). Respondents reported that they identified organizations by assessing their connection to the problem domains and analyzed the potential benefits they could offer to the collaborations. SC04 said that it is important to get stakeholders to collaborate on projects in order to achieve common goals because “people get compartmentalized.”

The SCs recognized that by bringing groups together to address similar goals or interests they helped stakeholders understand and appreciate the value of partnering as an effective means of addressing mutual concerns. SC05 noted that he tried to explain to groups that “donors are not going to accept a proposal from just an individual, they need a partnership.” All of the SCs reported on the different collaborations that they contributed to and SC09 said that she “initiated and participated in a number of planning activities that

involved bringing together various community representatives including agencies, local government, industry and others.”

These comments support research that suggests the interconnections between stakeholders must be identified along with solutions to address common problem domains (Williams 2002). SC12 commented that the process was based on compromise and stakeholders appreciated that it was “a level process where all are equal and share resources to reach common goals.” Presenting a respectful working environment is recommended by researchers (Williams 2002) and respondent comments suggest that the conveners were well aware of the approaches they needed to implement to ensure a positive response from stakeholders.

8.2.6 Facilitation and Enabling

Respondents acknowledged that the Habitat Conservation and Stewardship Program (HCSP) was important for developing relationships with community stakeholders because of the activities that promoted integrated planning strategies. To ensure the effective facilitation of activities, researchers have identified the mediation skills of conveners as a critical attribute which was supported by SC comments (Williams 2002; Gray 1989). Stewardship Coordinator-05 described his role as a “natural broker or middleman between organizations, consciously putting himself in the middle to bring together resources and facilitate networking sessions” while SC08 used the terms “neutral organizer, group facilitator, and information resource.” All SCs recognized that they provided a significant service and SC17 suggested “the position served as a central hub to coordinate and to get information out.”

Each region had different opportunities for the SCs to become involved with and respondents reported that the motivation of the stakeholders contributed greatly to the activities that they participated in. The SCs reported that some areas had no active groups prior to HCSP while other areas had groups that were well established. SC10 commented that she “initiated stewardship groups, committees, roundtables and other networking sessions as methods to create dialogue among stakeholders.”

It was recognized that the SCs were “successful at liaising with a variety of government and community agencies, as well as with conservation groups who had previously worked in isolation” (HCSP Evaluation Team 2003b, 9). Many SCs said that they emphasized to stakeholders that they were there to listen to them and support them. SC11 concluded that the “biggest thing that people want is to be heard and understood” and SC04 commented that stakeholders appreciated their role because they “could look at issues from a community point of view that an agency person couldn’t.”

Respondents acknowledged that the SC role was intended to augment the work of stakeholders by focusing them on specific tasks, providing various means of support, and directing them to resources that address problem domains. Identifying specific tasks that stakeholders could practically put into action and implement is considered an important aspect of the convener role (Williams 2002). It was evident from the comments of the SCs that they were able to present tangible opportunities as SC01 said he “played a background role in developing subtle techniques that would point the groups in a direction that would be more productive.” SC19 said she took pride in “leading from behind as a dedicated champion” that created the capacity to enable stakeholders to address concerns but she also indicated that in some cases it may have been more efficient to do the work herself.

8.2.7 Balancing and Accommodating Stakeholder Needs

The Stewardship Coordinators (SCs) were responsible for evaluating the effectiveness of collaboration process activities and their ability to make adjustments when needed affected the outcomes of the effort. Since there were only a general terms of reference for their position, many reported that this allowed a greater degree of flexibility because they were able to accommodate the needs of stakeholders by implementing their own particular skills and experiences. SC07 said “I integrated their needs by using the program objectives as the framework and I did it with them, not for them, and continued to work until the fit between the two was right.” Most SCs stressed the advantages of identifying what community priorities were, so that they could make the most out of their role. These comments support the arguments of other research that suggest conveners should let stakeholders determine the direction and anticipated outcomes of a collaboration without influencing it (Huxam 1996).

In some cases, a survey was administered to identify the most appropriate ways support the community and SC02 described how she “developed a comprehensive assessment of the groups in the area and their individual capacities and roles” which helped her to establish what resources to use to address community concerns. The work plan also identified projects and provided the basis for engaging stakeholders in collaboration activities.

All SCs reported that they presented a fair and unbiased approach to integrated planning processes which is considered critical when trying to collectively solve problems and take action to implement solutions on the ground (Wood and Gray 1991; Markham 1998;

Dorado and Vaz 2003). They acknowledged that their role was intended to address both the needs of the community and the objectives of the HCSP but many SCs said that it was sometimes difficult to balance the demands of the community and the obligations they had to the DFO. SC13 said that she “constantly reassessed if time was being spent in the most appropriate manner” and this is in agreement with researchers that acknowledge the task conveners have, is to be diplomatic in their approach and to ensure representation from all contributing parties by balancing needs and demands (Williams 2002; Vangen and Huxham 2003 Wood and Gray 1991).

The SCs understood the interdependencies between stakeholders and through their negotiation skills they were able to present an inclusive decision making environment. SC03 said that “the job was to ask stakeholders what they want and need and I figured out how to get it done. I engaged stakeholders, assessed their needs, and developed resources.” SC14 commented that “the community wanted a say in managing resources and they welcomed the assistance of an SC as a tool to help them effectively participate in the management of fisheries resources.”

Each region had diverse groups of stakeholders and most SCs commented on the favourable response they received regarding the open and inclusive processes they used to engage participants in collaborative strategies. SC16 said the success of the planning sessions was attributed to an approach of “honesty, diplomacy, and openness” and SC17 observed that involving stakeholders in forums of communication and education gave people an “opportunity to look outside to see what others are doing” and therefore, make more informed and appropriate decisions.

Many SCs pointed out that it was critical for everyone involved with the meetings to feel comfortable participating in discussion forums and to know that their concerns would be considered and addressed. SC18 said that he “had a regional group that represented all communities” and SC09 commented that “the group had equal representation between the First Nations and non-First Nations population.” Many SCs said that when they facilitated meetings it was a communicative effort from all stakeholders and SC20 reported that the groups “worked on a consensus model. Either everyone agreed with the decision or we didn’t move on it.”

Most respondents agreed that it was appealing for participants to engage in initiatives that assist all parties. SC21 said that it was important to “include members from a range of interests with an understanding and respect for each other’s viewpoints” while SC07 suggested that the partnership must be “a mutually beneficial association whereby each partner contributes their unique abilities, skills, resources, and/or assets in order to work towards a common set of goals or objectives.” It was evident from the responses that stakeholders appreciated the presence of the SCs and the positive atmosphere that they provided to the HCSP. SC12 reported that the DFO “started to get a name as an agency that would listen and could help.”

8.2.8 *Educating and Communicating*

The Stewardship Coordinators (SCs) described their involvement with managing projects, conducting meetings, and participating in advocacy activities and SC02 said that in order to fulfill objectives she “provided training, coordinated the sharing of resources, and linked people together.” Researchers identify activities such as oral presentations, education, training, report and proposal writing, and other community outreach techniques as valuable skills that should be emphasized (McGuire 2006; Williams 2002). All of the SCs said they involved stakeholders by organizing presentations and workshops and facilitating roundtable discussions and committee meetings which encouraged dialogue between stakeholders.

Respondents described the different methods they used to initiate processes of communicating with stakeholders which was a significant contribution because it ensured that all parties understood what the expectations were from them and what they could expect from the effort. Many SCs said that they tried to meet in person and SC15 commented that he “always made direct contact with people to discuss issues or request information or participation.” There were various ways of communicating with agencies and groups and SC11 reported that “e-mail and the phone” was her primary source of initiating and maintaining contact with individuals. SC17 said that “continuous communication was key” to improving relationships with one another and establishing collaborations on issues of mutual concern.

The SCs ensured that stakeholders were contributing what they had agreed to and that they were getting out of the collaboration what they wanted. They reported on numerous different topics that they presented to the community as either knowledge based learning

experiences or hands on activities to enhance participant skills. The SCs recognized that their own skills influenced some of the types of information they would present.

All the SCs said that the various forms of outreach were intended to provide stakeholders with information, skills, and resources to help them address problem domains. SC09 said that she “gave talks on the state of fisheries, watersheds, and how to manage resources” at different venues such as schools and the local library. Some of the presentations that the SCs provided were also designed to assist with daily organizational operations SC03 said that he “conducted workshops on how to write an effective proposal in order to have a higher likelihood of obtaining funding for their projects.” SC11 reported that she was involved with organizing “training workshops on photo-point monitoring and media and communication skills for local community groups.”

Many SCs also identified their involvement in developing printed material and other means of publicizing, SC13 said that she “designed and produced numerous publications such as newsletters and pamphlets including a flier on the role of the SC” while SC05 reported that he “designed a website to allow public access to the SC and encourage greater networking.” SC18 said he “was able to provide a digital camera, colour printer, and business cards” for groups to use.

All SCs commented on the requirement for them to regularly submit reports to the DFO head office detailing their activities. SC04 said that she “produced monthly reports on the progress achieving the objectives of the work plan.” All SCs said that they were responsible for documenting the financial accountability of their activities including details such as the number of volunteer hours logged. Respondents indicated that the reporting demanded considerable time and effort, but it was recognized as an extremely effective way

to account for all activities and expenses. SC08 said that a “quarterly report of spending was established to ensure accountability and any spending was mutually agreed upon and the contribution agreement spelled out exactly how the budget was to be managed.” The SCs were also involved with producing project reports and writing funding proposals for community groups and SC14 said that she was “assigned to work on developing proposals to get funding.”

8.2.9 Increasing Finances

Respondents recognized that a small amount of ‘seed funding’ can go a long way when resources are used effectively and the leveraging of finances was acknowledged as an enormously important outcome. Stewardship Coordinator-01 said that “having a SC position was important in mobilizing other funds for stewardship projects.” The opportunities the SCs identified were a critical asset to the DFO and to stakeholders because they generated resources that allowed organizations to participate more effectively in collaborations. They were able to use the funding from the DFO as ‘seed money’ to initiate projects that otherwise would not have been possible for stakeholders to get involved with. A significant part of the convener role was to augment resources and increase an organizations capacity by identifying in kind support and other opportunities to further finances. The SCs were extremely efficient at leveraging and SC21 said they had a “dedicated crew not to squander any money and tried to stretch it out.” SC19 suggested that they had “easily quadrupled the investment” by joining up with other partners and obtaining in kind resources.

The HCSP Evaluation Team (2002, 35) reported that “for approximately every \$1 the HCSP invested in communities, about \$5 was contributed back to protecting fish habitat” as

a result of leveraging funding from various sources. In the final year it was reported that the DFO contributed \$3,005,566.00 and the SCs leveraged \$14, 696,393.79 from the private sector, foundations, other government agencies, and in-kind contributors” (HCSP Evaluation Team 2003a, 41).

The ability of the SCs to leverage funding is a significant achievement and made apparent, that they had the entrepreneurial skills that researchers suggest is extremely advantageous for addressing complex problems and making collaborations financially efficient (Markham 1998). Many respondents said that their connection to the DFO contributed to their leveraging abilities because the initial funding industry considered them to be legitimate players when attending roundtable discussions. It is evident from these results that by paying someone to convene stakeholders, developed more opportunities for the same individuals to engage in integrated planning strategies. The SCs were involved in activities that volunteers do not necessarily want to participate in like proposal writing for grant applications. Researchers agree that interpersonal skills are required by the right individual who can persuade stakeholders to contribute to collaborations requirements and who’s job it is to specifically coordinate solutions (Williams 2002; Gray 1989; McGuire 2006).

It is acknowledged that “since planning processes are time consuming and expensive, it is unreasonable to expect volunteers and community groups to lead these processes without adequate support” (HCSP Evaluation Team 2003a, 14). Many SCs said that because they were being paid, stakeholders were more committed to participating in activities and many CPs commented that they would not have become involved with the HCSP or have accomplished certain projects without having someone who was paid to coordinate activities.

8.3 Community Partner Roles

Fisheries and Oceans Canada (DFO) developed contribution agreements that were signed with Community Partners (CPs) as a way to provide funding to administer the Stewardship Coordinator positions. For this research the CP was recognized as the stakeholder with a signed contribution agreement but it is acknowledged that all SCs worked with multiple organizations. As identified in Section 5.3, the various CPs included Local Government (LG-CP), Non-profit organizations (NP-CP), Community Futures (CF-CP), and First Nations (FN-CP), and Industry (I-CP).

The primary role of the CPs was to function as a convener by contributing resources that would build the capacity of the HCSP. They assisted with the administration of the SC and ensured that they made certain resources available, including an office from which to work. Researchers suggest that stakeholders will more likely participate in a collaboration if they determine that it will benefit them in some way (Koontz and Thomas 2006). This was evident from the CP responses indicating different motivations for becoming involved with the HCSP which were reflected by the contributions they made to the program.

Most respondents recognized that a partnership may not mean an equal contribution from all parties and acknowledged that one partner may contribute much more funding, time, or other resources than another. Some SCs said that the contributions that partners made were determined by what they could feasibly contribute or whether they had a real interest in the program outcomes. AC04 noted that since the DFO initiated the HCSP they were the most significant contributor and it was “a partnership where we were doing 90% while others only 10%.”

8.3.10 Engaging Stakeholders

All Community Partners (CPs) said that they were involved with the development of the work plans and this allowed them to determine how the goals of the Habitat Conservation and Stewardship Program (HCSP) could fit into their own organizational operations. Non-Profit-Community Partner-01 stated that for a partnership to function it needs to be “a mutually satisfying relationship where each partner understands the needs and goals of the other and works in harmony towards those goals.” Local Government-Community Partner-03 commented that they “helped build a work plan around the objectives of the HCSP and ensured it met with the districts long-term objectives.” LG-CP02 said that they “developed a group of regional experts to sit on a technical steering committee to assist in the conceptual development of the project.” Many of the CPs acknowledged that some of the HCSP activities coincided well with their organizations overall mandate and recognized the role they had in contributing to the capacity of the program.

Some of the CPs had limited or no previous experience with resource management but said it was a worthwhile activity for them to become involved with the DFO and develop new strategies for their organization. LG-CP02 reported they used the opportunity to start a new environmental division since they did not have one prior to the HCSP. They said that because the program had supported a convener role this gave the region the opportunity to engage in areas that they had not been able to do previously.

NP-CP05 said the SC “built relationships with individuals and organizations that we otherwise would not have had the opportunity or the context for,” while a First Nations-CP06 suggested that the position “increased the capacity to attract money.” NP-CP07 explained

that the SC became integrated into some of the regular work and said that “hiring a SC to liaise with groups and collaborate was highly effective.” Most respondents commented on the value of having an additional human resource and NP-CP04 said that the SC “had a huge impact because there was more on the ground capacity and contact with people.” Researchers recognize that to justify partnerships, agencies must attain a degree of ‘synergy’ “whereby partners gradually modify their own activities to work in line with the objectives of the partnership as a whole” (Hemphill et al. 2006, 63).

Many of the CPs had a long history working with the DFO on projects and reported they welcomed the opportunity to participate in collaborative efforts. All of the NP-CPs had natural resource management mandates and they commented that the HCSP was critical for furthering the work they were already involved with. The NP-CPs were active stakeholders because of their interest in contributing to problem domains. NP-CP08 said that they “attended numerous community events and worked with other community organizations at every opportunity.”

Some of the Community Futures-CPs did not contribute as successfully to program activities and were not involved on a regular basis but most of them said they recognized the value of collaborations. NP-CP01 stressed that they tried to ensure a process based on “honesty, equality, openness, and respect for all parties.” Many CPs said that they appreciated that the DFO was proactively engaging stakeholders in inclusive decision making processes to address problem domains. FN-CP10 commented that they “wanted to make the DFO accountable” and were determined to ensure that all stakeholders contributed appropriately to collaboration efforts.

8.3.11 Sustaining Relationships

All of the Community Partners (CPs) reported that the most important benefit of the Habitat Conservation and Stewardship Program (HCSP) was the relationships that were established. Some Industry-CPs and First Nations-CPs had experienced tense relationships with Fisheries and Oceans Canada (DFO) but they reported that the HCSP alleviated much of the friction because of the citizen centered approach to problem solving. The CPs became much more receptive to engaging in collaborative efforts that were responsive to their organization needs and not based on traditional regulatory approaches.

Many of the BC Farmers Alliance CPs became actively involved in implementing and promoting resource management initiatives to their members. They appreciated the role of the SC as a neutral convener that would ensure that the interests of stakeholders were considered when developing projects. LG-CP03 commented that they felt that working with the HCSP was a “fruitful and largely cooperative” experience. Many of the respondents reported that they felt there was a benefit to the community as a result of the HCSP and LG-CP02 said that “many partnerships were established and a tremendous amount of capacity was built.” The DFO contributed funding for human resources to create an opportunity for stakeholders to be able to further efforts, but there was an expectation that the stakeholders would further this through their own resources.

The respondents provided valuable information which was essential for meeting the research objectives to understand their experiences and establish how the goals of collaborating were achieved. By undertaking a qualitative evaluation of the HCSP, the findings have created the opportunity for stakeholders to increase the knowledge of collaboration processes and enhance the appreciation for the human resources involved with

facilitating the dynamic relationships. This information fulfills the purpose of the research which was to contribute to existing literature by highlighting the contributions of human resources involved with achieving collaboration goals. To recognize the significance of these findings, the following chapter will discuss consequences the results had on the HCSP outcomes.

CHAPTER 9 - CONCLUSIONS

Increasingly, public agencies are motivated to implement inter-organizational arrangements to meet mandates that they are challenged to address independently. Collaborative initiatives engage stakeholders in decision making and service delivery by developing relationships that are mutually beneficial in order to collectively work together on problem domains. The underlying rationale for this research was that there should be an understanding of the dynamics involved with collaborations and in particular, an appreciation for the human resources involved with developing stakeholder relationships and implementing initiatives. Therefore, the purpose of this research was to highlight the role of conveners of collaborative arrangements by providing insight on the processes and activities that they are involved with as facilitators, thereby increasing the knowledge and value of their roles.

Fisheries and Oceans Canada (DFO) had experienced a period of financial constraint and also had strained relationships with some stakeholders. Therefore, they implemented the Habitat Conservation and Stewardship Program (HCSP) to mitigate these concerns. The HCSP provided an ideal case study for the research because it was a citizen centered initiative that was designed to establish collaborative alliances through the implementation of convener roles. The DFO recognized that human resources were required to engage stakeholders and facilitate collaborative processes and activities. They created Area Coordinator (ACs) and Stewardship Coordinator (SC) positions to work in convener roles with Community Partners (CP) and other stakeholders.

A significant contribution of this research is the emphasis it places on the role of conveners by profiling the responsibility they have for engaging stakeholders in collaborative

efforts. The objectives of the research were to identify the experiences of stakeholders by undertaking a qualitative evaluation of the HCSP and to use the responses of participants to answer the underlying research question “How do conveners fulfill the goals of a collaboration? To address this question the focus was on two collaboration goals: the first addressed the motivating factors for participating in activities and the second examined the capacity required to achieve intended outcomes and support efforts. The role conveners and other stakeholders were considered for their contributions to fulfilling the two collaboration goals.

9.1 Addressing the Motivating Factors Collaborative Initiatives

When there is a common understanding of the factors that motivate stakeholders to participate in collaborative arrangements and they know what resources are required to support the initiatives, they will have a better understanding and appreciation of how to achieve successful outcomes. The first goal of a collaboration was to address the motivating factors for engaging in the effort. The research identified two primary incentives that influenced the DFO to implement the HCSP which included finances and relationships, finances and stakeholder relationships.

9.1.12 Finances

The DFO was motivated to engage stakeholders in collaborative initiatives because they were unable to meet Ministerial mandates independently. The organization had experienced financial constraints during a period of restructuring and one of the goals of implementing the HCSP was to explore an alternative method of service delivery to promote the sharing of resources in order to mitigate financial commitments. Since alleviating

financial strain is considered a key motivating factor for engaging in collaborations (Huxam 1996; Gray and Wood 1991; Mitchell 1997 Markham 1998) the conveners were able to achieve the expectations that the DFO had by managing this concern.

The ACs were able to identifying appropriate CPs who could then augment DFO finances by contributing other resources which were critical to the success of the program and the result was an extremely beneficial outcome of the relationships that were established through the contribution agreements. The SC provided enormous financial benefit to collaborative processes because their role ensured that CPs and other stakeholders explored a variety of capacity building opportunities. A significant accomplishment of this convener role was their ability to leverage financial contributions almost four times the initial investment through in-kind services and other cooperative methods. Stakeholders who are interested in participating in collaborations because of financial motivations can appreciate that conveners effectively address these concerns.

9.1.13 Relationships

The DFO had experienced a history of tense relationships with some stakeholders and a second motivating factor for engaging in collaborative arrangements was to improve relations. Both the ACs and SCs recognized their role in establishing trust and confidence in stakeholders, which is considered a critical aspect for achieving collaboration goals (Vangen and Huxham 2003; Chaskin et al. 2001; Wood and Gray 1991). As internal staff, the ACs provided a direct connection between the community and the DFO and they offered credibility to the program to which stakeholders responded well. Alternatively, the SCs were

independent positions supported by the DFO and this connection was also very successful for engaging stakeholder interest.

An important aspect of the ACs role, was that their public sector affiliation provided legitimacy to the program. However, it was also apparent that the neutrality of the SCs was also considered advantageous by many participants. Since both positions were equally successful at enhancing stakeholder relations, the internal and external classification is not considered to have a significant effect on the collaboration outcomes. However, the affiliation with the DFO did have a considerable influence on stakeholder responsiveness because it was evident that many CPs were willing to engage in collaborative processes and develop relationships with a recognized Ministry. Therefore, it is acknowledged that the expectations of the DFO were realized through the efforts of the ACs and SCs and the contributions of CPs because the financial and relationship issues were addressed, thereby meeting the goals of the collaboration. Stakeholders can anticipate that the involvement of conveners has a considerable influence on the outcomes of a collaborative, because they will contribute to fulfilling the motivational needs of participants.

9.2 Creating the Capacity to Support Collaborative Initiatives

The DFO recognized that trusting relationships with stakeholders was an essential goal for collaborating and critical to addressing problem domains. The second goal of collaborating was to create the capacity required to support the undertaking by developing mutually beneficial relationships. This research identified numerous criteria that are needed to meet this goal and this includes contributions that conveners make to facilitating processes as well as the efforts of other participants.

9.2.14 Human Resources

The DFO anticipated that implementing human resources would provide opportunities for stakeholders to engage in collaborative initiatives to collectively address problem domains. The most critical aspect of the HCSP was the implementation of AC and SC positions, that were specifically assigned to work with stakeholders, to create the capacity needed to meet organization mandates and support collaborations. The designation of convener roles is considered an effective way of administering collaborations because the positions are intended to focus on organizing activities (Thomson and Perry 2006, Taylor 2000, Huxam and Vangen 1996). As paid employees, the ACs and SCs were accountable to stakeholders and committed to their roles and as such they achieved many of the DFO expectations.

Although the ACs were familiar with technical and regulatory service delivery they managed to develop the skills necessary to facilitate stakeholder relationships. However, it was apparent that their limited experience working with the public as a convener was a learning experience because they had to broaden their attributes to accommodate their new roles. The consequence of public managers being challenged by transitioning positions is considered understandable because their involvement in citizen centered activities has not necessarily been a common practice and therefore, not yet fully understood (Thompson and Perry 2006; Hodge 2003; Healey 1998). Despite the augmentation to their terms of reference, the ACs increased the capacity of CPs through the establishment of contribution agreements thereby satisfying a collaboration goal.

Since the SCs were new positions, their contracts established their terms of reference which also ensured that the DFO and the CPs understood the purpose of their roles. However, there were only general guidelines provided for the new positions which many indicated was problematic, because the activities the SCs were involved with did not always reflect the intent of the HCSP. Although, some projects were not necessarily appropriate to the goals of the program, the presence of the convener role in the community generated an interest from stakeholders to participate, thereby creating the capacity to focus on collaborative efforts.

9.2.15 Balancing Interests to Achieve Mutual Benefits

An important aspect to creating capacity is ensuring that the needs of stakeholders are considered by involving them in inclusive decision making processes. The AC and SCs promoted the DFO mandate by ensuring that projects augmented Ministry goals. However, they were also expected to allow stakeholders to make decisions without influencing them. The ability of the conveners to fairly balance the goals of all stakeholders is recognized as an extremely critical role because it can make a difference in whether participants feel part of the collaboration process and have a vested interest in the outcomes. (Wood and Gray 1991; Williams 2002; Vangen and Huxham 2003).

The ACs found it challenging to ensure that the needs of the stakeholders were met while upholding the interests of the DFO. Their dual role became a concern because the ACs felt awkward as an authority figure, that was also tasked with contracting services and the DFO lacked the guidance necessary. This issue is a significant consideration that researchers have identified because they are concerned that independent professional judgment may be

diminished if public administrators are not in a position of expert authority (Tewdwr-Jones and Allmendinger 1998). Although the mandate of the DFO established the focus of activities, stakeholders with a similar mission were able to complement the DFO goals and in thereby requiring a minimal effort to balance interests and minimizing conflict.

One of the most significant achievements of the conveners was their ability to promote integrated planning strategies to enhance inter-organizational relationships. It was evident that the ACs and SCs tried to ensure that stakeholders thought that their involvement and contributions to the collaboration were worthwhile so that they would have a greater commitment to the effort. The contributions of conveners ensured that most stakeholders felt they gained from their experiences and therefore, the collaborations achieved a positive collaborative form as Huxam (1996) suggests.

The ACs and SCs used effective methods of oral and written communication that provided outreach and networking opportunities which are considered legitimate collaborative outcomes or products (Williams 2002; Gray and Wood 1991; Delacourt and Lenihan 1999; Mitchell, Longo, and Vodden 2001). It is therefore, recognized that the conveners successfully fulfilled the collaboration goals of the DFO by implementing valuable capacity building tools to support efforts.

9.2.16 Stakeholder Leadership and Will

Although the conveners were an integral part of promoting collaborative initiatives it was expected that the citizen centered program would launch a New Direction for the DFO to integrate collaboration strategies into other organizational practices. The intent was that managers would take ownership of the principles and goals of alternative service delivery methods and include them in regular operations. It was apparent from the research that the individuals involved with an organization greatly influence the capacity to champion an effort. Some DFO managers did not recognize the value of supporting citizen based planning and were reluctant to promote collaborations as an effective strategy.

The research also indicated that efforts to champion the program within the organization was negatively affected by considerable staff turnover as some program managers continuously vacated key leadership positions. This was problematic because the leadership was not consistently maintained. Without the stability of many committed champions the capacity to further an effort is diminished because its sustainability is dependant on the interest of all the stakeholders involved (Lowndes and Skelcher 1998; Coalition of National Voluntary Colleges & Association of Canadian Community Organizations 2003, 4). Despite some challenges with maintaining leadership within the DFO the convener roles and the CPs provided consistent stability for the program which provided the capacity needed to create support.

Stakeholders who became involved with collaborative efforts were willing to make commitments however, it was recognized that stakeholders did not fully understand the purpose of the HCSP at the onset. This is considered a concern because this can limit the responsiveness to participate and accept new practices (Koontz and Thomas 2006; Taylor

2000). Although it is recommended that stakeholders cautiously enter into collaborations because of the uncertainty of outcomes, (Schuett, Selin, and Carr 2001) the uncertainties were not significant factors to consider. Many stakeholders like the CPs were interested in contributing to collaboration goals and indicated this by signing contribution agreements.

9.2.17 Sustainability

Since the HCSP was a collective effort this provided considerable focus and direction for stakeholders to determine how their resources could augment other projects through integrated planning strategies. Stakeholders were able to establish relationships and collectively address short term goals but the long term outcomes of the collaborations were less apparent. Many CPs reported that they valued their involvement with collaborative activities because they were able to use the resources that the HCSP offered to expand their own efforts. Stakeholders intended to continue to develop relationships because they felt that this was a considerable asset to furthering their mandates and wanted to maintain the momentum that the program provided. The DFO recognized that the connections that were made with stakeholders were valuable and retained the AC positions in roles that were renamed to Habitat Partnership Coordinators.

Although, there was an extremely positive response to the DFO efforts to create the capacity to engage stakeholders in collaborative arrangements, it was acknowledged that it would be difficult to sustain many of the processes to the same degree. Having a lead organization contribute considerable resources to support collaborative initiatives made a significant difference to addressing problem domains. In this case, the DFO did not intend to further the HCSP independently and instead expected that other stakeholders would value the

outcomes of the program and continue to support the principles of the program in other ways. Therefore, it is acknowledged that if a goal of a collaboration is to sustain the processes and activities involved, it is the responsibility of all stakeholders to create this capacity. The following chapter provides recommendations that will assist stakeholders who are interested in engaging in collaborative planning strategies.

CHAPTER 10 - RECOMMENDATIONS

The research on the Habitat Conservation and Stewardship Program (HCSP) presented an opportunity to understand the collaboration initiatives Fisheries and Oceans Canada (DFO) implemented to address problem domains and meet their mandates. Various factors motivate stakeholders to engage in collaborative arrangements and the DFO anticipated that contributing human resources to develop relationships with stakeholders would increase organizational capacity and create beneficial outcomes for all participants.

Establishing Area Coordinator and Stewardship Coordinator positions to coordinate the processes and activities involved with collaborations, was recognized as a significant contribution from the DFO. The purpose of this research was to promote the role of the convener positions as critical human resource that is responsible for ensuring that collaboration goals are achieved. By evaluating the contributions they made by engaging stakeholders in collaborative arrangements, several factors were identified that facilitated efforts to achieve organizational goals and ensure successful outcomes.

The following sections present recommendations that were developed to further augment collaboration processes. These recommendations will provide stakeholders with a greater understanding of the factors that are required for stakeholders to effectively participate in collaborations and will indicate how further research can increase the knowledge of the efforts in order to promote their effectiveness.

10.1 Identify the Motivating Factors and Resources Required to Collaborate

Establish Stakeholder Expectations and Resources – When engaging in collaborative initiatives stakeholders have various motivations for becoming involved and different expectations of the goals and outcomes they intend to achieve. Determining resources and potential outcomes will ensure that stakeholders understand the contributions are required to effectively engage in collaboration processes and activities. Stakeholders should also identify what motivations exist to collaborate and they need to establish the outcomes they expect to achieve by participating.

Promote Conveners as a Valuable Human Resource Requirement – Increasing awareness of the significant role that conveners play in facilitating collaborative initiatives will help to legitimize the contributions they make. Stakeholders who recognize the beneficial outcomes of collaborative arrangements should value the role of conveners by promoting the processes and activities they are involved with to ensure that collaboration goals are achieved. Recognizing the contributions of paid conveners as an essential resource will also help establish the financial contributions that are required to implement the role.

Identify the Roles and Responsibilities of a Convener –A detailed term of reference for conveners need to be established to ensure that the goals and outcomes of the program are reflected by the roles. Individual attributes of individuals influence the effectiveness of collaboration processes and stakeholders should identify leadership qualities and interpersonal skills that will facilitate efforts. Conveners should be knowledgeable about the methods required to develop relationships and engage stakeholders in collaboration processes and appreciate the purpose of integrated planning strategies by identifying resources to build organizational capacity.

10.2 Create Capacity by Promoting Collaborations

Emphasize the Inter-organizational Relationships as a Valuable Outcome – Increased interaction between stakeholders is a significant outcome of participating in collaborative initiatives. Stakeholders should understand that being involved in relationship building activities that heightens communication through networking and dialogue is valuable and should be promoted. Processes and activities that allow stakeholders to interact with one another need to be emphasized as legitimate collaboration outcomes because these engagement opportunities are crucial elements that further organizational capacity building efforts and should be promoted as significant achievements.

Recognize the Importance of Leadership—Organizations and individuals that take the initiative to champion an effort need to be supported by all stakeholders involved. Effective collaborations include multiple participants and individual organizations that do not have the capacity to maintain efforts independently. Stakeholders that consider collaborations to be a worth while undertaking must recognize their responsibility to support the initiative by taking on a leadership role and identifying opportunities to further the effort.

10.3 Review Potential Opportunities and Consider Future Implications

Build On Existing Programs – A general criticism of the Habitat Conservation and Stewardship Program was that it began in isolation from other core Fisheries and Oceans Canada programs and existing resources were not effectively utilized. Many core programs were already well established and had existing staff based in communities and there could have been a more significant effort made to integrate specific HCSP activities into existing operations. Program managers should recognize opportunities to mitigate the costs and lag time involved with starting a new program, by identifying ways to integrate resources to ensure that initiatives that are short term have a greater affect.

Utilize the Experiences of Others – If a program is intended to be a short term initiative it is more efficient to implement existing models rather than creating new efforts. National and International collaboration models preceded the implementation of the HCSP and program managers should have considered transferring these similar models to their own purposes to expedite the implementation process. The experiences of other programs provide managers with insight on processes and activities that work well and can ensure that a new program is more effective.

Develop Inter-Organizational Relationships – There were opportunities to integrate strategies with other organizations before the start up of the HCSP and when the program was ending. Program managers should ensure that they identify opportunities to coordinate resources with other stakeholders to ensure that public services are more effectively delivered. Starting and stopping programs minimizes the effectiveness of an initiative

because the momentum is diminished and managers should ensure that there is seamless transition between programs to sustain the essence of an initiative.

Promote Intra-Organizational Communication and Leadership Stability – Internal communication between regional offices and departments is a critical factor in developing positive organizational change. In order for an organization to embrace an effort, leaders must be responsible for ensuring that messages are conveyed and that staff feels they are part of the decision making process. A critical underlying factor that diminished the effectiveness of the New Direction principles was the instability of departmental leadership which resulted from a constant turnover of directors. Organizations need to identify strategies to mitigate the effect that staff turnover rates have on achieving the goals. The success of an initiative is assured by making all members take ownership of the goals and principles of a strategy or vision.

Acknowledge and Value Achievements and Outcomes – The HCSP was a \$35 million dollar initiative that most people were not aware of unless they were directly involved. There was extremely limited publicity surrounding the launch of this initiative and throughout its duration, which is why there was limited public support. The DFO produced a document of 50 Lessons Learned which does not adequately state whether the Ministry valued the processes and outcomes that the HCSP produced. It is important that the public understands how a Ministry values an initiative to ensure that there is support for future undertakings.

Integrate Collaborative Principles into Long Range Planning – The HCSP was initiated on a political platform that promoted a *New Direction* in public sector service delivery. However, there was no indication how the experiences influenced future long range planning. Participants become disenchanted with programs that start and stop and have seemingly no lasting affect on bigger picture issues. To mitigate fickle politics that promote popular themes that change with fleeting frequency, program managers should ensure that any initiative, particularly when it is short term, maintains a legacy by being integrated into long term planning strategies.

Emphasize Implications for Future Research – The resources and processes that are critical to achieving collaborative goals need to be emphasized as much as the outcomes of an initiative. This research has provided insight on the contributions of the human resources that engage stakeholders in collaborative processes. Further research should continue to promote the activities that conveners are involved with to ensure that their role is understood and valued. Research that emphasizes convener roles will contribute greatly to organizations that rely on human resources to develop stakeholder relationships but are challenged to pay for, or retain the roles, because of a lack of understanding of their significant contributions. One aspect of this research that was not feasible to evaluate was the comparison between the capacity of organizations to fulfill mandates pre and post HCSP. Future research should compare organizations with and without a convener to identify the differences in capacity.

10.4 Outcomes of HCSP

Fisheries and Oceans Canada (DFO) continues to support stewardship and community involvement in various ways that strengthen the relationships established during the Habitat Conservation and Stewardship Program (HCSP). One of the goals of collaborating was to establish trusting relationships and AC04 reported that the DFO provided opportunities to “connect the stewards by bringing back people involved with the program for bi-annual gatherings.” As the lead organization that championed collaborative planning processes, the DFO recognized the responsibility it had to sustain the goals of the HCSP. Consistent relationship building opportunities through bi-annual meetings is an important outcome of the HCSP because it indicates a significant commitment to stakeholders.

The DFO also recognized that the Area Coordinator (AC) positions were a critical component in maintaining collaborative processes and providing community involvement opportunities. In the South Coast, BC Interior, Lower Fraser, and in the Yukon some of the AC roles were retained and renamed Habitat Partnership Coordinators. They continued to develop partnerships with different levels of government, First Nations, industry and other stakeholder groups. AC04 commented that the partnerships between the region, province, and federal levels of government allowed for cost sharing opportunities as each participant matched a third of funding to implement various initiatives.

While the convener positions were in place, they continued to function as a central resource for stakeholders and were able to maintain some of the impetus that the HCSP had established to develop other opportunities. AC04 noted that the consistency that the roles provided ensured that the values of the HCSP were integrated into other programs. The contributions of conveners can be rationalized through successful outcomes that demonstrate

the value of the role. AC04 said that as a direct result of his consistent involvement, he was able to work with partners and secure funding to implement an interpretive center for the region. The initiative was a collective effort that involved the local university and First Nations, but AC04 commented that the project would not have gotten approval without the role. The position provides an essential facilitating function that according to AC04 should be in all areas. Although the positions were retained for approximately 3 to 5 years after the HCSP ended, most have now concluded their roles.

Some of the Community Partners (CPs) were able to incorporate the convener roles into their organizational operations. A few Regional District offices created permanent roles for the Habitat Stewards and the Stewardship Coordinator that was allocated to the BC Cattlemen's Association continued to make connections. AC04 said that because his position was maintained the longest, he was able to provide support to stakeholders but other areas did not have the same experience. Many of the regions required the resources that the HCSP provided because it created the capacity to undertake more projects and to ensure that collaborative processes were implemented.

The DFO continues to assess its operations to ensure that the corporate culture of all branches are aligned with one another and supported by senior management. One example of organizational development activities is the implementation of a BC Interior area strategy which AC04 said included multi-sector involvement. The purpose of the strategy was to develop a stewardship agenda that would be incorporated into all branches of the organization.

Although there has not been a specific assessment of the long term outcomes that resulted from the HCSP, the DFO is also undertaking a review of existing programs and

activities. The DFO manager explained that the intent of the review process is to create an inventory of key partners and to implement a SWOT analysis (Strengths, Weaknesses, Opportunities, and Threats) of the outcomes of projects. The assessment will identify the strengths and weaknesses of programs by considering issues such as what issues staff spend time working on and how much funding contributions are leveraged through partnerships.

Much of the focus of the DFO continued to be on connecting stakeholders in various BC communities through salmon enhancement efforts. Community Advisors have worked with stakeholders for many years and are now part of what called the Community Involvement Program. The role of the CAs is currently under review and perhaps their new terms of reference will include initiatives that promote collaborative planning and relationship development.

As a further commitment to salmon conservation the DFO manager explained that the organization has recently invested funding to the Fraser Salmon and Watershed Program by contributing \$10 million (\$5 million in cash and \$5 million in staff time, technical expertise and resources). The DFO's five-year funding commitment will be managed in partnership with the Pacific Salmon Foundation (PSF) and the Fraser Basin Council (FBC). Community groups, First Nations and nonprofit organization partners will receive funding to implement approved recovery, conservation, science, and public awareness projects. This latest initiative is providing a focus for federal, provincial, and other stakeholder to collaborate in the Fraser watershed and further protect the future of salmon in BC.

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APPENDIX A - Proposal Presented to Fisheries and Oceans Canada to Conduct Research on Habitat Conservation and Stewardship Program

Are Public-Private Partnerships An Effective Method of Delivering and Maintaining Initiatives? A Case Study of the Fisheries and Oceans Canada Habitat Conservation and Stewardship Program.

Current government initiatives are seeking innovative, affordable, and effective means of implementing projects. Public Private Partnerships or P3s are being used more and more often to achieve affordable infrastructure and to maximize the value of public capital assets. The primary benefit of P3s is to ensure that the demands for public services are met through a relationship where all parties involved benefit through a 'win win' scenario. In fact, the province of British Columbia has recently established a company called Partnerships BC to ensure its commitment to such enterprises.

Although there has been considerable publicity surrounding the P3 method of doing business little research has been done to ascertain whether or not such arrangements are indeed beneficial. Therefore, I have taken the opportunity to contribute to this area of growing interest by conducting a partnership assessment of the Habitat Conservation and Stewardship Program (HCSP) implemented by Fisheries and Oceans Canada. The purpose of this assessment is to provide information on the relationships of the partnerships in terms of how they worked and what they achieved. The assessment is also intended to identify another benefit of P3s, which is to increase the capacity of stakeholders. I intend to develop a comprehensive document that will become a source of reference for researchers and practitioners so that they can further understand what to expect from such arrangements. For this thesis I have three primary objectives:

1. Identify the conditions surrounding the formation and initiation of partnerships.
2. Determine the functioning of partnership and the synergy of the relationship.
3. Ascertain the efficiency and effectiveness of partnerships and the degree of capacity building achieved.

Key areas of discussion for the thesis will include collaboration theory, partnerships, transactive planning, program planning, public policy and management, public involvement, stewardship, sustainability, interorganisational structure, watershed planning, natural resource management, and capacity building. All of these themes are crucial to the discussion of the case study in terms of how this public-private program relates more generally to overall program planning and policy making.

This research will follow a multi-step process to assess the activities involved with establishing partnerships and building capacity. I will administer two surveys, the first one to HCSP personnel and the second to the partners and other stakeholders. The two surveys will provide information on the case study but the second survey is also intended to generate insight into policy planning process within a broader context. My methodology for the assessment will include:

1. Designing the first qualitative survey by the end of January 2003 to be administered in February since many HCSP positions will end in March 2003. I have yet to determine who I will contact to interview, how I will select respondents, and how many respondents I will interview. I will submit surveys by e-mail and will follow up

- with a phone call to ensure higher questionnaire return rate. I will also conduct a selected number of one-on-one interviews in the Lower Mainland.
2. Developing a second qualitative survey to administer to partners and other stakeholders that may or may not have had some direct affiliation with the program.
 3. Undertaking data analysis and interpretation in order to generate a comprehensive overview of findings.
 4. Maintaining literature search of appropriate theoretical understanding and related interests to support findings.
 5. Preparing a thesis presenting findings and conclusions of the assessment.

***APPENDIX B - Sample Cover Letter For Area Coordinator, Stewardship
Coordinator and Community Partner Respondents***



Date

Personal Contact Information

RE: Master's Thesis Partnership Assessment Research

Dear (Area Coordinator/Stewardship Coordinator/Community Partner:

I am a Master's student in the Department of Planning at the University of Waterloo conducting research under the supervision of Dr. Mark Seasons. I am researching whether Public-Private Partnerships (P3) are an effective method of delivering services in fulfilment of regulatory mandates. P3s are being used more and more often to achieve affordable infrastructure and to maximize the value of public capital assets. There has been considerable publicity surrounding P3s however, little research has been done to ascertain whether or not such arrangements are indeed beneficial. Therefore, I have taken the opportunity to contribute to this area of growing interest by conducting a study on partnerships and I will use the Fisheries and Oceans Canada Habitat Conservation and Stewardship Program (HCSP) as a case example.

The HCSP Steward Directory 2002 has provided me with the names and contact information of potential respondents. Since you have been involved with the HCSP your opinions are important to this study. The purpose of this study is to gather information on the relationships of the partnerships in terms of how they worked and what they achieved. The study is also intended to identify another benefit of P3s, which is to increase the capacity of stakeholders. I intend to develop a comprehensive document that will become a source of reference for researchers and practitioners so that they can further understand what to expect from such arrangements. For this thesis I have three primary objectives:

1. Identify the conditions surrounding the formation and initiation of partnerships.
2. Determine the functioning of partnership and the synergy of the relationship.
3. Ascertain the efficiency and effectiveness of partnerships and the degree of capacity building achieved.

As a participant in this study, you will be asked such questions as, "Were your expectations for the program realised and do you think the overall vision of the program was achieved and that the public was served well by the HCSP?" You may not benefit personally from your participation in this study. However, the information obtained from this study will contribute to numerous areas of research including; collaboration theory, partnerships, transactive planning, program planning, public policy and management, public involvement, stewardship, sustainability, interorganisational structure, watershed planning, natural

resource management, and capacity building. Researching the HCSP as an example of partnerships and capacity building provides a context that can be more generally related to overall program planning and policy making.

I will be conducting the interviews through March and April 2003. Participation in this study is expected to take one to one and one half hours of your time. Throughout the interview session, you may decline to answer any of the questions. I would like to audiotape the conversation but I will ask your permission to do so before beginning the interview. If you decline being audiotaped, I will just write notes. The survey is intended to be a thoughtful process and therefore, I would like you to fill out the questionnaire prior to the interview to allow you time to consider your responses thoroughly. All information collected from participants in this study will be aggregated. Thus, your name will not appear on the survey, in any report, publication or presentation resulting from this study. The data collected through this study will be kept for an indefinite period in a locked filing cabinet at my home in Richmond, BC. This project has been reviewed by, and received ethics clearance through, the Office of Research Ethics. In the event you have any comments or concerns resulting from your participation in this study, please contact Dr. Susan Sykes at 519-888-4567 ext. 6005.

I will contact you by e-mail the day prior to your interview as a reminder of the time and date. If you have any questions about participation in this study, please contact me at 604-274-9430 or gepraegs@shaw.ca. If you have additional questions at a later date, please contact Dr. Seasons at (519) 888-4567 ext. or by e-mail mseasons@fes.uwaterloo.ca.

Thank you,

Renate Gepraegs

Contact Information

***APPENDIX C - Sample Questionnaire for Area Coordinator and Stewardship
Coordinator Respondents***

**Habitat Conservation and Stewardship Program
Partnership Assessment Questionnaire**

Position Title:

Position Prior to HCSP:

List the Following for the Community Partner: List of Community Groups Involved
With:

Contact Name:

Address:

Phone #:

e-mail:

Definition of the term **contacts** as used in questionnaire: This term includes any of the following: DFO staff, Community Partner, Stewardship Coordinator, community groups.

Issued by:

Renate Gepreags, B.E.S. (Master's Candidate)

University of Waterloo

SECTION A: PARTNERSHIP FORMATION AND INITIATION

1. Please describe your relationship with either the Community Partner or with the DFO prior to implementation of the HCSP.
2. Please describe what you thought were the circumstances surrounding the need to implement a program that would establish partnerships and build capacity?
3. Please explain the process and criteria involved for choosing a Community Partner or deciding to partner with the DFO.
4. How did the contribution agreement influence your relationship with either the Community Partner or with the DFO?
5. What other forms of partnership agreements would be useful for this type of relationship?
6. What process was involved with developing a workplan and was this effective?

PART B: PARTNERSHIP FUNCTIONING

7. As a DFO staff or Stewardship Coordinator, please describe how your position, government or non-government affiliation, affected your relationship with your *contacts*.
8. As a DFO staff or Stewardship Coordinator, what methods did you use to engage your contribution agreement partners and community groups to ensure equitability and accountability when implementing the HCSP mandate and how effective were these methods?
9. What techniques did you use to build and strengthen partnerships and capacity and indicate the effectiveness of the techniques used?
10. How did funding for this program influence you to establish partnerships and to build or strengthen capacity?
11. What methods did you use to ensure that the process to carry out the HCSP mandate adapted to the changing needs of your *contacts*?

PART C: SUCCESS OF PARTNERSHIPS AND CAPACITY BUILDING

12. Based on your experiences, how would you define a partnership and what makes it successful?
13. Please describe your relationship with your *contacts*.
14. Please indicate whether or not you think a partnership was established and that capacity was built with your *contacts*, why or why not?
15. Once HCSP ends, how do you anticipate the relationships with *contacts* will change and how do you think the community groups will function?
16. What are some requirements to maintain these specific partnerships and to further enhance capacity beyond the program?
17. The HCSP was planned for a specific time period, how did this affect your role with regards to building partnerships and capacity?
18. In terms of building partnerships and capacity, were your expectations for the program realized and do you think the overall vision of the program was achieved, why or why not?
19. Do you think that the public was served well by implementing a partnership and capacity building process through the HCSP, why or why not?
20. In relation to establishing partnerships and building capacity, would you make any recommendations regarding the initial implementation of the HCSP and/or concerning overall program performance?
21. How would you propose measuring the results of partnership and capacity building in relation to assessing whether or not the Habitat and Enhancement Branch has met its regulatory mandate?
22. Discuss whether or not you think the HCSP has had any affect on DFO policy in terms of community involvement and proactive habitat protection?

APPENDIX D - Sample Questionnaire for Community Partner Respondents

Habitat Conservation and Stewardship Program
Partnership Assessment Questionnaire

Definition of the term **contacts** as used in questionnaire: This term includes any of the following: DFO staff, Community Partner, Stewardship Coordinator, Community groups.

Issued by:
Renate Gepreags, B.E.S. (Master's Candidate)
University of Waterloo

PART A: PARTNERSHIP FORMATION AND INITIATION

1. Please describe your relationship with the DFO prior to implementation of the HCSP.
2. Please describe what you thought were the circumstances surrounding the need to implement a program that would establish partnerships and build capacity?
3. How did the contribution agreement influence your relationship with the DFO?
4. What other forms of partnership agreements would be useful for this type of relationship?

PART B: PARTNERSHIP FUNCTIONING

5. What techniques did you use to build and strengthen partnerships and capacity, please indicate the effectiveness of the techniques used?
6. How did funding for this program influence you to establish partnerships and to build or strengthen capacity?
7. What methods did you use to ensure that the process to carry out the HCSP mandate adapted to the changing needs of your *contacts*?

PART C: SUCCESS OF PARTNERSHIPS AND CAPACITY BUILDING

8. Based on your experiences, how would you define a partnership and what makes it successful?
9. Please describe your relationship with your *contacts*.

10. Please indicate whether or not you think a partnership was established and that capacity was built with your *contacts*, why or why not?
11. Since HCSP has now ended, how do you anticipate the relationships with *contacts* will change and how do you think the community groups will function?
12. What are some requirements to maintain these specific partnerships and to further enhance capacity beyond the program?
13. The HCSP was planned for a specific time period, how did this affect your role with regards to building partnerships and capacity?
14. In terms of building partnerships and capacity, were your expectations for the program realised and do you think the overall vision of the program was achieved, why or why not?
15. Do you think that the public was served well by implementing a partnership and capacity building process through the HCSP, why or why not?
16. In relation to establishing partnerships and building capacity, would you make any recommendations regarding the initial implementation of the HCSP and/or concerning overall program performance?

APPENDIX E - Sample of Telephone Script for Conducting Structured Interviews

I—May I please speak to (DFO staff, Stewardship Coordinator, Community Partner)

P—Hello, speaking. How may I help you?

I—This is Renate Gepreags speaking, I recently e-mailed you an information letter regarding my research.

P—Oh yes, I received that.

I—I am phoning today to find out if you have had a chance to read the letter and to provide you with further information about the study.

P—No, I haven't had a chance yet could you call back later (I will agree on a more convenient time to call back).

OR

P—Yes, I read the letter and I was waiting for your phone call to provide me with some information regarding the interviews you will be conducting?

I—Great, then I would like to review the information in the letter with you. As I mentioned in the letter I am a Masters student in the Department of Planning at the University of Waterloo. I am currently conducting research under the supervision of Dr. Mark Seasons with the research topic “Are Public-Private Partnerships An Effective Method of Delivering Services to Meet Regulatory Mandates? A Case Study of the Fisheries and Oceans Canada Habitat Conservation and Stewardship Program.” As part of my thesis research, I am conducting interviews with three groups of individuals involved with the Habitat Conservation and Stewardship Program. They include Department of Fisheries and Oceans staff, Stewardship Coordinators, and Community Partners. The purpose of this study is to gather information on the relationships of the partnerships in terms of how they worked and what they achieved. The study is also intended to identify another benefit of the Program which was to increase the capacity of stakeholders. As you played a key role in this initiative, I would like to speak with you about your perspectives on the program and allow you to reflect on your role as (DFO staff, Stewardship Coordinator, Community Partner). Do you have any questions regarding the study thus far?

P—Yes, (I will address any questions posed to me at this time).

OR

P—No, please continue.

I—For the survey I will:

- Undertake interviews starting in March 2003.
- The interview will last about one to one and one half hours, and will be arranged for a time convenient to your schedule.
- Involvement in this interview is entirely voluntary and there are no known or anticipated risks to participation in this study.
- The questions are quite general for example “Were your expectations for the program realised and do you think the overall vision of the program was achieved and that the public was served well by the HCSP?”
- You may decline to answer any of the interview questions you do not wish to answer and may terminate the interview at any time.
- All information you provide will be considered confidential.
- The data collected will be kept in a secure location.
- If you have any questions regarding this study, or would like additional information to assist you in reaching a decision about participation, please feel free to contact Dr. Mark Seasons at 519-888-4567, ext. 5922.
- This project has been reviewed by, and received ethics clearance through, the Office of Research Ethics at the University of Waterloo. Should you have any comments or

- concerns resulting from your participation in this study, please contact Dr. Susan Sykes in the Office of Research Ethics at 519-888-4567, ext. 6005.
- In return for your participation, and after all of the data has been analysed, you will receive a Feedback Letter and an executive summary of the research results.

I—Can I include you in the study at this time or would you like to think about it further.

P—No, I do not wish to participate in the study.

I—Thank you very much for your time.

OR

P—No, I need some more time before I decide.

I—Thank you very much for your time (I will agree on another time to call back for an answer).

OR

P—Yes, I would be glad to participate in the study.

I—Thank you for agreeing to participate should we schedule an interview time right now.

P—No, I have to check my schedule (I will agree on a time to call back and set up an interview time).

OR

P—Yes, (I will arrange a time and date for the interview).

I—Thank you very much for your time I look forward to speaking with you in the future. Once again, if you have any questions or concerns please to not hesitate to contact me at 604-274-9430 or my e-mail gepraegs@shaw.ca. Good-bye.

P—Good-bye.

APPENDIX F - Sample Feedback Letter for Participating Respondents



Date

Personal Contact Information

RE: Master's Thesis Partnership Assessment Research

Dear Respondent:

I would like to thank you for your participation in this study. As a reminder the purpose of this study is to gather information on the relationships of partnerships in terms of how they worked and what they achieved by using the Habitat Conservation and Stewardship Program as a case example. The study is also intended to identify the degree of partnering and capacity building that was achieved by the Program.

The data collected will contribute to a better understanding of partnerships and capacity building in relation to program planning. Once all the data are collected and analyzed for this project, I plan on sharing this information with the research community through seminars, conferences, presentations, and a journal article. If you are interested in receiving more information regarding the results of this study, or if you have any questions or concerns, please contact me at either the phone number or e-mail address listed at the bottom of the page. If you would like a summary of the results please let me know and when the study is completed I will send it to you.

As with all University of Waterloo projects involving human participants, this project was reviewed by, and received ethics clearance through, the Office of Research Ethics at the University of Waterloo. Should you have any comments or concerns resulting from your participation in this study, please contact Dr. Susan Sykes in the Office of Research Ethics at 519-888-4567, Ext. 6005.

Thank you,

Renate Gepreags, B.E.S

Contact Information

APPENDIX G - List of Supporting Documents

Discussion Paper: A New Direction (October, 1998) (Fisheries and Oceans Canada Habitat and Enhancement Branch 1998a)

Pacific Fisheries Restructuring and Adjustment Program: Resource Rebuilding Habitat Conservation and Stewardship Discussion Paper (November, 1998) (Fisheries and Oceans Canada Habitat and Enhancement Branch 1998b)

A New Direction: Habitat Conservation and Stewardship Forum (January 8-9, 1999)(Dovetail Consulting Inc. 1999)

Getting Ahead of the Curve: Habitat Conservation and Stewardship: An Assessment of Community-Based Processes and Organizations (May, 1999) (Paish 1999)

Resource Rebuilding: Habitat Conservation and Stewardship Program Framework Document (May, 1999) (Fisheries and Oceans Canada Habitat and Enhancement Branch 1999b)

Draft Evaluation Framework: Habitat Conservation and Stewardship Program (January, 2000) (Fisheries and Oceans Canada Habitat and Enhancement Branch 2000)

Overview Assessment of the Habitat Conservation and Stewardship Program (January, 2001) (Paish, 2001)

Building Stewardship Today for the Watersheds of Tomorrow: Status Report of Habitat Conservation and Stewardship Program (March, 2001)(Fisheries and Oceans Canada Habitat and Enhancement Branch 2001b)

Proceedings: Habitat Conservation and Stewardship Program Mid-term Meeting (April, 19-22 2001) (Fisheries and Oceans Canada Habitat and Enhancement Branch 2001c)

Field Level Evaluation: Habitat Conservation and Stewardship Program (March, 2001) (Fisheries and Oceans Canada Habitat and Enhancement Branch 2001a)

50 Lessons Learned: Habitat Conservation and Stewardship Program (November, 2002) (HCSP Evaluation Team 2002)

Facing the Future of Community Stewardship in the Lower Fraser, British Columbia (October, 2002) (Dovetail Consulting Inc. 2002)

50 Lessons Learned: Habitat Conservation and Stewardship Program (March, 2003)(HCSP Evaluation Team 2003b)