

Investigating the uniqueness of 'The Collective' in managing the Adelaide International Bird Sanctuary (AIBS)

By

Tamala Wendy Zembeni

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SUMMARY

The desire to protect endangered species has led to implementation of different initiatives and adoption of different approaches to management of natural resource areas. Both resident and migratory shorebirds using the coastal wetlands north of the City of Adelaide have been recognised to be in need of protection. In order to protect the shorebirds, the government of South Australia through the Department of Environment and Water (DEW) created the Adelaide International Bird Sanctuary in 2014 formalised through the creation of the Adelaide International Bird Sanctuary - Winaityiwinaityi Pangkara National Park in 2016. DEW decided to use an innovative collaborative approach to managing the sanctuary through a group called The Collective. The Collective was a group of people brought together to help manage the AIBS. They were from different backgrounds representing a range of interests. As such the membership of The Collective had a broad range of expertise to manage the affairs of the AIBS. The approach was claimed to be new and different. So, this study investigated the value of the Adelaide International Bird Sanctuary, what constituted The Collective and how it functioned, how new or different The Collective was from co-management approaches and if The Collective is valuable for environmental management initiatives. Based on information from nineteen Most Significant Change Stories and seven interviews provided by members of The Collective and key stakeholders the study established that people see a huge amount of value of the AIBS. The AIBS is valuable to different people for different reasons which include providing benefits to shorebirds and humans and so it was really important to have different voices in the development of the management plan as well as management of the AIBS. This study indicated that The Collective approach used to manage the AIBS is not unique to other co-management approaches that involve a diverse range of groups and people in the management of natural resources. By comparing the findings of this study to a suite of principles of co-management from the literature which concentrate on recognising diversity and harnessing capacity of different stakeholders and some elements of co-management which indicate that there is learning-by-doing and power differences that exist in co-management arrangements the study established that The Collective fits in the concept of co-management. The literature suggests that there are principles that guide co-management arrangements such as recognition of different values and interests of stakeholders, ensuring equity, capitalising on partnerships and different stakeholder abilities. The findings show that these specific principles were met by The Collective which involved different groups of people with vested interests in the AIBS (including the

government) providing them with an equal opportunity limited to contribute to the affairs of the AIBS depending on their expertise, interests and abilities. These are beneficial outcomes from The Collective. So, participants in this study appreciated the Collective concept for various reasons. In contrast, the functioning of The Collective was limited because power was held by the government and it was a top-down approach. So, whilst The Collective is no longer functioning, this study has the potential to inform future managers of the AIBS. The study may also benefit management of other natural resources in terms of planning and engaging with a broad membership base.

DECLARATION

I certify that this thesis does not incorporate without acknowledgment any material previously submitted for a degree or diploma in any university; and that to the best of my knowledge and belief it does not contain any material previously published or written by another person except where due reference is made in the text.

Signed:

Date: 11 November 2019

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CHAPTER ONE: INTRODUCTION

This study investigates a new initiative, 'The Collective', created to manage a recently established national park to the north of the city of Adelaide. The park was designated specifically to protect resident and migratory shorebirds. This new initiative has been promoted as something unique and has the potential to provide a model for other environmental management activities in South Australia and elsewhere. This study sets out to investigate what makes 'The Collective' a unique management approach by examining its function and comparing its approach to existing co-management models, and thereby determining how valuable an approach it is in environmental management. The context for the study is explained in the following discussion.

1.1 The Adelaide International Bird Sanctuary

In 2016, in a bid to provide a safe and protected habitat for migratory and resident shorebirds in Gulf St Vincent, the South Australian Government created the Adelaide International Bird Sanctuary – Winaitiywinaityi Pangkara National park. The Adelaide International Bird Sanctuary (AIBS) was established in 2014 after the decision by the government to secure the land and set it apart as a bird sanctuary. The sanctuary is situated along the Samphire Coast and provides important habitat for shorebirds. It is less than 30km from the city of Adelaide and it spans over 60km of Adelaide's northern coastline from St Kilda to Port Parham (**fig. 1.1**). The area until recently was a commercial salt field owned by Penrice Soda. The region was already providing shorebirds' roosting, feeding and breeding sites but with the cessation of salt production the conditions that made the area conducive for the shorebirds was likely to change. It has also been established that there has been a decline in the numbers of visiting shorebirds attributed to degraded habitats in other parts of the Gulf, as well as in countries along their migratory flyway. Creating a national park also promised some socio-economic and cultural benefits for the South Australian Government through tourism, recreation and business ventures. The importance of the site both nationally and internationally has been acknowledged through the proclamation of the Adelaide International Bird Sanctuary (AIBS) (DEWNR 2013).

MAP OF THE ADELAIDE INTERNATIONAL BIRD SANCTUARY

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Fig. 1.1 Map of the Adelaide International Bird Sanctuary

Source: NPSA 2017:6

The AIBS was established with the aim of protecting and conserving feeding and roosting sites for shorebirds as well as creating a desirable place to people to visit and connect with nature (EBS Heritage 2016; NPSA 2017). In 2016 the AIBS received international recognition as an important site on the East Asian-Australasian Flyway for migratory shorebirds:

The Adelaide International Bird Sanctuary is a key terminal site for the East Asian-Australasian Flyway – a route for millions of migratory shorebirds which breed in northern Asia and Alaska, then fly south through more than 23 countries on their way to key sites in South East Asia and Australia for up to six months, where they feed and roost in preparation for their next annual northerly migration. (NPSA 2017:11)

Twenty-seven thousand shorebirds, comprising 52 species of migratory and local shorebirds, are supported every year by the sanctuary's feeding and roosting habitats – claypans, saltmarsh, artificial and natural wetlands, river estuaries and coastal mudflats (NPSA 2017:10). Some of these species are threatened.

1.2 Research problem

The Collective, as a management approach of the AIBS, is referred to as 'a coming together for action' and not a committee, and also 'a leadership roundtable' (NPSA 2016), as 'a new way of working together and achieving shared outcomes' (NPSA 2016:6). The use of the concept for delivering outcomes for people and nature is claimed to be 'an innovative approach' to achieving genuine community participation in decision-making through the design, implementation and management of the bird sanctuary (NPSA 2016:6). Collective Impact emphasises collaboration among stakeholders as a way of achieving a shared goal. Emphasis on collaboration is also observed in co-management approaches to environmental management, whereby government works alongside different stakeholders to manage an area or natural resources (Borrini-Feyerabend, et al. 2007; Carlsson & Berkes 2005; Borrini-Feyerabend, et al. 2007).

This study will investigate what it is that makes The Collective a unique management approach by examining its function and comparing its approach to existing environmental co-management models to establish what its unique qualities, and to determine its value more broadly.

1.3 Research aim

To Investigate the uniqueness of The Collective as a co-management approach.

1.4 Research Objectives

- To establish the value of the AIBS to key stakeholders
- To examine in detail what constituted The Collective and how it functioned
- To evaluate whether The Collective was truly unique by comparing it to other co-management models
- To determine whether 'The Collective' is a valuable model for other future environmental management initiatives.

CHAPTER TWO: LITERATURE REVIEW

2.1 Background

Environmental problems are complex. The complexity of the problems is as a result of the different stakeholders who are affected by the problems, among other factors. The complex nature of the problems makes it difficult to arrive at solutions which effectively deal with the problems. It is this complexity which requires that solutions to problems be arrived at through collaboration among stakeholders, to allow for assorted views and expertise, and to provide a platform for shared responsibility in responding to problems (Borrini-Feyerabend, et al. 2000; Head 2004; Plummer & FitzGibbon 2006; Borrini & Jaireth 2007; Reed 2008).

There are benefits attributed to bringing together contributions from all concerned stakeholders in environmental management (Guillet 2002; Ballet et al. 2009). The benefits range from quality decision making (Reed 2008) and 'achieving enduring social benefits' (Head 2004:443), to getting support from the public for outcomes (Ross et al. 2002). The understanding is that power is shared among groups which have a stake in a particular resource, and so is responsibility (Ross, et al. 2002).

Until the 1980s environmental management tended to be the realm of governments who undertook their activities in a top down manner, instructing and deciding how the environment would be managed. This approach began to be challenged as communities demanded an input into the process of decision-making as sustainable development took hold. The benefits of and growing demand for stakeholder participation in managing the environment witnessed the emergence of the 'co-management approach' (Kooiman 1993, Box 1998, Guillet 2002; Delacourt and Lenihan 1999 as cited by Plummer and Fitzgibbon 2004; Armitage, et al. 2007; Holling and Meffe 1996 as cited by Armitage 2007). The 'co-management arrangements have emerged to secure an expanded role for stakeholder and community participation in decision making' (Armitage, et al. 2007:1), thereby making the shift necessary.

2.2 What is co-management?

It has been observed and highlighted in literature that there is not one single way to define the term 'co-management' (Berkes, et al. 1991; Borrini-Feyerabend, et al. 2000; Plummer & Fitzgibbon 2004b; Carlsson & Berkes 2005; Plummer & FitzGibbon 2006; Armitage, et al. 2007; Ward, et al. 2018). The term means different things to different people, as shown in **table 2.1**, leading to a variety of ways in which it is used. Some literature has concluded that it is better to have a broad definition for the term co-management (Berkes, et al. 1991; Plummer & FitzGibbon 2004a).

In trying to define co-management, first, consideration should be given to the term itself, co-management, which is a combination of two words. There is not much difference in literature with reference to the second part of co-management which is management where the focus is on natural resources. However, the first part, 'co', has been referred to differently in different pieces of work, that is, collaborative in some (Carlsson & Berkes 2005; Armitage 2007) and cooperative in others (Berkes, et al. 1991; Plummer & FitzGibbon 2006). Most literature shows that the words collaborative and cooperative can be used interchangeably where both mean co-management (Plummer & FitzGibbon 2004 as cited by Armitage, et al 2007). Below are some of the different ways in which co-management has been defined.

Table 2.1 Different ways of defining co-management

Co-management is ...	Reference
“the sharing of power and responsibility between the government and local resource users”	Berkes et al. 1991:5
“the sharing of responsibilities, rights and duties between the primary stakeholders, in particular, local communities and the nation state; a decentralised approach to decision making that involves the local users in the decision-making process as equals with the nation-state”	The World Bank 1999:11 as cited by Carlsson 2005:6
“the term given to governance systems that combine state control with local, decentralised decision making and accountability and which, ideally, combine the strengths and mitigate the weaknesses of each”	Singleton 1998:7 as cited by Carlsson 2005:6
“a political claim (by users or community) to share management power and responsibility with the state”	McCay and Acheson 1987, 32 as cited by Armitage et al. 2007:3
“power-sharing in the exercise of resource management between a government agency and a community organisation of stakeholders”	Pinkerton 1992, 331 as cited by Armitage et al. 2007:3
“a partnership in which government agencies, local communities and resource users, NGOs and other stakeholders share ... the authority and responsibility for the management of a specific territory or a set of resources”	IUCN 1996 as cited by Armitage et al. 2007:3

For the sake of this study the definition for co-management as provided by Carlsson & Berkes (2004)

Co-management, or joint management of the [environment], is a partnership in which government agencies, local communities and resource users, non-governmental organisations and other stakeholders negotiate, as appropriate to each context, the authority and responsibility for the management of a specified area or set of resources (pg. 66).

It is important to acknowledge that although there are various definitions for co-management, common elements feature in almost all of them, and these elements will be discussed in the following section.

2.3 Characteristics of co-management

Co-management arrangements in environmental management have several characteristics.

2.3.1 Co-management involves multiple stakeholders

Co-management is a term that refers to arrangements which involve many actors in joint management of natural resources, as shown in **figure 2.1** (Plummer & FitzGibbon 2004b; Carlsson & Berkes 2005). Government is always expected to be one of the stakeholders in co-management arrangements (Berkes, et al. 1991; Carlsson & Berkes 2005; Armitage et al. 2007). Private, NGOs and the community may also be partners, but not necessarily all.

In co-management arrangements, most literature has identified the community as another common stakeholder. While some consider communities as the only other stakeholder in co-management arrangements, others have shown that stakeholders in co-management arrangements go beyond government and communities (Borrini-Feyerabend, et al. 2000; Yandle 2003 as cited by Plummer & FitzGibbon 2004a; Pereira, et al. 2013; IUCN 1996 as cited by Carlsson & Berkes 2005 and Plummer & FitzGibbon 2006). Stakeholders in co-management arrangements may include the private sector, NGOs, and in some cases, anyone concerned with the resources earmarked for use.

Words like 'local' or 'local communities' or 'local resource users' have been used loosely to refer to a group or groups of people who work with government in managing natural resources. This looseness of terminology raises the question as to who is included in the management of natural resources (Berkes, et al. 1991; Plummer & FitzGibbon 2004a; Plummer & FitzGibbon 2004b; Singleton 1998 as cited by Carlsson & Berkes 2005; World Bank 1999 as cited by Carlsson & Berkes 2005; Pereira, et al. 2013; Ward, et al 2018). Nevertheless, much as these terminologies mostly refer to ordinary people with an interest in use of natural resources, Carlsson & Berkes (2005) use the word 'community' as an umbrella term to refer to different groups of stakeholders involved in natural resource management. For the purposes of this study, co-management is taken to mean there are multiple groups of people with a range of different interests involved in the area of natural resource management.

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Fig. 2.1 Stakeholder categories and co-management

Source: The World Bank 1999:11 in Carlsson & Berkes 2005:66

2.3.2 Co-management entails partnership

The multiplicity of actors in co-management leads to the characteristic of partnerships (Plummer & FitzGibbon 2004b). Ideally, stakeholders involved in co-management form linkages and work together to achieve a shared goal. The actors bring together their knowledge, skills, and resources which they use in managing resources (Borrini & Jaireth 2007). Consideration is given to what each stakeholder is capable of doing and what they bring to the table. Stakeholders' strengths are maximised, and the common understanding and action leads to achievement of desired outcomes. This would be difficult, if not impossible to attain if each player worked in isolation (Singleton 2000; Hall 1995, Imperial and Kauneckis 2003, Kinnaman and Bleich 2004, Imperial 2005 as cited by Nkhata et al. 2008).

2.3.3 Co-management advances sharing

At the centre of co-management is sharing—of power, knowledge, consequences, rights, responsibility, benefits, accountability, management and administration of resources (Plummer & FitzGibbon 2006; Fischer, et al. 2014). It is argued that the kind of sharing involved in joint management of resources is dependent on several factors which include the kind of relationship that exists among stakeholders. In recognition of possible differences in the extent of sharing when different groups of people work together, co-management is understood as a range of possibilities along a continuum (Berkes, et al. 1991; Carlsson and Berkes 2005).

2.3.4 Co-management exists on a continuum

Taking into account the extent to which stakeholders can contribute and participate in the affairs of managed resources, there are a range of different co-management arrangements ranging from information sharing and/or consultation at one extreme, to power sharing and community empowerment at the other (Berkes, et al. 1991; Carlsson & Berkes 2005). Every form of participation in between the extremes lies along a continuum. Arnstein's ladder of

citizen participation describes the dynamics that characterise these possibilities (Berkes, et al. 1991; Carlsson and Berkes 2005). It should be noted that the different forms of participation presented as rungs of Arnstein's ladder have informed the levels of co-management highlighted by Berkes (1991). **Figure 2.2** shows the relationship between Arnstein's ladder of citizen participation and levels of co-management as presented by Berkes. Furthermore, types of co-management cited in Armitage (2007) have been included to further describe co-management.

Image removed due to copyright restriction.

Figure 2.2 The relationship of elements depicting nature of participation in co-management

Source: Adapted from Arnstein (1969:217); Berkes (1991:36) & Armitage (2010:107)

2.4 The phases of co-management

According to Borrini-feyerabend et al. (2000) co-management arrangements are expected to undergo a particular process. The process is divided into three phases: preparatory, negotiation and learning-by-doing. Pomeroy (2001) as cited by Vira and Jeffery (2001) and Armitage (2007) highlight phases of co-management as pre-implementation, implementation and post implementation. **Figures 2.3 and 2.4** illustrate each of the phases of co-management.

2.4.1 The preparatory phase

The preparatory phase, as suggested by the title, is characterised by activities conducted in preparation for a co-management arrangement. It is during this phase that different stakeholders come together to address a natural resource problem or situation because there are vested interests. The phase calls for an evaluation of the suitability of a co-management arrangement to manage the resource in question. Identification of resources, both human and financial, to be used for the partnership takes place during this phase including setting up a group called 'Start-up Team' to facilitate the process of joint management (Borrini-feyerabend 2000:15).

Image removed due to copyright restriction.

Fig 2.3: Phases of co-management

Source: Borrini-feyerabend (2000:62)

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Fig. 2.4 Phases of co-management

Source: Armitage (2007:107)

Borrini-feyerabend et al. (2000) suggest that activities in the preparatory phase are not cast in stone. Sometimes not all activities are carried out for various reasons. For example, funding may determine the kind of activities to be carried out, and the manner in which they should be approached. If funds for addressing the problem that is identified are already available, most activities in this preparatory phase which include looking for financial resources may not be conducted. It is advisable that initial activities be carried out, even after commencement of work. This is because 'a description of the co-management process that [is] culturally valid and broadly understood and accepted in the context at stake' is crucial for the success of natural resource management involving varied stakeholders (Borrini-feyerabend 2000:32).

2.4.2 The negotiation phase

The second phase, the negotiation phase, is the stage during which stakeholders discuss and agree on terms and conditions of their co-management arrangement. Stakeholders develop a vision and come up with strategic plans to guide implementation of activities and rules to inform the relationship that needs to exist among stakeholders. In the negotiation phase stakeholders are faced with the challenge of inclusivity and consideration of equity within the group (Borrini-feyerabend 2000).

2.4.3 The learning-by-doing phase

The third phase, learning-by-doing, relates to implementation of plans and strategies developed during the negotiation phase. Responsibilities are shared and stakeholders are involved in carrying out agreed actions. The learning-by-doing phase is about implementation of activities coupled with room for modification, in order to achieve better outcomes for the natural resources under management. During the phase, there is continuous monitoring and evaluation, and adoption of new courses of action, where necessary. Measures are put in place during this phase to ensure that all stakeholders are held accountable for the sustainability of the agreement (Borrini-feyerabend 2000). The activities in the learning-by-doing phase align with the activities in the implementation phase (Pomeroy 1998 as cited by Vira and Jeffery 2001 and Armitage 2007).

It is important to note that continuous learning is at the heart of adaptive co-management, a combination of adaptive management (which is about learning) and co-management about bringing groups of people together to jointly manage natural resources (Holling 1978, Gadgil et al. 2000, Buck et al. 2001, Olsson 2004a as cited by Crona & Bodin 2006; Armitage 2007). It is believed that natural systems are always changing and so it is difficult to predict making it necessary to manage natural resources depending on situations and what is identified as a better option through experience (Carpenter et al. 2001, Scheffer et al. 2001, Folke et al. 2004, Walker et al. 2002, Olsson 2004a as cited by Crona & Bodin 2006; Armitage 2007).

2.4.4 The post implementation phase

The post implementation phase is characterised by identification of the things working well in a co-management arrangement and dealing with challenging situations. It is during the post implementation phase that an arrangement of joint management can be adopted as a standard, depending on its performance, since a lot of learning and trailing of new things has occurred in earlier phases.

2.5 Types of co-management

According to Berkes, et al (1991), Berkes (1994) and Sen & Nielsen (1996) there are various types of co-management arrangements. Types of co-management depend on the nature of the relationship that exists between the government and users of resources (Plummer & FitzGibbon 2004a). Thus, any type of co-management arrangement depends on context (Borrini-Feyerabend, et al. 2000). Carlsson & Berkes (2005) have visually presented a number of possible relationships between the state and other stakeholders. See **figure 2.5** in which 'S' stands for State (local, regional and central) and 'C' is for the community of resource users.

Image removed due to copyright restriction.

Fig. 2.5 Images of co-management

Source: Carlsson & Berkes (2005:68)

2.5.1 Co-management as an exchange system

Figure 2.5a shows co-management as an exchange system between the State and a community of resource users. Both the State and the community are independent entities with their separate systems and activities but united by their interest in a common resource. In co-management as an exchange system both parties work in isolation and only pass on what each organisation deems best to the other organisation in relation to the natural resource in

which they have common interest. In the exchange system type of co-management there is minimal interaction as each organisation does their own thing. This type of co-management is likened to the lower rungs of Arnstein's citizen participation ladder which is characterised by little or no participation (Carlsson & Berkes 2005).

2.5.2 Co-management as joint organisation

When the State and the community develop a relationship to work together, the co-management arrangement is regarded as a joint organisation. This type of co-management provides room for joint management and decision making, whilst both entities maintain their individual activities. Bodies and/or units can be formed as a joint organisation to facilitate collaboration. **Figure 2.5b** illustrates the joint organisation type of co-management (Carlsson & Berkes 2005)

2.5.3 Co-management as a State-nested system

Carlsson & Berkes (2005) show that there are some situations whereby the State and community work together in an area which is owned by the State and in that case, co-management is looked at as a State-nested system. In the State-nested type of co-management the community can autonomously manage natural resources through groups formed for such a responsibility. **Figure 2.5c** above gives an idea of a State-nested co-management which portrays that the community is in the territory of the State, but in a partnership.

2.5.4 Co-management as a community-nested system

When the State takes part in managing resources owned by the community, such as those that are privately owned, the co-management arrangement is referred to as a community-nested system. In such a co-management arrangement, the community exercises their rights with use and control of their natural resources, but the State comes in as a regulator to ensure that there is proper use of the resources. In such systems as community-nested co-management the State and the community have a relationship where both agree to operate within their powers (See **Figure 2.5d**).

2.6 Values / Principles

Co-management is guided by some values and principles. First, co-management recognises that different values, interests and concerns are involved in the management of natural resources (Borrini-Feyerabend, et al. 2000). The presence of different stakeholders interested in use and care for the resources who have an attachment to the resources calls for

identification of the various stakeholders and their interests. Additionally, identifying and linking the actors' capabilities and expertise, things the actors are good at, is important.

The other principle is openness 'to various types of natural resource management entitlements beyond the ones legally recognised (such as private property or government mandate)' (Borrini-Feyerabend, et al. 2000:4). Co-management recognises that different groups of people with a stake in natural resources have the right to access the resources and participate in management. So, co-management links the entitlement to responsibilities in natural resource management. By making stakeholders responsible, co-management ensures that groups of people with an interest in a particular resource enjoy the benefits of the resource as well as participate in ensuring the sustainability of the resource. So, as stakeholders exercise their rights in joint management there is mutual understanding, respect and trust.

Co-management seeks transparency and equity in natural resource management (Borrini-Feyerabend, et al. 2000; Plummer & FitzGibbon 2004b). All people who have an interest in natural resources deserve to be involved, especially the ones regarded to have little or no influence (Borrini & Jaireth 2007). In most cases local communities do not have a fair share of participation when working with other stakeholders. In theory, co-management gives an opportunity for participation to all, at all levels.

At the heart of co-management is the concept of partnerships. Co-management encourages involvement of actors other than the government. Individuals should be able to assume important roles and responsibilities (Borrini-Feyerabend, et al. 2000). Therefore, civil society actors can be stakeholders that co-management gives room to.

Co-management advances the importance of process over short-term products (Borrini-Feyerabend, et al. 2000). So, the focus of co-management is the steps taken to establish relationships and stakeholders working together over time in managing resources. Co-management understands small wins. Throughout the process learning takes place which informs modifications for improvements in natural resource management. In this regard, Carlsson & Berkes (2005) suggest that co-management should be understood as a continuous process of problem solving.

Finally, harnessing the various capacities and comparative advantages of different actors is yet another principle in co-management (Borrini-Feyerabend, et al. 2000). In joint management of resources there is a recognition that different stakeholders have different knowledge, skills and capacities which can lead to successful management of natural resources. Stakeholders are expected to participate in co-management arrangements depending on their areas of strength for better results and maximising stakeholders' abilities. This leads to more achievement than isolated organisation could achieve working alone.

2.7 Benefits of co-management

There are several benefits identified through following a co-management approach. Greater effectiveness in resolving conflicts as a result of improved stakeholder participation in decision making and management in general is one (Borrini-Feyerabend, et al. 2000; Armitage, et al. 2007; Borrini & Jaireth 2007). Joint decision-making leads to common understanding and ready support from all concerned parties for decisions made (Taylor 1996 as cited by Singleton 2000; Ward, et al. 2018b). Additionally, the fact that different groups of people work together provides easy access to each other, thereby providing an opportunity for resolving difficulties within the partnership.

Co-management arrangements in natural resource management have been shown to improve efficiency in the operations carried out jointly (Taylor 1996 as cited by Singleton 2000; Hauck and Snowman 2001, Hampton 1999, Faust and Smardon 2001 as cited by Plummer & FitzGibbon 2004b; Armitage, et al. 2007). The efficiency results from maximising a pool of resources, knowledge, and skills contributed by different stakeholders according to their ability. Additionally, efficiency is achieved through the bridged gap and increased trust among stakeholders which lead to reduced time in decision making and conflict resolution, among other things (Borrini & Jaireth 2007; Pereira, et al. 2013; Ward, et al. 2018b).

Another benefit is improved effectiveness in processes and functions of management (Taylor 1996 as cited by Singleton 2000; Armitage, et al. 2007). Stakeholders bring their expertise and resources to the table, which means that actions can be undertaken by the most suited individual (Borrini-Feyerabend, et al. 2000; Singleton 2000). Empowered groups of people trigger improvement in operations (Hauck and Snowman 2001, Hampton 1999, Faust and Smardon 2001 as cited by Plummer & FitzGibbon 2004b; Ward, et al. 2018b).

Co-management also leads to more equitable governance (Hauck and Snowman 2001, Hampton 1999, Faust and Smardon 2001 as cited by Plummer & FitzGibbon 2004b; Armitage, et al. 2007). All concerned actors take part in decisions about resources for which they have a vested interest, and contribute their knowledge and experience, which is respected. Needs are taken care of, and chances of being negatively affected by decisions made are minimised, if not eliminated (Borrini-Feyerabend, et al. 2000; Taylor 1996 as cited by Singleton 2000; Plummer & FitzGibbon 2004b; Armitage, et al. 2007; Pereira, et al. 2013).

Finally, co-management encourages management approaches that are sustainable (Hauck and Snowman 2001, Hampton 1999, Faust and Smardon 2001 as cited by Plummer & FitzGibbon 2004b). Sustainability in joint management is achieved because groups of people

involved in the management no longer pursue self-interests with regards to natural resources. This, therefore, provides protection for resources (Plummer & FitzGibbon 2006).

2.8 Factors influencing success in co-management of natural resources

There are several key things identified in the literature that help ensure the success of such ventures as co-management arrangements. The factors include the quality of initial activities in a co-management arrangement, the quality of the relationship that exists among stakeholders, proper stakeholder mapping and common understanding of the purpose for the existence of a co-management arrangement, and each factor is discussed in turn in the following sections.

Borrini & Jaireth (2007:XXXV) state that, 'the co-management agreement and organisation are, basically, as good as the process that generated them'. The manner in which co-management arrangements are initiated has a big role to play in the success of the partnership. The prerequisites in any joint management include joint plans and efforts made by the involved stakeholders to negotiate and share fairly the entitlements, management functions and responsibilities (Borrini- Feyerabend, et al. 2000; Borrini & Jaireth 2007). Proper definition of goals and the roles stakeholders play in a co-management arrangement at the onset of joint management lead to success since every stakeholder knows what they are supposed to do and will work together to accomplish a common goal because everyone is aware of what they are expected to work towards.

The quality of the relationship that exists among stakeholders is key to success (Pinkerton 1989 as cited by Plummer & FitzGibbon 2006). Stakeholders are an integral part of co-management. If there is not a good relationship among the groups involved in co-management then it is bound to fail because it will be difficult for actors to work together and trust each other.

Another important factor that leads to success is establishing the reason for adopting the co-management approach to environmental management (Pereira, et al. 2013). In some cases, a co-management approach is adopted in reaction to an incident of poor management, and, alternatively through proaction to prevent exploitation of a resource. So, the reason for adoption of co-management will help stakeholders to understand the situation they are facing and to work collectively towards an agreed goal or outcome.

It is also important to establish various stakeholder interests (Pereira, et al. 2013). Stakeholder mapping and interest identification can help in recognising the jurisdictions, roles and responsibilities that each stakeholder has to be accountable for and so can help in co-

management processes (Berkes and Folke 1998 as cited by Plummer & FitzGibbon 2004a; Pereira, et al. 2013). It is stated that stakeholders are motivated to participate effectively because of the realised benefits from the kind of management employed so successful stakeholder identification based on interests can lead to successful co-management arrangements (Pereira, et al. 2013).

2.9 Conclusion

The complex nature of environmental management calls for concerted efforts in dealing with issues that affect the environment (Borrini-Feyerabend, et al. 2000; Head 2004; Plummer & FitzGibbon 2006; Borrini & Jaireth 2007; Reed 2008). There are a number of ways in which collaboration in environmental management is achieved and one of them is use of the co-management approach (Kooiman 1993, Box 1998, Delacourt and Lenihan 1999 as cited by Plummer and Fitzgibbon 2004; Armitage, et al. 2007; Holling and Meffe 1996 as cited by Armitage 2007). Co-management of natural resources as an approach that involves multiple actors is used in managing natural resources and benefits have been realised from its use (Armitage, et al. 2007). The co-management approach has been adopted by many players for managing natural resources which may be an indication that the benefits of the approach outnumber the challenges.

CHAPTER THREE: METHODS

3.1 Introduction

This section highlights the methods and techniques that were employed to collect and analyse data on the management system adopted for the AIBS, The Collective, in order to understand in what sense The Collective is different to the co-management model of natural resources, therefore, unique. Information about sampling, the Ethics approval process, data collection, and analysis has been provided in the section. Since the study used a qualitative approach to research, all methods and tools for data collection and analysis were carefully selected to befit the approach as stated by Dornyei (2007) that those are the elements that determine whether a study is qualitative, quantitative or mixed methods, among other things. The study took the qualitative approach because the main aim of the study was to gather information about people's views on the management system employed at the AIBS (Kothari 2004; Kumar 2014).

3.2 Ethics Approval Process

According to Dornyei (2007) and Tracy (2013) research that concerns people's lives involves ethical issues so, since the study involved humans as sources of information through their participation in interviews, ethical consideration was made to ensure that the participants were protected from any form of harm and received fair treatment. This, however, was not applicable to the Most Significant Change Stories since the stories were already in their full form when they were taken on board for use in this study and there was no contact with the people whose interviews led to the development of the stories.

Seeking ethics approval was the first thing that was done before going out to collect data for the research project. So, after the study was designed, which included identifying research participants and developing interview questions, an application was made to the Flinders University Social and Behavioural Research Ethics Committee (SBREC) on 13 May 2019. The SBREC considered the study of negligible risk and granted the final approval on 26 June 2019. See **appendix 4** for the Ethics approval notice.

The application for Ethics approval was guided by several ethical considerations. One of the things that were considered was ensuring that participation in interviews was voluntary. Another consideration was around the provision of all necessary pieces of information like information sheet, consent form and letter of introduction to probable participants before they volunteered to participate in the interviews in order to ensure that the people would make an

informed decision to participate. Also, ensuring that the information that participants provided remained confidential was yet another consideration that was made (Kumar 2014).

Furthermore, in order to avoid any unintended consequences of the research on participants, consideration was also made in terms of potential burden and harm even though the research was not very sensitive. The following table (**table 3.1**) summarises the areas of potential negative effects and the remedies that were considered to avoid and/or minimise the effects.

Table 3.1 Potential burden/risks on research participants and mitigation measures

No.	Potential Burden / Risk	Mitigation Measure
1	Inconvenience - participants' time	Ensuring that a preferred time and place for an interview was proposed by participants. Informing participants in an email and reminding them immediately before the interview the likely duration the interview was to take.
2	Discomfort answering particular questions	Reminding participants that they had a choice not to answer particular questions if they did not want to.

3.3 Data Collection Method and Tools

3.3.1 Interviews

In the quest to gather information about The Collective and its operations, interviews were used in this study (Dornyei 2007; Kumar 2014). Semi-structured interviews, which use a list of questions prepared beforehand but allow for flexibility depending on the situation at hand, were chosen as an effective way for collecting information. The interviews were carried out in a conversational manner (Dornyei 2007; Tracy 2013). As observed by Tracy (2013) the interviews provided room for probing and seeking additional information depending on the interviewees' responses. The ability to get more and clear information coupled with the opportunity to note non-verbal cues from interviewees improved the quality of the data collected, leading to achievement of the objectives of the study.

A schedule consisting of twelve open-ended questions, 'an interview guide', Dornyei (2007:136) and Tracy (2013:143), was developed to be used in the semi-structured interviews (see **appendix 5**). The guide focused on the nature and operations of The Collective, milestones, challenges, effects of The Collective's uncertain future, and most importantly anything new or different about The Collective as a management approach of the AIBS.

3.2.2 Most Significant Change Stories

The Most Significant Change (MSC) Stories are one of the data sets used for this study. The Most Significant Change Technique is a tool used in monitoring and evaluation of projects without predetermined indicators (Davies & Dart 2005). Stories collected using the Most Significant Change Technique highlight changes people have seen as a result of a particular project. Their stories are collected in order to establish successes to inform project designers of the performance of the project. The stories are scrutinised by different groups of people to determine which story depicts the most significant change.

It should be noted, however, that in the case of the AIBS the stories were intended to establish the value that stakeholders attached to the AIBS, and the change that the people wanted to see with the establishment of the AIBS (see **appendix 7**). This is because the story capture was achieved during the creation of the Adelaide International Bird Sanctuary. The AIBS stories of the then members of The Collective were collected in 2015 during one-on-one interviews. The data set was provided by the Department of Environment and Water and the stories had never been analysed (Jongsma 2019). So, in the process of examining the uniqueness of The Collective, the study used the Most Significant Change Stories also to identify the importance of the AIBS.

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Fig. 3.1 Key Performance Indicators vs Most Significant Change Stories **Source:** Davies & Darts (2005:1)

3.4 Sampling

3.4.1 Interviews

The study used purposive, or judgemental, sampling as a method for selecting research participants (Kumar 2014). Purposive, also known as deliberate or non-probability sampling (Kothari 2004) involves use of people who are likely to provide relevant information for

achievement of the study objectives depending on the researcher's view (Kothari 2004; Dornyei 2007, Kumar 2014). The study targeted people who were members of The Collective as they have first-hand information concerning the way the group functioned as a management arm of the AIBS. Therefore, purposive sampling was appropriate.

At the commencement of this study, the plan was to interview 20 people who had been members of The Collective (out of the membership of 35) (NPSA 2016; NPSA 2017; NPSA 2018), and five people who were no longer members. The number of people targeted for the interviews was a bit more than half the membership of The Collective to increase the probability of getting a varied range of ideas (Dey 1993; Dornyei 2007).

It should be noted that it was difficult to get members of The Collective to respond to the call for participation in the interviews. Only a few members of The Collective showed willingness to participate in the study. Some stakeholders who worked closely with The Collective were recommended through snowball sampling, a method in which a research participant can propose or recommend another person or group to participate in a study (Tracy 2013; Kumar 2014). So, in the end 7 people out of the targeted 25 were interviewed of which 3 were members of The Collective as shown in **table 3.2** below.

Table 3.2 Organisations and roles of the research participants

No.	ORGANISATION	ROLE
1	Birdlife Australia	Key stakeholder
2	University of South Australia / Friends of AIBS	Collective member
3	City of Port Adelaide Enfield	Collective member
4	City of Salisbury	Task force member
5	Friends of AIBS	Task force member
6	Dog and Cat Management Board	Collective member
7	Department of Environment and Water	Key stakeholder

3.4.2 Most Significant Change Stories

The Most Significant Change Stories had been collected in 2015 from 19 members of The Collective. All 19 stories were analysed for this study. **Appendix 8** is a list of people who were interviewed for the Most Significant Change Stories.

3.5 Data collection process

The Department of Environment and Water (DEW) was asked to contact the people who were once members of The Collective on behalf of the researcher seeking their interest in participating in an interview. DEW accepted the responsibility, as evidenced by the letter of invitation to participate in the interviews (**appendix 6**). So, the letter of invitation was sent by email to the members of The Collective on 27 June 2019, immediately after the ethics approval was granted. The invitation email contained the letter of introduction, consent form and information sheet as attachments (**appendices 1, 2, and 3**).

Seven people agreed to be interviewed and appointments were organised. The interviews were recorded on an audio device and took on average of 50 minutes to complete. Interviews were conducted in various locations of convenience to interviewees. The participation of stakeholders other than The Collective members was worthwhile because these people were equally able to provide useful information for the study since they had good knowledge about The Collective and its function.

3.6 Analysis of findings

In order to look at data in greater detail transcription of recorded interviews is done as a first step in data analysis (Bailey 2008). The recordings from the interviews conducted for this study were transcribed into a word document in preparation for final steps in qualitative data analysis. It should be noted that the process of creating transcripts for each interview was rewarding since the experience made the researcher relive the interview sessions over and over again which resulted into becoming more familiar with the data, which proved helpful during data analysis as it is expected (Maguire & Delahunt 2017).

NVivo software version 12 was used to assist in organising and sorting the data for analysis (Dey 1993). Separate files were created for each interview and were assigned an identification number, such as Interview 1, 2, 3 up to 7, before being uploaded into NVivo. Data was then disaggregated depending on interview questions. Using a deductive method, a thematic analysis, which 'is the process of identifying patterns or themes within qualitative data,' was undertaken whereby the transcribed data was sorted into codes (Maguire & Delahunt 2017:3352). The codes were assigned words or phrases, guided by the aim and objectives of the study. Similar codes were then grouped into broader categories ready to inform the presentation of findings for the study.

Similarly, the Most Significant Change Stories which were in separate files were given numbers to identify the stories ranging from Story 1, 2, 3 to 19. A different file from the one for interviews was created in NVivo into which the 19 stories were uploaded. Then the thematic

analysis process as conducted for the interviews followed using the information that highlighted the importance of the AIBS within the stories.

3.7 Limitation of the study

Face-to-face interviews were conducted as unstructured conversations. It was difficult to organise the data in a way that was easy to analyse. However, NVivo software proved to be very helpful in arranging the scattered details into meaningful codes that were developed into themes providing findings that made sense for interpretation.

CHAPTER FOUR: THE COLLECTIVE

The AIBS comprises both public and private land and is surrounded by sites of varying activity including farming, manufacturing, recreation, and traditional Aboriginal land use practices. This calls for collaboration among different land users, hence the adoption of a management system which encourages the involvement of groups which have a stake in the region. The belief that a collaborative approach will lead to success in realisation of desired outcomes of the park has resulted in a new environmental management initiative. The AIBS was established with the support of a diverse group of people all with an interest in protecting shorebirds. This group of people was called The Collective, a term derived from Collective Impact concept founded by an Australian group called *Collaboration for Impact*. This approach aims to enable people, through change in their systems, to tackle big problems and create impact through collaboration (NPSA 2016; Collaboration for Impact 2019).

The Collective Impact Approach

Collaboration for Impact (CFI) is an organisation founded by Liz Skelton and Kerry Graham. The mantra of CFI is that the approach can help solve complex social challenges, seize opportunities and thrive. CFI aims to enable people, through a change in systems and through collaboration, to tackle big problems and create impact. Through hands-on capacity building CFI takes groups through collaborative change processes and provides practical help where need be using a collaborative change cycle. The cycle identifies milestones for working collaboratively with complexity and entails moving from a) hopelessness in change, b) recognising the possibility for change, c) building the foundations for change, d) creating a shared vision for change and e) implementing large scale change (See **figure 4.1**) (Collaboration for Impact 2019). The Collective Impact concept has been applied to assist the creation of The Collective for managing the AIBS. The founders of the Collective Impact approach in Australia were engaged to guide and build capacity for The Collective of the AIBS.

The Collective Impact approach promoted by the CFI group is designed to deal with social problems which are considered complex, either because there are different stakeholders involved or the causes of problems and best solutions cannot be easily agreed upon. Such complexity requires a systems change to allow for all stakeholders to work together beyond their boundaries to solve the problems. The Collective Impact framework outlines five elements necessary for successful collaborations which work to achieve positive change. The elements include a common agenda for change, shared measurement for data and results,

mutually reinforcing activities, open and continuous communication, and a backbone coordinating organisation (**fig. 4.2**). (Kania & Kramer 2011, NPSA 2017; SVA Quarterly 2016).

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Figure 4.1: Collaborative Change Cycle

Source: Collaboration for Impact 2019

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Fig. 4.2 Elements of Collective Impact framework

Source: United Way Australia

It was indicated that the choice to use Collective Impact to guide the operations of the AIBS was arrived at after a thorough search for a way that would lead to achievement of desired outcomes for birds and people (NPSA 2017).

“Collective Impact in the bird sanctuary is the bringing together of local councils and townships, international experts, Kaurna Elders and Kaurna People, farmers, local government, tour operators and so many more” (NPSA 2016:6)

The Collective is shown in **fig. 4.3** below.

“Genuine engagement, listening and dialogue, exploration and curiosity, and working with those who care about the issues and opportunities that the Bird Sanctuary offers” (NPSA 2017:15) were the things that characterised Collective Impact for the Bird Sanctuary

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Fig. 4.3: ‘The Collective’ December 2015

Source: NPSA 2016:6

The Collective, or the ‘leadership roundtable’ for the AIBS, was built on this partnership mode. Therefore, it was a network of stakeholders and community members working towards providing advice and guidance on the establishment, collaborative management and future partnership model for the AIBS. The number of members engaged in The Collective at any one time averaged 35. The Department of Environment, Water and Natural Resources (DEWNR-now Department of Environment and Water, DEW) was the backbone organisation, coordinating and financing groups and activities. Its role was expected to change with the passage of time (NPSA 2016; NPSA 2017; NPSA 2018). Together, the members of The Collective created a shared vision for the AIBS and adjacent communities to protect shorebirds and provide opportunities for people (**fig. 4.4**). All the members of The Collective worked to feed information and expertise into the bird sanctuary and back out into their linked communities (NPSA 2016). Furthermore, The Collective had four focus areas to help achieve their vision (**fig. 4.4**) (Natural Resource Adelaide and Mt Lofty Ranges 2018).

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Fig. 4.4: Vision and Focus Areas for the AIBS

Source: NRAMLR 2013

In order to ensure the smooth execution of different tasks The Collective members were divided into task force groups according to The Collective's four focus areas (**fig.4.5**). The groups also accommodated additional people who were not members of The Collective. Members, guided by the area of their expertise and/or interest, selected which task force to belong to (NPSA 2016; NPSA 2017). Different task force groups held separate meetings and fed information back to The Collective at Collective meetings. Through the task force groups, The Collective was able to develop an action road map highlighting long, medium and short-term outcomes and actions (NPSA 2017). In addition, The Collective played a key role in producing strategic documents including the Collective Plan, and the Draft Management Plan for the Adelaide International Bird Sanctuary – Winaityiwinaityi-pangkara National Park (NPSA 2016; NPSA 2017; NPSA 2018). In addition to the task force groups, The Collective had two working groups, one focussed on data collection and management, and the other on

management planning (**fig. 4.5**). The working groups were set up to measure impact of the AIBS, and to guide the development of the management plan, respectively. These working groups had members both from The Collective as well as interested people from the general public (NPSA 2016).

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Fig. 4.5: The Governance Structure of The Collective

Source: Jongsma 2019:29

The government played a facilitation role ensuring an enabling environment for the realisation of the goals for the AIBS. It is important to note that due to a change of government in 2018 The Collective is no longer operational (Jongsma 2019). It was noticed that there was a reduction in the frequency of task force meetings since 2017 which coincided with the non-replacement of key staff who had left DEW which may have been an indication that The Collective was falling away (Jongsma 2019). The change in government realised after the state elections led to final withdrawal of support from the government towards The Collective and this was attributed to probable change in priorities witnessed by the reallocation of the coordinator in the department to other roles (Mossop, 2018), and perhaps the changes that may have been proposed as the Natural Resource Management is undergoing reforms (Government of SA 2018). In the reforms, the government aims at letting people to be at the centre of the NRM because of the benefits that such an arrangement brings which was the idea in The Collective. However, the approach may be a bit different as observed in the government's emphasis in local ownership.

CHAPTER FIVE: RESULTS

5.1 Introduction

This study set out to investigate the collaborative approach to managing the AIBS. This chapter highlights the results found from the nineteen Most Significant Change Stories collected by the Adelaide International Bird Sanctuary project team in the Department of Environment, Water and Natural Resources and the seven interviews conducted for this research project.

5.2 Most Significant Change Stories perceptions of the value of the AIBS (refer to objective 1)

This section is about the importance of the AIBS as depicted in the Most Significant Change Stories. Important to note is that the Most Significant Change Stories are about the Adelaide International Bird Sanctuary and not The Collective.

Using the Most Significant Change technique a selection of stakeholders were asked about what was the most important thing about AIBS and why that was important to them. The question that was asked made respondents bring out ideas that pointed to the importance of the AIBS. The responses showed that the respondents had concern for the birds which are at the centre of the whole AIBS initiative and expressed how crucial it was to take care of the birds. The respondents' concern was displayed in responses from some participants:

without habitat protection we will lose species, and losing even a single species will have global impact. (ID 13)

I'd like to see the birds protected, ensuring the ongoing survival of the birds. (ID 19)

Through the above statements the respondents show that focus is on care for the birds to avoid their extinction which would impact not only the local environment but also the world at large.

So, just as one of the respondents indicated that 'the most important thing about the bird sanctuary is the protection of the birds,' (ID 5) it is necessary to note that most of the things that respondents pointed out as making the bird sanctuary an important place were connected to this fact, the protection of the birds. This, however, does not mean that other values could not be noticed but it is evident from what the respondents said that those other factors came in as secondary or were in a way supporting the same primary value. So, highlighted below are a number of things that respondents expressed as their perceptions of why the AIBS was and/or is an area of significance.

5.2.1 The AIBS as a habitat for shorebirds

The AIBS is perceived by the Most Significant Change Stories as a home for shorebirds and most of the Most Significant Change Story respondents indicated it as such. The AIBS site is regarded as a place used by shorebirds for feeding, roosting, resting and as a place of refuge. The make-up of the site provides a conducive environment to be utilised by the birds. The importance of the place is described by one of the respondents as follows:

this mosaic of mudflat, saltmarsh, lagoons and mangrove and saltfields, is so important. It is one of the last large intact stretches of native coastal vegetation in the region, a valuable nursery for marine life and so important for the habitat and food it provides for significant number of migratory and other birds on the doorstep of Adelaide. [ID18]

Some respondents made particular mention of the migratory path or flyway and that local, national and international species that are served by the AIBS come to the place showing special emphasis on the fact that the site is locally, nationally as well as internationally recognised as a site that provides refuge to shorebirds,

not only do you have species of birds from the northern hemisphere arriving at the sanctuary but several species migrate out from the arid zone to the coastline of the sanctuary, acting as a refuge, spending their winter here. Birds also come from New Zealand. [ID1]

it is also great habitat which complements and connects to other migratory bird sites, providing interconnected habitat across Southern Australia.

The Most Significant Change Story respondents expressed wonder about the journey and characteristics of visiting birds arriving from about 23 countries which travel through what is called the East Asia Australasia Flyway whose wellbeing is realised through the AIBS as they indicate in such statements as below:

“This is a ripper of a story” - *an awe-inspiring journey by these incredibly small, seemingly vulnerable birds who travel the length of the world from the Arctic every year to feed and fatten up in our backyard before flying home to breed. [ID7]*

Some of these birds only weigh a few grams body weight yet migrate for thousands of miles and to spend time in our environment. [ID1]

5.2.2 The AIBS provides learning opportunities

The AIBS was identified by the Most Significant Change Stories as a site that encourages learning. The kind of learning that respondents talked about was two-fold. This learning is acquired through different ways including bird watching and visitors talking to other bird watchers:

I've learnt about the birds from just spotting them and talking to other people – the bird watchers that come through there.

The respondents indicated that there were a number of education opportunities including the birds, the sanctuary itself, the migration of the birds that come from different countries on the East Asia Australasia Flyway and the environment at large,

the sanctuary provides an excellent educational experience for people to learn about these birds and about the sanctuary and how spectacular this whole migration process is.

Furthermore, some respondents indicated that the AIBS was raising awareness about the importance of the birds and the environment and they cherished this opportunity:

before the start of the bird sanctuary development our [Vietnamese Farmers Association] community were living in ignorance.... The bird sanctuary brings opportunities for the Vietnamese community to gain a deeper understanding of what a healthy environment is, to help create a peaceful environment that we can share.

at a community level, with the work over the last decade by different people, a very important change has been the awareness of the international connection.... The migration story and the science behind it which involves an amazing collaboration of volunteers and scientists across the flyway is very inspiring and can make people realise the big picture.

The learning opportunities that respondents highlighted were not restricted to people visiting the AIBS site but included people those in other places along the flyway. The potential of sanctuaries to be replicated in other places was demonstrated in the respondents' views of the AIBS as an example to other sites on the flyway,

with the sanctuary being part of an international flyway is a perfect opportunity to offer people this connection. There's so many pluses for this. I think it's showing people the right way of

living on the landscape, in harmony with nature. And this is a place where it could happen, as a model for the rest of the world– this is how we live with nature, not against nature. [ID9]

5.2.3 The AIBS is of socio-economic importance

The AIBS was valued by the respondents because of its social and economic opportunities. The respondents pointed out the recreation benefits that the bird sanctuary offered as people went bird watching and refresh in the AIBS which were fulfilling. The respondents envisaged the improvement of recreational activities resulting from proper advocacy and awareness created to the general public. Respondents also acknowledged the potential in the boost of the local economy through people who are attracted to visit the AIBS. The tourism potential that the AIBS has made respondents regard it as important,

John works in DEWNR's Protected Area Management team and there are staff in this team who are delivering the Bird Sanctuary project; due to this he has a keen interest in its development from a park management point of view and more specifically is interested in the tourism and recreation opportunities it presents. [ID3]

Socioeconomically, this is a critical area for people to learn how to make business that enhances the environment and nature. [ID9]

5.2.4 The AIBS is of cultural importance

Respondents also regarded the AIBS as important because of the connections among people that were established through the establishment of the site as a sanctuary. This connection provided an opportunity for people and groups to share their cultures and this was cherished by the respondents as can be seen when one respondent said,

there is so much to benefit from cultural sharing across the sanctuary [ID9]

the bird sanctuary covers 60km of coastline, which covers a lot of places and a long chain of producers from all different backgrounds. All of these producers have an opportunity to be a part of the bird sanctuary and all have the option of being a part of creating a healthy environment for these special birds. The bird sanctuary has also created an opportunity for cultural sharing. For example, we have started to see some sharing across the aboriginal culture and the Vietnamese culture, this is an important to us. [ID 10]

5.2.5 The AIBS encourages conservation and stewardship

The opportunity that the AIBS provides for conservation of habitat was raised by respondents as the reason they regarded it as important. The respondents tied the conservation opportunities to three things. The first point was the fact that the AIBS was established as a sanctuary to protect the shorebird habitat,

Jim believes that the recognition and protection that the bird sanctuary will provide can put a halt to degradation, going on to say, "I think the Sanctuary, as an umbrella protection for the whole area, is probably the best outcome that's ever happened along our 50 k's of coast of Mallala Council. We as a council recognise the real importance of this area of coast, and now the Government is actually going to help us to try and protect it." [ID 17]

The sanctuary gives South Australians the opportunity to better protect the habitat we have and help the overall conservation of these species. [ID2]

Secondly, the respondents made connections between the recreation opportunities that the bird sanctuary presented and conservation efforts. Most of the respondents showed a strong conviction that the bird sanctuary encourages visitors to take care of the habitat and to see the habitat flourish because they would want to continue enjoying what the site could offer. The care that would be provided by people who find pleasure in the site would help the bird species as well fulfilling objectives of the conservation of the sanctuary:

I'd love at least a portion of that northern suburbs community to love their bird sanctuary so that it becomes a place where people want to ride their bikes...walk... and just appreciate a unique area so close to urban areas.... Without it [appreciation], the threats that detract from its value won't be lessened and matters such as dumping of rubbish, use of trail bikes and inappropriate coastal development will continue. [ID2]

John sees a strong correlation between how people can use it [the sanctuary] and therefore value the sanctuary and understand the importance of protecting it. [ID3]

Similarly, the respondents showed that they saw a relationship between awareness and conservation. The respondents indicated that the general public were not participating in preserving the bird sanctuary because they were ignorant of the benefits the site. There is also a lack of awareness about why the AIBS needs protection. Respondents mentioned that learning opportunities offered by the sanctuary raised awareness and therefore would help make the public better stewards. Furthermore, the act of providing learning itself was seen as

a good way of promoting conservation. The AIBS represents a site where learning can take place.

The bird sanctuary brings opportunities for the Vietnamese community to gain a deeper understanding of what a healthy environment is, to help create a peaceful environment that we can share. [ID10]

Most significantly, I believe that there is a great opportunity to build bird hides and walkways for people to see and experience the shorebirds when they visit these areas and furthermore protect the birds.... I think that you can't have an education experience without the habitat of the species concerned protected. The education really needs the conservation of the area and the species of concern to be protected so this would give the best outcome for all. [ID 1]

5.3. Perceptions of respondents on what The Collective entailed and how it functioned

This section marks the beginning of presentation of findings of the interviews which were conducted with the seven respondents who were either members of The Collective or stakeholders who had direct involvement with The Collective in responding to the study objectives.

First, the section will present findings on perceptions of respondents with regards to the makeup and operations of The Collective. There was a diversity of opinions across the seven respondents in terms of what The Collective was set up to do. According to the respondents, The Collective was involved in tasks that ranged from setting up an operational framework and writing the management plan for the AIBS, and the Collective Plan, to promoting and creating awareness of the AIBS, and The Collective itself. One respondent shows that the major role for The Collective was to help in creating the AIBS:

So, to give you an idea, when [the coordinator from the Department of Environment and Water] first started this Collective – she first said to the government, ‘you have employed me to do this, to help create this bird sanctuary. I am going to use the Collective Impact approach. (ID#1)

The Collective was entrusted with the responsibility to help create the AIBS and this can be observed from the point of view of a respondent who shows fulfilment in the fact that the process of creating the bird sanctuary was participatory:

It gave us the opportunity to work with the state around setting something up. It wasn't as if the state had made a decision about declaring or working towards a park so, but they were going to, whereas most conservation or recreation parks owned by the state are managed and controlled by the state, therefore, they make their own decision. (ID#2)

Additionally, another respondent points out that The Collective was there to ensure that birds were protected and that The Collective's responsibility is to help to create the bird sanctuary:

[The actual role of The Collective was] to achieve the protection of the birds. (ID#7)

Below, the various activities that The Collective undertook will be described as expressed by respondents.

5.3.1 The Collective: its characteristics and function

This section presents respondents' opinions about the membership composition of The Collective and the tasks it carried out.

5.3.1.1 Membership of The Collective

All seven respondents confirmed the diversity of membership of The Collective. They identified that stakeholders were varied and ranged from staff members in government departments and Non-governmental Organisations (NGOs) to people with commercial interests and communities:

So, originally the coordinator and the backbone organisation specifically selected people and they were from councils, so from NGOs, they were from community organisations. (ID#3)

City of Salisbury had involvement in not the establishment but the participation in The Collective in the sense of that it involved both local government and state government as well as private enterprises and businesses around there. (ID#2)

And so, they have a backbone, so there is supposed to be like a backbone of The Collective which are the people who kind of help and that's where the staff sort of kind of fitted in, but it was kind of interesting (ID#7)

The respondents (n=7/7) appreciated that the members of The Collective were a diverse group of people with different expertise coming from different organisations, which operated differently and were affected differently by the issues to do with the AIBS, as expressed below:

There was 'yeah, we needed someone to tie all the ending because again The collective still was made up of different backgrounds, different approaches'. (ID#2)

We tried to support and it wasn't necessarily us stepping out our own, and putting resources on the ground to deliver our outcome. It was a situation of gaining other opportunity around. The Collective was a partnership type of relationship because Council as an organisation do things in a certain way, State government as an organisation do things in a certain way and going, 'alright, how do we make those agendas to meet and deliver an outcome which is beneficial'. (ID#2)

So, for example I think there were 4 local councils that had some involvement with the sanctuary. It would vary from council to council whether they said that was a big issue or not a big issue for their local community, but they were all happy to participate and all had something to offer. (ID#4)

There was not a clear sense of urgency for some members. Some members, absolutely a really clear sense of, someone like [the lecturer from University of South Australia], you get a real sense of, 'this is urgent, this needs to be dealt with now, but I think for other people it was probably more a good idea, which was a sort of a mismatch. (ID#4)

All respondents went further to point out factors that made people and/or entities to be eligible for selection as members of The Collective. Respondents stated that organisations which were included as part of The Collective were either the ones which have the AIBS within their area of jurisdiction or had an interest in the AIBS.

... in the Bird Sanctuary there is private land and public land, stuff which is owned by community members and we still actually have contributed land to [the AIBS] and then [land] that's owned by councils within areas. And again, it covers both Enfield, Salisbury, Playford and Adelaide Plains Councils on the care side and then [land owned by] the state. So, it was a mix of situations, 'oh we are declaring an area that is the Bird Sanctuary, but we don't own all the land, so we need to get those other stakeholders engaged with the process,' (ID#2)

So, there was a good mix of being facilitated by the state, having representatives from a national body in relation to Birdlife Australia, Local Government and Community members on the ground who had an interest in relation to what the Bird Sanctuary had as a whole and felt that they best fit within The Collective (ID#2)

Furthermore, two respondents explained that individuals were chosen either by their organisation or the coordinator from the Department of Environment and Water to be part of The Collective depending on an individual's area of expertise, as shown below:

So, I guess I was selected obviously because I am the Environment Projects Coordinator which is pretty obvious, and they probably wanted someone from each council. (ID#3)

According to the majority of respondents (n=6/7), the configuration of meetings included some of the members of The Collective as well as representatives of organisations. One respondent explained that in order for their organisation to be represented two staff were nominated as representatives so that there would always be a person present at meetings:

So, what normally happened was if one of us couldn't get there the other one would go. And I guess myself [attended] most of the [meetings], representing the council. Because, before that, the council body, the elected members, signed off and agreed that we should have a representative there [at The Collective meetings]. (ID#3)

And some of the people around the table were there representing their organisation, like they came from a local council or from a government department, some people might have been really more like a technical expert who was just representing their own personal view (ID#4)

Some respondents (n=3/7) expressed contrary views on membership of The Collective. The respondents perceived that most members were selected based on their expertise. However, there was a perception that some of the members were not appropriate to be part of The Collective because either they were not experts in environmental or bird issues, or their work was not directly linked with the operations of the AIBS:

... so, I will say it was never entirely clear to me exactly why everyone around the table was there. (ID#4)

For example, because on The Collective you have a whole bunch of other people - you have some people working for the environment like myself, then you also have people in the tourism department on The Collective, you have people from Local Government who don't know anything about the birds. Like the majority of the 30 people that [the coordinator from DEW] chose didn't know much about the birds, hardly anything or nothing about the birds or had not even been to that area. (ID#1)

... so you had some people coming to the table who were able to [work in The Collective], as part of their job, it could be considered to be part of their work. [For example] they were a university academic bringing real technical expertise and passion to it. Some other people that we didn't need to be that involved in The Collective. They could have been involved in sort of semi-irregular engagement or

community meetings. I mean there were community meetings run at Thompson Beach and St Kilda. Those people could have been involved at that [community] level. They didn't necessarily need to be members of the committee. So, I think maybe the people running it were a little bit idealistic, in a good way, but idealistic is often used as a perjorative term. I mean in the best sense. But that [wide membership] came at a cost because then it meant that [the organisers] were trying to include people who didn't have technical expertise, didn't have particular sort of other sort of general skills, didn't work bringing resources to the table, weren't hooked into a network. So, it's kind of, they are nice people but.... (ID#4)

And I remember having a conversation right back at the beginning. I said, 'I just don't know how I fit into this whole Collective because how do I, somebody on the ground, doing the work on the ground, how do I influence and ask The Collective for suggestions, or ideas?' That was never really kind of sorted out.... As I said, there were some staff members on [The Collective] but probably not quite so the on-ground staff that were doing the work. So, it was more managers. So, we struggle a little bit with getting messages up and down those trails. (ID#7)

One respondent perceived that some councils involved in The Collective would have been more appropriate than other councils that were involved in the affairs of The Collective because of proximity to the AIBS:

I was hoping that maybe the other councils in the actual sanctuary, some of them would almost like partner up with the neighbouring councils and form a committee. But that didn't happen. Or, an MOU, or something to glue, to keep The Collective alive. But there is no leader stepping up so, we felt it's not our role because we are not directly working [in the AIBS], ... so to speak. (ID#3)

5.3.1.2 Structure of The Collective

One respondent drew a structure of The Collective. Through the structure, the respondent highlighted the various groups of people that other respondents have mentioned as being members of The Collective, and, where they were situated in it. This respondent described The Collective as including different stakeholders and pointing out the state government as the backbone of The Collective. In addition, task force groups were identified into which members of The Collective were divided.

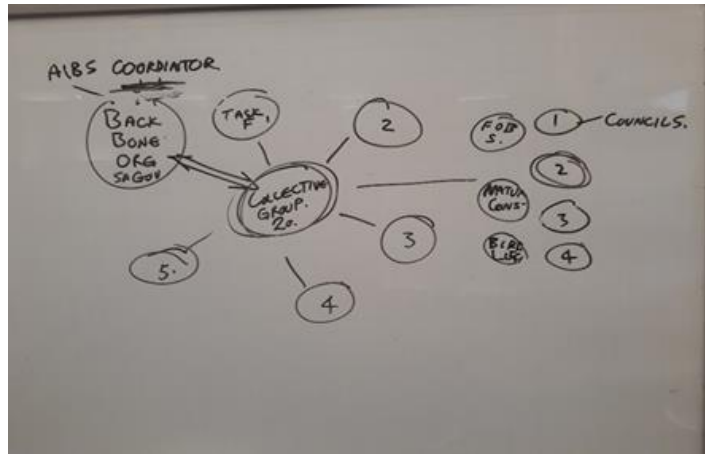


Fig 5.1: The Collective Structure by respondent (ID#3) **Source:** Interview 3 script

There is The Collective group and you've got the backbone organisation – state government: this is where money comes from. Then you have got all these other task forces 1, 2, 3, 4, 5. Then you have got other groups, like Friends of Bird Sanctuary, Nature Conservancy.... And then you have got the councils (ID#3)

Some respondents (n=4/7) said that the task force groups consisted of members of The Collective as well as non-members, who were co-opted to be part of the discussions in the task force groups. Three respondents in this study fit this category:

But they did invite me to be on a task force group. The Collective organisation through DEWNR set up a series of I think 4 task force groups and I was on one of them, involved with the shorebird side of things. (ID#6)

So, there were a number of different programmes that were going on. So, our task force tried to get a couple of [the people who were involved in a project that was set up to create jobs in the area around the AIBS] to help us because we had no budget, we had no money so we were looking at how could we tap into existing other programmes.... (ID#4)

The majority of respondents (n=5) described the different focus areas of the task force groups. There was, however, an inconsistency among respondents in regard to the number of task force groups, and areas of focus. Three respondents (n=3/7) indicated that there were 4 task force groups but differed on the focus areas while one respondent indicated 5, which may explain the structure for The Collective as above (**Fig. 5.1**). According to [whom] the task force groups focused on bird habitat, economy, wellbeing and culture, and international partnerships as well as data collection, as explained below:

I think there were 4 task force groups involved, one was data collection, one was wellbeing, one was cultural development, one was environment biodiversity, and actually [there were 5. The fifth one was] migratory bird flyway task force. (ID#3)

The Collective was looking at I guess 4 key areas; one was the health of the birds, the birds were the first and foremost; it was trying to look at economic benefits for the local community to see if there ongoing jobs involved; whether [the jobs] could be [about] environmental tourism, whether [the job] could be work that needed to be done on the sanctuary that could be done by local Kurna people and try and connect those cultural aspects to tourism, to jobs. ... There was another focus I think particularly around culture and wellbeing and the idea was that local Kurna people would lead that. ... I mean there was a fourth element which was about, looking into greater research and partnership opportunities beyond Adelaide in the context of the global network [because of the migratory shorebirds that linked different countries]. (ID#4)

Eligibility criteria to be a member of The Collective also applied to task force groups. Four respondents (n=4/7) indicated that the people co-opted to join task force groups were selected based on their capabilities suited to specific task force groups:

I think the way I understood it, the members of the task forces had something to offer. ... So, they were targeted for a task force because of their particular skills or knowledge or passion, or, whatever it happened to be. (ID#6)

... members were divided into those [task force] groups based on their own personal interests.... And then I think a couple [of the task force groups] might have brought in extra people who [members of the task groups] thought would have something in particular to contribute. (ID#4)

5.3.1.3 Operations of The Collective

Respondents talked about relationships that existed between The Collective and task force groups. Firstly, the respondents explained how The Collective and task force groups fitted together. Five respondents (n=5/7) indicated that The Collective mostly worked through task force groups so Collective members belonged to different task force groups, conducting discussions on behalf of The Collective as a whole. Task force groups referred their discussion points back to The Collective before the information was compiled and kept by the coordinator from the Department of Environment and Water:

But I think the idea of having task force groups made sense, so that not everything had to be workshopped by 20 or 30 people [as The Collective] on every question, it's a bit, 'go away, focus, do some work, bring it back to the main group.' (ID#4)

... So, you have all these task forces working on different subject categories to develop the plan, and that will feed to The Collective, and we will work out what we will do with the information, then we feed it back to the people who are in the engine room, right? And then they will feedback technical information [to the task forces], a bit of, I guess, feedback. Some insight to different aspects, technical aspects to The Collective. And then we said, 'Yeah', or, 'No', to those things. ...And you had the community coming and providing some input as well from time to time. And so, The Collective [as a] backbone organisation managed the consultation workshops as well, so it organised all that. (ID#3)

All respondents indicated that members of The Collective were expected to be a link between The Collective and their organisations. These representatives were taking what was discussed in Collective meetings and reporting back. Similarly, information and ideas were brought from different organisations to The Collective through these representatives:

So, the organisation had appointed an individual to be part of The Collective and they were the single point of contact from there [information] was distributed within the organisation and then fed back through that individual back into the bigger conversation [of The Collective]. (ID#2)

However, some members of The Collective represented only themselves. One respondent indicated that participation by such people in The Collective benefitted that individual who was making the most of the opportunity of belonging to it:

And I would say sometimes some of the people who had been included had something to contribute, but they were really representing their own personal views. They weren't that hooked into their local community, or, they weren't going back and reporting [to anyone]. It was kind of just them turning up with their idea, being one small business out there, so, talking about their business really tapped into a broader small business network. (ID#4)

5.3.1.4 Resourcing The Collective

All respondents (n=7/7) expressed that the Department of Water and Environment (DEW) was the backbone or central supporting organisation behind The Collective. DEW was responsible for providing both human and financial resources for its operation. DEW employed two people who were working full-time with The Collective. Additionally, DEW funded all of The Collective's activities and the staff organised meetings, workshops and events:

There is Collective group and you've got the backbone organisation – state government: this is where money's come from. ... So, this backbone organisation

funded by the state government (which was the Department of Environment and Water) was really driving [The Collective] and the coordinator [appointed by DEW] sat on this, sat with that (ID#3)

... when I got first involved, there were at least two people full-time working in the Department. Those positions went. One was on a contract, and probably left a year or probably left prior to the State Election in late 2017.... And that was a key resource tied up around engagement and communications with a focus on supporting The Collective at a reasonable level within the department not a managerial level but mid-level sort of public servant. And then the person in the project at a decent sort of senior sort of level but again not management, just that level below the management. So yeah that's two key people who were being direct on this the whole period full time, and had a budget to engage, (ID#4)

Two respondents (n=2/7) indicated that many Collective members participated as part of their job. While other respondents (n=2) stated that members of The Collective shouldered the cost for attending meetings and events. One of the respondents referred to their organisation's contribution as basic since it was mainly indirectly like paying for their participation in conferences and participating in The Collective's affairs during working hours:

And I have to say the majority, like 90% of the people that would come to these meetings were getting paid—no, no sorry, not paid to come to the meeting, but paid to, like they were employees, like there were, like myself, I did it during work time, council people did it during work time, yeah, lots of people were there getting paid while [participating in The Collective]. (ID#1)

So, sort of [the Department of Environment and Water] came to us requesting for [the council] to be involved or inviting us, because it was a bit of a privilege to being asked to be involved in something so unique. And we just had to put [the request] up to council to get endorsement to be involved. ... [for] income support for [council's] time. That's probably the only thing really that council had to cough up, because we would start using their time on [issues to with The Collective] (ID#3)

Basic resources So, but it was mainly just in kind, staff time really and there [are] a few conferences that we went to that council had to pay for. And I guess a few events that I think we might have contributed to financially but very small amounts. (ID#3)

5.3.2 The role of The Collective

Respondents were asked several questions concerning the role of The Collective and its achievements, so this section presents respondents' perceptions as to the functions of The Collective and its effectiveness.

5.3.2.1 Setting up the framework

Three respondents (n=3/7) explained that early work was working out exactly how The Collective was going to operate, as well as how the AIBS would be managed. Respondents pointed out that The Collective engaged itself in a 'soul-searching' process to understand the reason for its existence and its aspirations. It also, strategized its structure, participation and allocation of responsibilities:

The Collective group set up the framework for everything [concerning the operations of the AIBS] upfront. I wasn't part of setting that up but [my] organisation was, but I wasn't directly around that. So, [the framework was about] how the whole structure worked in the sense of who was going to participate, ... and everything else And then from that those working groups [were formed].... (ID#4)

Yeah, from the word go the conversations [about what?] started, and then we formally met as The Collective, and then we started to sort of to digest what [The Collective] is?, why we are [a group concerned with the affairs of the AIBS], what are the goals?, what do we want this to be?, and digesting how much work is involved, and all that, who needs to do a bit of a stakeholder analysis?, who needs to be involved outside of The Collective room?, and so we started working through, and then we just mapped up stages of the project. (ID#3)

So, during the first part of the project [of The Collective] we were setting some outcomes; what do we want the sanctuary to become?, some key goals - so, we want the place to be a place where it's culturally sensitive, engaging with indigenous people, vying to help improve people's wellbeing and accessibility to play outdoors. A place where people could go and learn about the migratory birds. National park, the park set up to manage the migratory birds, and questions about how that would be done. The other goal was to work in partnership internationally with other migratory bird organisations across the flyway. So, those were the main [goals/activities]. (ID#3)

Two respondents (n=2/7) explained that The Collective took some time to figure out what it was going to be and how it was going to carry out its operations separately but in conjunction

with the AIBS. At the outset The Collective was faced with making decisions about how to proceed with a vision for the future:

... and [the AIBS plan] had a management part and then there was the Collective Plan So, there was how do we write these plans up and make sure that they are running separately. (ID#3)

However, one respondent claimed that when The Collective was designing its management framework some aspects were not well thought through. For example, consultation for the management plan came as an afterthought:

And of course, with developing a plan, as you may know, you can't just write [the management plan] up and get it endorsed, when you have got this many people involved. So, we went about writing [the management plan] up, and then we realised we had to hold these consultation sessions again on what was in the contents of the plan.... (ID#3)

The same respondent also claimed that the process of setting up the framework of the operations of The Collective in the AIBS was driven by a single person employed by DEW, who was responsible for coordinating the activities of The Collective which may have weakened The Collective and its sustainability:

... and the coordinator did all [the setting up of the framework for the AIBS], she did all this. She was fantastic. She spent a lot of time on this. She had the support from others from the [Department of Environment and Water], but she drove a lot of it which in some ways I think that's why it fell away a bit once she got another job, she left. And she was recruited in another job by the government to do something, another project. So, once she left it just sort of just [sound made: phuuu]. (ID#3)

5.3.2.2 Production of the management plan for the AIBS

Most of the respondents (n=6/7) indicated that The Collective was entrusted with the responsibility of producing a management plan. Three respondents (n=3/7) pointed out that a national park was created within the AIBS and so respondents (n=6/7) either said the management plan was for the AIBS or the National Park.

the national park was to be set up different to the sanctuary, so there was going to be the national park inside the sanctuary. ... The Collective was set up to try and guide the development of the Management Plan (ID#7)

... the outcome of The Collective was to end up with the management framework and a plan for the bird sanctuary which is great (ID#2)

According to some respondents (n=3/7), the management plan is a legal document that was produced to regulate the utilisation of the AIBS. One of the respondents outlined the standard stages that are followed in the process of developing management plans for national parks which includes elements of community engagement, writing, fine tuning and endorsement. The respondent stated that the same stages were undertaken when developing the management plan for the AIBS:

The management plan is a typical document that we write for management of parks. And we went through the same process we would go through with any management plan: you kind of get community involvement and then the plan is written, then you send it out for public consultation, and then you get it back, and you make changes as necessary, and then it goes up through a committee. We have got a Parks and Wilderness Committee that [the management plan] then goes through before it goes to the minister for a sign off. (ID#7)

... remember how I said now some parts [of the AIBS] are a National Park. So, those [parts which are a National Park] have a National Park Management Plan over it which is very much, 'this is where you can camp, this is where you can fish, this is where you can ride your bike,' that type of stuff. (ID#1)

Most of the respondents (n=6/7) indicated that The Collective had a huge task of collecting data which was needed for the development of the management plan.

I think The Collective helped put together some information for the management plan and write a plan for the community to work towards. (ID#7)

As I said, knowing that [The Collective] wasn't a body to make decisions but to actually formulate the strategy behind the Bird Sanctuary and [its] management, I think [The Collective] achieved what I saw as being [its] goal in relation to that. [The Collective] brought all the ideas together because that was the situation. This is, what our desire is, what are your thoughts and point of view on it?, how do you want to participate and bringing all those together? (ID#2)

5.3.2.2.1 Data collection during task force meetings

Respondents (n=6/7) pointed out a few forums through which The Collective gathered the required data. Some respondents (n=4/7) indicated that The Collective used its meetings for task force groups to collect data towards developing the management plan. The respondents

showed that the task force groups were instrumental in the process of developing the management plan. The respondents said that members of different task force groups discussed and came up with resolutions which were put forward for inclusion in the management plan.

The management plan, the management strategy was probably the biggest thing that was to be delivered from The Collective, and I believe the way that they started gathering all the information from the working groups [task force groups] and feeding that back up and then to try and finalise [the plan] was probably the best way to do it, so that all voices were heard. (ID#2)

In the working groups [task force groups] we were able to actually resolve and agree as a working group, 'these are our key points, this is what you see is critical moving forward,' so, that was then fed into the Management Plan. (ID#2)

Participatory approach provided an opportunity for stakeholders to contribute

Some respondents (n=4/7) indicated the value they attached to the participatory approach that was taken in soliciting information for the development of the management plan. The respondents mentioned several benefits that were achieved because stakeholders had participated in providing information for the management plan. Some respondents (n=4/7) indicated that the participatory approach used to develop the management plan was beneficial to them because the respondents were able to contribute in the discussions that were held in different task force groups by virtue of being members. Respondents showed contentment with the opportunity to make their voice heard because apart from mere sharing of information they experienced a situation where everyone's views were respected:

I think everyone had an opportunity to provide some input which was nice. There was no one else saying they had a dominant role. [The Collective] was probably a pretty balanced [group]. But The Collective group was a nice group where everyone was hoping to hear everyone's ideas, opinions [ID#3]

... in The Collective it was more a situation of equal voices around the table and there was an opportunity to talk through [that arrangement]. (ID#2)

Three respondents (n=3/7) however, were of the opinion that the ground was not level in The Collective and did not provide equal opportunity for participation. These respondents pointed out that some members of The Collective made little or no contribution to discussions of The Collective:

I don't think all of these stakeholders had the same opportunity, same platform. So, I don't recall hearing much, for example, in the meetings that I went to, from the tourism group or the local business groups. And they were the local business groups that were supposed to be sort of well represented as well on The Collective because they were supposed to boost the economy in the area (ID#6)

Participatory approach led to ownership of the management plan and its development process

Two respondents (n=2/7) indicated that stakeholders' participation in the development of the management plan opened doors for consideration of the contents of the plan both within and between organisations. One of the respondents (n=1/7) said that the opportunity to provide information for input into the management plan helped in to make the management plan align with their organisation's strategies:

And then now that [the management plan] has been endorsed, whether it's working with business organisations or state government, or local government or [other organisations], these are the things that we can sort of start having conversations around going, 'the Management Plan says X, Y, Z, we are looking to consider delivering X. How does that influence what you do or what others do as well in that space?' (ID#2)

That was the other benefit of [the management plan]. I see [the management plan] in any conversation we may have around [the bird sanctuary]. From council's point of view, our western boundary line will be taking on elements of what the management plan says because it sort of feeds into [the management plan]. And so, we will go, 'alright, if we are going to do something, we can't do something that is contrary to [the management plan] which we have participated in and agreed to, and we now ought to support the state to deliver it.' (ID#2)

... I had great opportunities, putting some input from council's perspective on what we would like to see, were actually incorporated. Linkages to our Tourism Plan, our Biodiversity Plan, Living Environment Strategy. So, it was all linked to all our strategies, this Bird Sanctuary, and still is obviously. (ID#3)

Participatory approach created strategic relationships among stakeholders

Two respondents (n=3/7) stated that one of the good things that was realised because of the participatory development of the management plan was seen in the coming together of stakeholders. One respondent said that local and state governments found a common ground

for collaboration because stakeholders worked together to inform the development of the management plan:

Again definitely [the information gathering] opened up relationships between State and Local Governments about conversations around things and working together to achieve an outcome (It's always beneficial from a council point of view to align council strategy and policies with state government strategies and policies so that we are seen to be working together (ID#2)

Setback for data collection from task force groups: Poor patronage

Some respondents (n=3/7) indicated that task force groups were not always fully patronised. One respondent said that they (the respondent as a member of the task force) were never a part of the meetings for the task force group that the member belonged to. Another respondent stated that their organisation only attended some of their task force meetings and the other respondent pointed out that other members of their task force did not fully participate in meetings and this affected the quality of the meetings:

Every time they had a meeting it was a day I was working, and it was during working hours so I could not attend any of the meetings, unfortunately. So, that was disappointing. I thought they might rotate the days or the times or something, but it always seemed to be at the same time. (ID#6)

Probably the biggest part of the task force that we didn't get involved with very much, but it was our area, was the Tourism side of it. (ID#7)

But then some other key players who had expertise in the local economy, who were already working on other projects up north about trying to build up local sustainable jobs, weren't always able to participate. So, they just weren't always very effective meetings. Like any meeting if key people don't turn up or haven't done the work that you thought you needed, to go that next step so, you really slow down. (ID#4)

5.3.2.2.2 Data Collection through community consultation meetings

Most respondents (n=5/7) pointed out that The Collective also consulted the local community in the process of collecting data for the development of the management plan. One of the respondents stated that the community provided input into the management plan because the Minister of Environment at the time was interested in the involvement of the communities. The respondent also said that involving the community was a deliberate effort by The Collective to make them part of the process because the bird sanctuary also included some private land:

... the way [The Collective] did [their operations] was to have these meetings at some of these community halls. And [The Collective members] were saying, 'ok, [we, The Collective] are going to create a bird sanctuary here what would you like to see here, and how would you like this to be run', which seems like a good idea. (ID#1)

So, in that process [of creating the AIBS National Park] the government of the day, Minister Hunter then, wanted the community to be on board and help with this and be involved with the whole process (ID#7)

... the Bird Sanctuary was this whole [area], they mapped the whole coastline for important roosting and feeding sites for the shorebirds. So, it wasn't just the national park. It was also private land, so it was [the] whole area. That's where The Collective was trying [to involve communities]. The idea was, if you brought local people in who had an interest in the area then they could help, maybe they might get on board. (ID#7)

Some respondents (n=3/7) indicated that the involvement of the community in the development of the management plan was good. The same respondents, however, highlighted some problems with the consultation approach of The Collective in general. Two respondents said that some community members were not involved. One respondent indicated that The Collective would conduct consultation meetings targeting a big group which the respondent did not like. The respondent stated that they would have preferred one on one sessions because a lot of communities did not know about the bird sanctuary and would find it difficult to participate in a large group:

So, it did some really good [job] to get some members of the community on board but possibly not others. (ID#7)

... many of the meetings were sort of open to the public as well but it wasn't a wide uptake of that invitation, so it was still the same people who turned up all the time. So, it wasn't like the local people flocked in to have their say or anything like that, no. ... I think it turned out to be pretty much the same groups of people that went to most of the meetings. It wasn't a wide representation. (ID#6)

But the people in the community number one, didn't know anything about the birds in general, they didn't understand the value of the area, and they didn't understand where a bird sanctuary was going to be. So, it was really confusing for them. They were very frustrated. So, instead of bringing the community along they ended up isolating and frustrating the community. ... They tried to sort of get the community involved but not the best way I think. (ID#1)

5.3.2.2.3 Data Collection through workshops

Some respondents (n=3/7) stated that expert workshops were another avenue through which The Collective collected information for use in developing the AIBS management plan. One respondent said that The Collective organised three expert workshops which deliberated on the focus areas for The Collective to which they invited different groups of people with an interest in the Bird Sanctuary. The respondent pointed out that people who were invited to the workshops were involved in group or individual tasks aimed to bring out information to contribute to the management plan. According to the respondent, the information provided by stakeholders who attended the workshops was captured and kept by the Department of Environment and Water representative:

So, writing that plan, as I said, finding all the information 'out there', they had some workshops. (ID#7)

And I [attended] a series of workshops as well I went to [workshop] 2 and 3 but not the first one. (ID#6)

Sometimes you had workshops which involved all these [task force] groups together. ... And so, The Collective through that backbone organisation [the Department of Environment and Water] managed the consultation workshops as well. (ID#3)

One respondent (n=1/7) was pleased with the workshops but expressed discomfort with the way the workshops were concluded. The respondent said that peoples' contributions during workshops were collected but the attendees did not see how this information was collated and so contributors did not have any idea of the outcome of these workshops:

These meetings [the workshops] were conducted and interested party representative groups were invited and input was sought. People worked in groups and individually and so forth and wrote information on butcher's paper, sheets of paper, writing ideas down and stuff. That was all gathered together by the coordinator from DEW. Then I don't know what happened, where it went after that. So, it wasn't shared amongst the participants. It was supposed to, I suppose, inform the management group for the Bird Sanctuary but it would have been nice to have it more transparent and sort of say to everyone, 'here is a summary of all of the ideas that were found,' but that did not happen (ID#6).

General observations in the management plan development process

Most of the respondents (n=6/7) regarded the data collection activities for the management plan as good, despite having some shortfalls, as identified in the previous sections. However, some respondents noted further areas of concern in the process of production of the AIBS management plan:

So, there was, as you can imagine, a lot of time and putting a lot of things together, which were elements of that process that worked well, and there [were] elements where it just seemed to go around the circles a bit, consultations, workshops. (ID#3)

Some respondents (n=4/7) observed that in the process of bringing ideas together through different activities for use in the management plan, efforts were not made to ensure that all stakeholders were 'on the same page'. Respondents expressed that considering that the stakeholders were a diverse group making them aware of the status of the activities leading to the draft of the management plan, should have been a necessity for the central coordinators. For example, the respondents were worried about lack of feedback from the representative from the Department of Environment and Water who was responsible for the consolidation of ideas. The respondents indicated that they were not sure whether the contributions they had made had been taken on board or not because of this absence of feedback:

We needed someone to tie all the ends because again The Collective still was made up of [groups of people with] different backgrounds, different approaches. She [the representative from the Department of Environment and Water] needed a point in that Collective to get, 'we are now gathering these all together', 'we are now actually working towards ...', 'we need to achieve this by this time frame...', so that we can feed this into here, so that that can be considered and fed up into the process.' (ID#2)

I am hoping that some of the things that I recommended made a difference but definitely in a [number] of workshops you would put quite a bit of information on various pages about all the various subjects. So, definitely, we would have had some input, and it would have helped make decisions, particularly around the boundary of the sanctuary as well— whether it should include our area or not. I think that probably [the Department of Environment and Water] made a good decision there. (ID#3)

... you have probably seen one of the diagrams [in the management plan] that has 4 sectors. ... I think it has 4 sections coming out of it, 4 goals or something. And then there is a big blurb about each one of those. ... Maybe if you have a good imagination you could actually see where the input supposedly is portrayed, there. (ID#6)

Considering that stakeholders were not being updated on the use of the information that was used for the management plan one respondent (n=1/7) said that they suspected that the government was not genuine in the process of involving stakeholders in the affairs of the AIBS:

[The Collective approach] probably made a lot of people feel good and felt like they were having an input to the management and so on. There was a lack of transparency as far as I am concerned and it makes me question, 'what were the real true matrix

anyway,'. And through the education systems, I have always seen that school management is like that typical sort of a management philosophy, where there is ownership. 'Oh, get everyone involved,' so that they feel like they are part of the decision-making processes, but on the other hand, they know exactly [what they want to do], they have their hidden agenda. They know how it's going to turn out irrespective of what the group puts in. So, I have kind of suspected there is a bit of that. (ID#6)

The majority of the respondents (n=6/7) indicated that the development process of the management plan took longer than necessary. The respondents pointed out that information for the management plan was continuously being gathered without an indication of the kick start of development of the plan. The respondents said that the activities kept on going and some were being repeated in the process and the management plan was not being developed until after a long wait. One respondent observed that the development of the management plan was then hastened towards the end because of the political situation within the state that started suggesting that there was not enough time left to produce the plan:

But from my perspective I think there should have been controls on when certain stages of the project stopped in relation to working through different tasks. The task force went quite deep into those [focus areas for each task force] It was a good bit of work and discussion, but it wasn't really clear, the group didn't really stick to milestone KPIs [Key Performance Indicators]. So, it sort of just kept on going and going and then went around the circle and then start again few times. And by the end of the last year as a collective we thought well we actually need to start developing this plan. We have got masses amount of information we need to get this plan happening. (ID#3)

So, there are those sort of project management ideals that needed to be in place so that there was a timeliness of conversations, a timeliness of decision-making that [could] be considered and then fed into the process moving forward, rather than a situation of trying to just hearing words and recording data and then trying to manipulate it to deliver an outcome which you think delivers the expectations of stakeholders being involved. (ID#2)

So, there was actually running out of time towards the end. I just felt it [the development of the management plan] was rushed a little bit because the coordinator saw that the funding towards environment was running out very quickly. Government coming to an end, they knew that, 'as soon as the government changes, we don't know what's going to happen with The Collective,' or how this all was going to be rolled out. So, [The Collective] sort of finished at that point.

5.3.2.3 Production of the Collective Plan

Some respondents (n=4/7) pointed out that another deliverable expected of The Collective (in addition to the AIBS management plan) was a plan for The Collective itself. One of the respondents stated that The Collective decided to produce its plan, the Collective Plan, in parallel with the management plan for the AIBS. Another respondent regarded the Collective Plan as a part of the management plan which contained information about The Collective and its work in relation to the AIBS:

... and do we have the Regulatory Plan in place with the Parks Management component in it, as one [with the Collective Plan], or do we have them separate? ... So, there was 'how do we write these plans up and make sure that they are running separately?'. (ID#3)

The other thing is, have you seen the Collective report that is like Part A of the National Park Management Plan? It's like a physical document. I think it's called The Collective Management Plan. It has a brown cover with the Aboriginal, an indigenous art painting, on it. ... sitting like another plan beside [the AIBS management plan] is this Collective Impact Plan. And in this document, it goes through what [the coordinator from the Department of Environment and Water] tried to do [creating the AIBS using the Collective Impact concept]. So, it's all the background that you need. (ID#1)

The respondents (n=4/7) highlighted that The Collective Plan was different from the AIBS Management Plan. The respondents cited a number of things that distinguished the two, ranging from the legal status of the two documents (The Collective Plan was not a legal document) to the content of each. The Collective Plan was described by participants as a document centred on what The Collective was hoping to achieve. In addition, respondents (n=4/7) mentioned a number of things that the Collective Plan including its vision, goals, structure of The Collective, and plans and strategies:

When I say regulatory it's a Regulatory Plan and the [AIBS] plan had a management part and then there was the Collective Plan on how, where the vision came from and why is it important. It was more of a fluffy sort of plan that speaks into the vision and purpose and Kaurna Culture and all that sort of thing. (ID#3)

... one is the legal Park Management document, you can find lots of those. But The Collective was more I guess a statement of the shared aspirations of all of the stakeholders. (ID#4)

... The Collective Plan, so you have got to remember that the Collective Plan is different to the [AIBS] Management Plan, so they are two different documents. ... [the

Collective Plan] is a different document but [it] had some goals and some achievements. (ID#7)

I think the Collective Plan gives a pretty good account of what [The Collective] is supposed to be about (ID#4)

... there is a section in the Collective Plan that reads as a roadmap for the future (ID#4)

One respondent (n=1/7) showed that they liked the arrangement that was made to have the Collective Plan beside the AIBS management plan. The respondent said that writing the Collective Plan as an addition to the AIBS management plan was done for the AIBS only pointing out that all other national parks develop a park management plan only.

I think that some of the work that was done was really, really good and if you read the plan for The Collective which was written up, [it] is quite interesting actually, because you won't see any other Park Management Plan with another plan overlaying it (ID#4)

Two respondents (n=2/7) indicated that there were some issues in the process of developing the Collective Plan. One respondent said that they were not sure about the contribution their organisation had made towards the development of the Collective Plan. The other respondent expressed discomfort with having the Department of Environment and Water as the sole provider of all resources needed for developing the Collective Plan when a lot of stakeholders had the ability to contribute resources for the process. This respondent was concerned especially considering the uncertain status of The Collective after the cessation of resources by the Department of Environment and Water:

As I said, they got the plan done, but I don't know how much of that, like the project from within our department, actually helped guide that as well, so I don't know. Yeah, The Collective Plan. (ID#7)

And then the process [of developing the Collective Plan], I don't know about any of [the members of The Collective] having independently put resources into making [the Collective Plan] happen. [The Collective members] were very much reliant on the Environment Department for providing the Project Coordinator and bringing it all together. (ID#4)

5.3.2.4 Promotion of the AIBS

Most respondents (n=5/7) indicated that another of the roles of The Collective was to promote the AIBS. One respondent stated that The Collective somehow promoted the AIBS through the task force that was responsible for the local economy. Two respondents (n=2/7) said that The Collective was responsible for promotion of the AIBS because the site was exposed to

damage resulting from unfriendly practices by people who did not value the AIBS. The respondent stated that the AIBS was used for rubbish dumping, and off-road vehicle riding and motorbiking and having fun with horses or dogs, practices which were regarded as destructive for the AIBS:

I guess The Collective is all about reviewing the operations, looking at ways to promote the area [the AIBS] more and how to value add to that area from not only local but national and international settings (ID#3)

... and then there was a Tourism Economic task force which was all about how to promote [the AIBS]. (ID#7)

... that area of Adelaide is those Northern suburbs [where] some of the areas are really hammered. We have got issues with rubbish dumping, illegal burnouts, car dumping, off-road motor bike [riding]. People have been riding motorbikes down there for a long, long time. And people have that perception of, 'this [is] wasteland that doesn't mean anything,' but actually, it's a really important biodiversity area. So, that's what we have certainly been trying to do on the ground. And that's what The Collective, as well, is trying to do, help promote the area and the importance of the area. (ID#7)

... [the AIBS] was a really hard area to deal with because it's 65km of coastline that has been abused for 200 years. People riding motor bikes, people riding horses on the beach, people running their dogs on the beach, even their own department [Department of Water and Environment] did training for 4-wheel driving on the beach. And this is where the food of these migratory birds was. No one knew how important it was. It was just ignorance on the part of everyone. And so, now we have to change the behaviour of people to respect this area for what it is. That's the background. And that's where we are now. (ID#5)

Respondents (n=5/7) pointed out that The Collective promoted the AIBS in a number of ways. Three respondents (n=3/7) indicated that one of the ways The Collective used in promoting the AIBS was by facilitating socio-economic activities in the areas of tourism and recreation. The respondents said that the reason The Collective engaged a variety of different stakeholders was to make sure that tourism, job creation and recreation was a focus:

So, I think the idea was to have all these different groups of people [in The Collective] taking advantage of this bird sanctuary for tourism, for recreation, for bird viewing, and taking the opportunity to invest in that area with local [people], maybe someone is going to open up a little shop there to sell coffee or souvenirs or something like that. That's the ultimate goal. (ID#1)

... [The Collective] was trying to look at economic benefits for the local community to see if there were ongoing jobs involved, whether it could be environmental tourism, whether it could be work that needed to be done on the sanctuary that could be done by local Kaurua people, and try and connect those cultural aspects to tourism, to jobs. (ID#4)

Some respondents (n=3/7) said that The Collective had unfinished business when it came to working out socio-economic activities that would help to promote the AIBS and save it from being used for activities that would continue to destroy the habitat for shorebirds. The respondents used statements that inferred The Collective did not manage to bring out the full potential of the AIBS in as far as tourism, jobs and recreation were concerned:

But [The Collective] just never got there [in terms of taking advantage of the AIBS for tourism, jobs and recreation]. (ID#1)

All governments are focused on jobs. Councils are focused on jobs, in the northern suburbs where the sanctuary is there is an issue with jobs and they needed to be more worked on to really tease out whether there was a new industry to be created out there, I don't think that got fully explored. (ID#4)

Some respondents (n=3/7) indicated that The Collective promoted the AIBS through its festival. One respondent referred to the festival as Park of the Month and another explained how the name for the festival transitioned over the years it was conducted. The respondent said that the festival was called Flyway Festival during the first year and changed to Shorebirds Festival in second year in order to bring clarity to the public that the festival was about shorebirds (which was not the case with the first name). The three respondents said that the first festival was a very big event, but the second one flopped because of bad weather, after which a decision was made to avoid similar disruptions to have activities promoting the AIBS spread over a number of days during the festival and not one day as had been the case in the two consecutive years. One respondent showed that the park of the month activities continued to take place with an indication that activities for the year 2019 would be undertaken in the month of November:

We have a programme called 'Park of the month'. In November [2019] this will be our third year doing it. The first year they had like a big festival and it worked ok, but not really. And then we ran a sort of festival the next time, but the weather was horrible. And so, we decided as a group that instead of having one day that you pour all your money into [a festival] to promote [the AIBS], we have a whole lot of activities over a whole month, so smaller groups and showing different things that you can do within the area. ... that's working quite well., The park of [the] month tends to promote [the

AIBS] and so that's what is sort of one of our big things. [Our big thing] is about promoting the Bird Sanctuary and trying to change people's perception of, 'this waste land,' to a very important spot because it is, and it is so close to Adelaide, like 30 minutes and you are there. (ID#7)

... the second Flyway Festival, the 'Shorebirds Festival', changed its name. I think the first time they called it the 'Flyway Festival' but then they felt that people didn't know what a flyway was so then they changed it. The second time they called it the 'Shorebirds Festival' so that people at least would go, 'ah shorebirds!' But 'flyway' they were not sure whether it was planes and they were like, 'what's going on?' So, it became the 'Shorebirds Festival' ... and since then they have not actually had a one-day festival. (ID#6)

Some respondents (n=3/7) indicated that the success of the festivals used to promote the AIBS was diminishing by each year. The respondent stated that the impact of the latter events could not be compared to that of the first festival:

The first Flyway Festival that they had was very heavily advertised and promoted and so on and I think it was sort of government supported. The second one, hardly anything. So, after the big fanfare of the launch, it died down very quickly. (ID#6)

They have tried to have a couple of events to mark Shorebirds Festival but split over different events and stuff, but it hasn't had the same impact. (ID#6)

5.3.2.5 Creation of awareness about The Collective

One respondent (n=1/7) indicated that The Collective carried out some activities with the purpose of letting people know about such things as its existence, goals, and plans. The respondent cited two activities that The Collective organised in order to make it known to the public and interested parties. One of the activities was 'Meet The Collective', and the other was the 'Ecology Summit'. The respondent explained that 'Meet The Collective', was an event that took place at the Adelaide Zoo immediately after The Collective had been launched. The respondent said that the 'Meet The Collective' event was publicised and was open to the public who were given an opportunity to meet the different stakeholders and learn about them as well as about structure of The Collective. The respondent stated that his knowledge about The Collective was broadened at the Ecology Summit:

Just after the launch they had a session called 'Meet The Collective.' So, they invited the public to come along and they had the members of The Collective in a big venue and they invited members of the public to come along and speak to them and find out about The Collective and see what it was all about and to understand that. So, it was

sort of a wander around and speak to the various parties, the stakeholder groups. ... So, it was different groups. All of the parties were represented at that. (ID#6)

No, not much general information [was provided at Meet The Collective] at that particular time. I mean you could go around just speak with [The Collective members] and get a feel of what [The Collective] was about but then further information came later on in some of the other meetings or public meetings and so on that they had. (ID#6)

My major involvement started with I think the Ecology Summit back in August 2015. So, I attended that because I am interested in ecology and I was interested in the birds and I thought that was a fantastic opportunity to go along for that. And, so we found out more about The Collective there.... (ID#6)

One respondent (n=1/7) pointed out that attendance was low at Meet The Collective. The respondent suspected that inadequate publicity may have been the reason few members of the public attended the event:

Probably a fairly narrow group because it wasn't widely publicised. You had to be involved in an interest group to hear about it. ... And I have been involved in a lot of other groups and so on around the place so that's how I heard about it, first of all. (ID#6)

General observations in implementation of activities

All respondents (n=7/7) acknowledged the role the coordinator from the Department of Environment and Water, who was employed in the department to lead the process of creating the AIBS played in the implementation of the activities that The Collective undertook. The respondents showed that the coordinator was motivated and did a lot of work to make sure that the tasks that were set forward for The Collective were accomplished.

It was really just [the coordinator from the Department of Environment and Water] calling all these meetings asking people to come together.... (ID#1)

And this person here she was really good, really passionate and brilliant. It was almost sitting too much in her hands. (ID#3)

I would say that without the kind of enthusiasm and passion and focus that someone like [the coordinator from the DEW] had to pull all those together it wasn't well enough established before change of government (ID#4)

So, [the coordinator] was like the lynchpin to make everything work and come together. It takes a personality to do that. [The coordinator] was a personality. ... [The coordinator] kind of was the mixer, she made everything mix and she made it come together. (ID#5)

Most respondents (n=5/7) expressed concern in a number of areas because of the leading role that the Department of Environment and Water took in The Collective through the coordinator. One of the things that the respondents were concerned about was the overreliance of The Collective on government's resources, both financial and human. The respondents indicated that The Collective relied heavily on the resources that the department was providing, and this had serious repercussions on the sustainability of The Collective suggesting that that might have been the reason The Collective did not continue after the change of government and withdrawal of government resources.

... and the work load was put onto the coordinator a lot. That was the weakness, a weakest link. (ID#3)

I think the thing is governments change every 3 years and each government sets [its] own agendas. This new government came in, I am not saying it didn't have own agenda in the Bird Sanctuary or else, but I think the money went on to other priorities that would need to be picked up, and that's the problem where all the money sits in the government. ... So, that's where this model failed in a heap. I think people could see it coming but it was a bit too late once people saw it coming to do something about it. (ID#3)

If anybody is relying on government solely for resources governments come and go in some way. Well, political parties come and go in that sense. In some ways governments live forever, the [people] on the seats change, Priorities can change easily, and funding can be withdrawn easily. So, I guess the whole project was always going to be vulnerable to change in government priority and funding. (ID#4)

The other concern raised by the majority of the respondents (n=6/7) was that the Department of Environment and Water, through the coordinator, was the one that was in control of the activities that were being undertaken and not The Collective. In this regard, one respondent stated that even in some situations where The Collective's performance was not satisfactory the encouragement that the department was providing to The Collective was just a cover up of the fact that the department was the one in the driving seat:

And that [bringing The Collective members together] was all run by the government, so from my ministry. That was all, when we would meet. A lot of times it would be the

ministry, the government or [The coordinator] running all the meetings. They got all the catering, they had the venue wherever, sometimes we would meet in their offices or something. So, it was a very government-down approach. (ID#1)

But I didn't get a sense that The Collective was driving things. It was more the Department was driving things because it had the resources, it had the technical knowledge. (ID#4)

So, in some ways I think the [Department of Water and Environment] was more like a tail wagging the dog rather than the other way around. (ID#4)

I think [that The Collective being a big group] probably meant that [The Collective] lacked focus at times. So, those people who worked for the backbone, the department employees, bent over backwards to facilitate and encourage the members of The Collective to take the lead. But I think often in reality they were leading. (ID#4)

5.4 Perceptions about the uniqueness of The Collective in natural resource management

One of the aims of this study was to establish the credibility of the claims that The Collective is a unique approach in management of natural resources. A question asked of respondents was what did they think to be new or different about The Collective as an approach to environmental management. This question attracted different responses reflecting respondents' perceptions. Most of the respondents (n=6/7) said that The Collective was indeed new and/or different, while two respondents (n=2/7) thought it was not unique.

5.4.1 Perceptions that The Collective was unique

The respondents (n=6/7) who stated that The Collective was either new or different, expressed that they thought The Collective was new because they had never heard about use of such a concept in managing natural resources prior to the time this concept was introduced for the AIBS:

Definitely new. ... definitely new to the state. I mean the AIBS was the first place I have ever heard of [The Collective] ... to me it was a new approach. I sort of had reservations about it, but I thought it sounded good. In theory it sounds very good but it's definitely a number one new approach. (ID#6)

It's the only one that I have ever heard of in Australia ... Well, it's new for Australia. (ID#6)

I can't remember when the Collective Impact kind of came about but to us it was very, very new. (ID#7)

Well, we've never done it before. As a department I have never heard of anybody going about [setting up a national park] in that particular way [using The Collective] so for us [the use of The Collective] was all a new approach. [ID#7]

5.4.1.1 Perceptions that The Collective created partnerships among stakeholders

Respondents mentioned several factors which they perceived made The Collective new or different. Two respondents (n=2/7) pointed out that The Collective introduced partnerships among different stakeholders. The respondents specifically cherished the partnerships that the The Collective created between local councils and the state government. These respondents said that the state government engaged councils in processes leading to the establishment of the AIBS which was had never been accomplished before. These respondents indicated that the state usually created and managed natural resource management areas on its own, but through The Collective, the councils were given a chance to take part in the establishment, as well as, the management of the AIBS:

It gave us an opportunity to work with the state around setting something up. It wasn't as if the state had made a decision about declaring or working towards a park but they were going to, whereas most conservation or recreation parks owned by the state are managed and controlled by the state. Therefore, they make their own decisions (ID#2)

It was very different. It was a very new approach because traditionally, state government, if they wanted to set up a new park, they will just go and do it, and maybe consult with local governments in the area. (ID#3)

One respondent (n=1/7) also highlighted that The Collective encouraged the development of partnerships among different stakeholders. This respondent stated that The Collective concept introduced them to working with different stakeholders in matters concerning common areas with a common goal. The respondent explained that the joint management of the AIBS was different to common practices whereby organisations work in isolation:

I think it was just a new way the process [of establishing The Collective] worked [that made The Collective unique]. The area that the Bird Sanctuary sits on, is acknowledged as being significant to the area, both from a bird point of view, and environmental point of view because it is the total space between urban communities and the natural environment. And that space is always under pressure. So, it was good to actually have a conversation around working with other stakeholders to deliver an

outcome which had a greater benefit, both for us regionally, but also contextually across the whole flyway stream, and that's where The Collective moved to. (ID#2)

... 'oh, we are declaring an area (that is the Bird Sanctuary) but we don't own all the land so we need to get those other stakeholders engaged with the process,' which is again an interesting process because usually national parks are declared where it's wholly and solely a single entity or single management framework. And I think that's where The Collective became key because it was a situation where it was not a single entity managing the site because of ownership of land and title, which is unique in the sense of what I have been involved with in the past. (ID#2)

5.4.1.2 Perceptions that The Collective brought advanced community engagement

Some respondents (n=3/7) indicated that The Collective engaged communities in matters of the AIBS in a manner that was new and different. These respondents acknowledged that stakeholders work with communities in natural resource management, but The Collective concept enhanced the engagement of communities through their inclusion as members of The Collective:

I think the thing that I thought was different about [The Collective] was that it seemed to really bring the community up, like have a lot of that community support. (ID#1)

New thing? The concept? Well, public consultation, the amount of public consultation. So, the opportunity for the public to have input. I mean whenever [the government] declares a new national [park] or proposes a new national park there was always opportunities for the public to make comments but that's not well advertised. Most people don't know about [the opportunity to provide input], no-one does it. ... unless you've really got a keen interest you will not [get involved]. I think it was better than that for the establishment of the Bird Sanctuary. It was an improvement because they deliberately targeted the 30 stakeholder groups so at least there was an attempt, I think. So, that was a change, that was an improvement on what has been done in the past. (ID#6)

I mean, in some cases maybe we don't engage with the community well enough ... and I suppose using [The Collective] was more of being able to get a wider reach, maybe It was just more about bringing everybody together. (ID#7)

One respondent (n=1/7) indicated that through The Collective the Department of Environment and Water encouraged the participation of Kaurna people. This respondent observed that the traditional owners of the land were already involved in natural resource management, but that the nature of their involvement was informal and limited. So, a change that was brought about

through The Collective concept was that Kurna people were able to participate fully in management of the AIBS:

... the coordinator in the Department of Environment and Water wanted to make sure that the Aboriginal side of what was going to be the management of the bird sanctuary was going to be involved in The Collective. So, she made sure that a representative of the Aboriginal group (which are the Kurna people in Adelaide), who happened to be Jeffery, was at the table, part of the group. So, that was good. But it was really trying to make it more official, to make them a partner and not just the government saying, 'oh, you can come to this meeting but not that one, that one or that one, and we will make our own decisions.' It was trying to bring them along on the journey of making decisions for the management of the park. So, that was good. (ID#1)

5.4.1.3 Perceptions that The Collective removed jurisdictional boundaries

One respondent (n=1/7) indicated that The Collective concept accorded councils involved in the AIBS an opportunity to work beyond their area of jurisdiction. The respondent said that usually councils work within a specified area in order to ensure that resources meant for their area are used for the right beneficiaries. Through The Collective councils found themselves involved in work that was beyond their own area and this was different:

Usually you sort of form a framework and then you work towards, 'this is what we want to achieve.' But here we were actually crossing over boundaries (ID#2)

5.4.1.4 Perceptions that The Collective was a long-term initiative

One respondent (n=1/7) stated that The Collective was different because it did not have a defined timeframe for its existence. The respondent compared The Collective with projects which have a strict period of implementation and pointed out that The Collective was different. This respondent said that it was a good thing that The Collective was not time-bound by referring to a project in America, Elizabeth River, which was able to achieve positive results including a clean river and promotion of tourism and recreation activities, because the project had no end:

... [The Collective] was a model that really was something the community could run with long term. It didn't have an endpoint. It was like this is going to happen into the future. ... So, I thought that was different. Because a lot of times in our environmental management work, we just go on like, 'hey, this project is 3 years of funding,' then after 3 years a lot of times we just stop. So, that was good. (ID#1)

5.4.1.5 Perceptions that The Collective was an exclusive group

One respondent (n=1/7) stated that The Collective comprised members who were chosen to be members of The Collective and that made it different. The respondent was surprised when they learned that a special group had been created for the Collective Impact. People were 'hand-picked' to be in The Collective to help participate in developing the management framework for the AIBS:

I remember [before] the first Collective Impact meeting I went to I did the background reading. I even Googled, 'What is the Collective Impact model'. ... But I was quite hesitant about the part that I read about where certain people are chosen to be members. And it said that people can come and go and things like that. But when I read that I was like, 'that's weird. So, you are like making this little exclusive group.' And I remember thinking, 'was that going to happen?' And it did happen. (ID#1)

5.4.1.6 Perceptions that The Collective was different to other Collective Impact initiatives

One of the respondents (n=1/7) pointed out that The Collective was set up differently to the Collective Impact concept from which it was derived. This respondent said that Collective Impact initiatives are spearheaded by concerned parties who come together after problem identification to gather resources and work together to solve the problem. The respondent stated that in the case of the AIBS the state government was responsible for bringing stakeholders together as The Collective, and provided resources for the AIBS, thereby making The Collective different:

And I think that's probably what makes this example of Collective Impact to be different to others. My understanding is that in a lot of cases a group of stakeholders will come together with some level of consensus that there was a problem that was complex, that was going to need lots of people to be involved to help to solve it. And then having worked out some agreement about what the problem was, they would then come together to organise some resources to work on the problem full-time. And the resources, referred to as a backbone, would serve the steering committee, would serve The Collective. In this case, the State government department was the initiator. The Department provided the backbone resources (ID#4)

5.4.2 Perceptions of The Collective as a new approach to Natural Resource Management

When asked what made The Collective new or different, one respondent (n=1/7) stated that it was difficult to establish what was different or new about it:

It was hard to figure out. (ID#1)

Two respondents (n=2/7) expressed disappointment because they could not see the new things that they expected of The Collective. These respondents said that they had expectations that The Collective would bring good things, a new way of doing things, as well as the support that is needed for natural resource management, but The Collective did not meet the respondents' expectations. This kept them wondering about what was new about The Collective:

So, I think I sort of saw this Collective as this group who were going to come in and, not solve our problems, but kind of come up with some really new creative ideas and ways to do this whole project differently. And for me that didn't happen. (ID#7)

And I also thought The Collective would be that group, that would be that outside help, that would go, 'oh, I know I have access to this group of people which will then maybe be able to help with funding for this project or that project.' (ID#7)

[The Collective concept] doesn't seem like it's that dissimilar to a lot of the work we are doing any way. Like it wasn't really like totally different. And I thought that there was a lot of good stuff that could be done. (ID#1)

5.4.2.1 Respondent's familiarity with community engagement

These two respondents (n=2/7) singled out several activities that The Collective was involved in to justify their perception that there was not much that was new or different. The respondents said that The Collective did not carry out activities which were out of the ordinary but activities that people were already familiar with in the natural resource management circle. The activities that the respondent gave as examples of reasons why The Collective could not be regarded as new or different are highlighted below.

One of the respondents (n=1/7) indicated that engaging communities in natural resource management was not a new thing. The respondent said that communities are always involved in natural resource management and that this is a common practice:

... we do a lot of work with the communities ... and we had meetings with different communities to talk about the Bird Sanctuary and all that stuff that was going on. I don't think there was anything kind of new. We work with the communities anyway, and different people and experts. So, I mean, as I said, the site has a number of different groups that go out there, use it. So it wasn't like we had a blank piece of paper, and said, 'oh, who wants to be involved with birds?' They were already there doing stuff.

5.4.2.2 Respondent's familiarity with national park set up processes

One respondent (n=1/7) expressed that the process of establishing the AIBS was a standard process that was followed for setting up a national park. The respondent mentioned the management plan for the AIBS as an example of activities that are undertaken when setting up a national park. The respondent said that The Collective carried out activities leading to the production of the management plan for the AIBS, including consulting communities for input, and that this would have been done with or without The Collective because that was the correct procedure:

... we went through the same process we would go through with any management plan. ... So, there is already those kinds of things in place, but I think they were really keen to try something different which possibly works in lots of circumstances. (ID#7)

... And you can imagine that we, as government employees, are not set in our ways and certainly don't mind trying new things and we are always looking for new ideas. But there are some things that we are quite set in, as I said, this is how you write a management plan, these are the steps to it and this is how you have to get it signed off, so you kind of do that. These other things, like setting up a national park and getting the land, we had to go through all these processes that were government processes that you had to get through to get them done. So, they were things that were out of everybody's [control], people could influence some of it, but not all of it. (ID#7)

... there were some things that we would have done anyway. Like setting up things and the park, we would have sought that information and that community input, anyway. (ID#7)

5.4.2.3 Respondent's familiarity with stakeholder engagement

One respondent (n=1/7) indicated that The Collective brought together different stakeholders but that was not a new or different thing. The respondent stated that what The Collective did by bringing different groups of people together could have also been ably achieved by other bodies like Advisory Committees which were already in place:

We do have sort of Advisory Committees and things like that which may have also done a similar job and targeted people who had an interest in [the AIBS], experts in those fields as well. (ID#7)

5.5 Perceptions of The Collective as a valuable approach for environmental management initiatives

This section highlights respondents' perceptions of The Collective as a useful example for other environmental initiatives to emulate. Respondents were asked several questions to

determine whether or not The Collective is an approach that is worth adopting for use in other environmental management settings. Questions asked respondents for their perceptions of network continuity, alternative approaches to The Collective, and challenges. The findings are presented below.

5.5.1 Perceptions of the status of networks powered by The Collective

Respondents stated that because of The Collective they had come to know different groups of people who they could work with, depending on the nature of the activities they were carrying out. The respondents pointed out that The Collective had connected them to other organisations as well as the community. When asked if The Collective networks had continued after the cessation of The Collective's functionality, some respondents (n=3/7) indicated that the networks that had been established through The Collective had continued after its cessation. One respondent said that they still feel a sense of belonging or cohesion with the group of stakeholders with whom they worked on The Collective when they meet now, in other activities not associated with The Collective:

I think yes, The Collective has disbanded but the relationships and the individuals and the contact, people are all aware who needs to be approached to actually deliver stuff. So, I think the beneficial outcome is that we have all become connected. It's not just council now connected with the state government, but we also know who we can go to from a community point of view, or from a local point of view ... we have got a relationship we can work forward on, instead of having to try and establish that relationship and trust. (ID#2)

[The Collective] kind of had a meeting back in December to talk about where they were at. So, I think The Collective is sort of [finished]. There is still a group of people who we can contact if we need to or if there [are] things that come up (ID#7)

Certainly, some of [the networks] have [continued even though The Collective is not functioning]. I think some of them, as I said, that Shorebird Alliance has picked up some of the network but, on a state-wide basis, and certainly the Friends' group we work with, the University [University of South Australia] we still work with, the Kaurna we still work with. So, I think there [are] all those relationships that are still [there]. Not all of them, but quite a few are still there, probably the most important ones. (ID#7)

Well, you get to know the people [in The Collective], you get to know the players and you see them at other events ... But we know each other, we are an invisible network. (ID#5)

Two respondents (n=2/7) however, perceived that the networks created during The Collective did not continue after its cessation. One respondent pointed out that reluctance of The Collective members to participate in this study is an example. One of these respondents had not met any Collective members officially since its cessation.:

I don't think [the network] has [continued]. Especially because it's been hard for you to find people to be interviewed. If [the networks] still continued it could have been easier. (ID#1)

I suspect that many of [the networks] are not active. (ID#6)

5.5.2 Perceptions of alternative approaches to The Collective in environmental management

When asked about their thoughts on approaches that might be more effective for managing the AIBS other than The Collective, no alternatives were suggested except for a slight modification of The Collective. Additionally, some respondents expressed that The Collective was not the right approach for the AIBS. These are presented below.

5.5.2.1 The perception in support of The Collective concept as implemented in the AIBS

One respondent (n=1/7) said they were in favour of the Collective concept. This respondent acknowledged that The Collective had some shortfalls but realised the positive aspects that The Collective brought. They highly regarded The Collective for presenting an opportunity for participation of stakeholders, and especially for the level 'playing field' it offered for 'equal' participation. The respondent didn't think any changes were needed:

I think The Collective was the best outcome in relation to [the activities for the AIBS] because, yes, there could have been other methods of engagement undertaken to deliver a management plan, but it wouldn't have given equal voices to the stakeholders around the table in relation to [the activities] so, that's the benefit that I saw (ID#2)

5.5.2.2 Perceptions in support of modifications in The Collective concept implemented in the AIBS

The majority of the respondents (n=6/7) expressed their support for The Collective concept, but not necessarily, as executed for the AIBS. These respondents thought that in principle The Collective concept was good, but that it needed a few modifications to have improved their experience of working as part of it:

I think on paper, in theory [the Collective concept] is fine but just tightening up [the approach], I guess. So, it's sort of taking what's there and refining it with some tighter

criteria based on [the AIBS] experience. I am sure there will be plenty of others that have some experience so, I wouldn't throw it out of the door. I think it's worth working on and adapting that. (ID#4)

Perceptions that The Collective should have been community-led

Almost all respondents (n=6/7) pointed out factors they perceived prevented The Collective as meeting the standard they expected. In addition, some respondents (n=5/7) suggested improvements needed to make The Collective better or to achieve what was intended of it.

The majority of respondents (n=6/7) stated that The Collective was initiated by the government. Some respondents found fault with the government leading the process of setting up The Collective. They expected a concerned community to be responsible for constituting The Collective. The Collective concept stipulates that the community should identify issues of concern, (those worth dealing with for the common good). Respondents indicated that a better outcome would have been delivered had the community lead the decisions about how to deal with problems in their area, in this case the AIBS. As the government drove the process, The Collective was not in keeping with the Collective impact concept:

It was a government job to create The Collective. So, it didn't come from the people. (ID#5)

If [The Collective] continued maybe in a different way. And the different way being that the people who are really involved are the community or maybe a few council, local government representatives. So, then you remove the government saying, 'this is how it should be,' and you have the community saying, 'this is how we want it to be' pushing. So, I think that could work. And I think that's how it's meant to work. (ID#1)

I think [with] the idea of The Collective, you need to have that community support and that ground swell of the people who already love the area a lot, and there wasn't that. ... So, I think the approach should have been to do a lot of workshops and a lot of build up to get more people in the community really interested and to see the value and how important that area is and build up a big community support, a big group. ... So, you get the people who love the area, and who will put in the time to make it a good place. You get them to [promote the area] not just, 'you, you, and you, and you'. (ID#1)

Perceptions that The Collective should have been NGO-led

One respondent (n=1/7) said that The Collective would have been successful if it was led by Non-Governmental Organisations (NGOs) and not the government. This respondent claimed that reliance on the government had led to a great mistake and that this reliance might be the

reason The Collective did not survive after the change of government, which seemingly led to a change of priorities. The respondent stated that a consortium of NGOs was supposed to take the lead for the AIBS, making connections with the commercial sector and other organisations for it to be sustainable. The respondent showed that the proposal to be NGO-led was the proper way of applying the Collective concept, as witnessed in one of the first and successful projects of The Collective, with communities and NGOs in the lead:

I think the key thing is governments change every three years and each government sets their own agendas. ... So, this model I think could have been tweaked a little bit - Nature Conservancy joined up with Birdlife Australia or something earlier on, as a partnership, and then, being early with like the local business association, and also working with local corporations and get their buy in right from the word go. So that possibly there is this partnership, NGO partnership [that] could pick [The Collective] up after the change. Then earlier discussions could be around allowing NGOs to pick up the backbone [the coordinating role] and working with local corporations or others interested in trying to support [the AIBS]. ... And you look at some Collective examples in other states, I can't remember which river it is, but this collective group has been going on for 25 years and they are not relying on government funding. They have got buy [in from] all sectors of [the] community and the leadership is generally driven from NGOs. (ID#3)

Perceptions that The Collective should have had physical presence in the AIBS

One respondent (n=1/7) perceived that The Collective was disconnected from the communities that it was meant to serve. The respondent stated that The Collective always conducted its meetings in venues away from the AIBS which the respondent found created a barrier between The Collective and the AIBS. This respondent felt that visibility of members in the AIBS would have made the community to feel more connected to The Collective. The respondent thought that a continuous presence of members of The Collective in the AIBS would have increased understanding of the problems that The Collective was dealing with, and that this would have worked in the advancing the interests of the AIBS:

One of the things that The Collective did for its entire time [is that] I don't remember us having a meeting in the Bird Sanctuary. So, for me, there was this physical disconnect between the problem that we were working on and where we would meet. We were sort of meeting in this typical sort of, you know, where the free meeting rooms were [in DEW}, where it was convenient for certain people. So, the meetings would happen, and to be fair to some extent it's not of centrally located, but central in terms of all of Adelaide, not central in terms of the Bird Sanctuary. ... So, it wasn't embedded in that

sense in the problem, in the communities where the problem was. ... There were a couple of kind of field trips in that sense, maybe one or two, but I think there needed to be much more of that in terms of understanding the problem and us all having a shared mental picture of the sanctuary, of the infrastructure that is there, of the infrastructure that isn't there, of where the communities live, of where the bike-riders ride their bikes and trash the Samphire, and there was more that could have been done along those lines. I think that would have helped keep people on the same page a bit more. (ID#4)

Perceptions that The Collective should have had a fixed plan followed by all

One respondent (n=1/7) observed that The Collective was too flexible in the way it conducted its business. They said that The Collective, through the coordinator from DEW, introduced to The Collective new things that were not in the original plan during the course of implementation of activities in the AIBS. This respondent claimed that these modifications affected timelines and caused confusion within the community. They suggested that if The Collective had a fixed plan that did not change depending on circumstances it would have been an improvement

My personal and general feeling was that the more the person running the programme got involved and understood about The Collective, [it] kind of changed direction [in] the way things were going. So, one minute we were going this direction and the next minute we were kind of steered in a different course, and you were sort of, 'haven't we already done this?' or we were a bit of an afterthought for some things? So, I think for me if we are going to do this again, we need to all be, and I don't know how you would do it, but all be brought on [board] at the beginning and then have a plan and just keep to that main plan, and not like move to [other things] (ID#7)

Perceptions that The Collective should have had a revised role

Another respondent (n=1/7) stated that The Collective was supposed to take stock of its existence and operations to determine whether to change the way it was operating or to continue without change. This respondent perceived that The Collective needed to shift from facilitator to implementer. The respondent said that they would have loved to see The Collective establishing itself as a non-profit organisation with the ability to employ people and source funds for its operations:

So, one of the questions The Collective may need to think about in terms of its role was, 'would it be a facilitator, or would it actually set itself up as a business itself putting in [a proposal] for grant money to do work? So, there was a question about whether it was just going to try and help connect these other programmes and people, or actually

be an active player. So, I mean it could have gone that kind of pathway. It could have tried to get a commitment from the big stakeholders, departments, to pay for an ongoing position who would then act as a coordinator. It could apply for grant money but to employ a coordinator who would be an employee of The Collective. It could be AIBS Collective Inc, a not-for-profit association or whatever small business essentially, who could then employ someone to coordinate I mean to go looking for grant money from the Federal Government, State Government, try and look at possible partnerships and other businesses in the area (ID#4)

5.5.2.3 The perception that The Collective concept was not the right model for the AIBS

One respondent (n=1/7) throughout the interview emphasised The Collective concept was not a model that was right for the AIBS. The respondent referred to the original design of the Collective concept as an approach to address a community-identified problem. This respondent thought that the AIBS didn't have a community-identified problem suited to the adoption of the Collective concept. According to the respondent, everything that could have gone wrong for The Collective was just because the approach was not appropriate for the AIBS:

The Collective in our situation probably wasn't the right model. ... From what I have read about Collective Impact, I don't know that we had a real problem to solve. I know that we have got issues, but the [example] that we talked about was I think Elizabeth River in America. If you read it, apparently this river was really polluted and dirty and the locals wanted to go swimming in it, but they just couldn't use it. So, this is where that Collective Impact [came in]. They had the problem of the river - they couldn't swim in it, they couldn't do anything in it so, that's how they worked to get this Collective Impact and all the businesses and people, and they cleaned up the river. Whereas, we didn't really have a strong issue. As I said, migratory shorebirds are obviously declining in numbers, but [DEW] is developing a park. So, I am not sure The Collective was kind of the right model. (ID#7)

5.5.3 Respondents' perceived consequences of the end of The Collective

Respondents lamented that the end of The Collective could lead to a loss of some of the good things The Collective had brought about. The respondents singled out several privileges that would be lost because The Collective was no longer functioning, these are explained below.

5.5.3.1 The perception of loss of collaboration opportunities

One respondent (n=1/7) stated that the end of The Collective would lead to a loss of opportunity to work with others for a common good. The respondent said that in most

circumstances entities work in isolation and initiatives such as The Collective are the ones that make a difference for groups of people who come to work together. The respondent realised that through The Collective a lot of stakeholders had the opportunity to partner with others, and actively participate to make a positive contribution. The respondent could not see a continuation of working relationships beyond The Collective and the respondent considered this to be unfortunate:

Would it be a loss? I do [think so] in some respects. ... But I think it's a loss in terms of people in the general public working together for a common goal. People from different areas of life different businesses, different interests and so forth coming together and working towards a common goal, ... working towards a common good and I think its loss from that point of view because I don't think we have enough of that in society. ... We are too focused on our own little pathway, we are missing out on opportunities to work with other people, to broaden our outlook and perhaps potentially reach common goals that we wouldn't do individually. So, the power of the people. I think that is a loss. (ID#6)

5.5.3.2 Perceptions of loss of opportunity for continuous environmental awareness

Two respondents (n=2/7) indicated that The Collective offered an opportunity to raise awareness about the environment. These respondents thought that The Collective was privileged to involve communities in its activities. They thought that in promoting the AIBS The Collective was able to make people recognise its importance and to develop a positive attitude towards the area. Respondents said that the discontinuation of The Collective the opportunity was lost to raise peoples' awareness of their environment:

I think there is an obvious loss in terms of people engagement in that area for there are always environmental issues these days [that need] continuous awareness raising about what's there?, what can be done?, and how it can be done? And, as we all know, community groups need support and they will find it hard to get that support [in the absence of The Collective]. (ID#3)

I guess the biggest loss I see is missed opportunity to make the area as good as it could be, or for people seeing the value in the area (ID#1)

5.5.3.3 The perception of loss of opportunity to influence

Another loss that will be experienced due to the non-functionality of The Collective raised by another respondent (n=1/7) was representation of Kaurna interests in affairs of the AIBS. This respondent said that the Kaurna representative was given a rare opportunity to participate in

a body where they had contact with the government and could present their views to make a difference, knowing that the 'right' people were at the table.

And I don't know but [the Kaurna representative] could be quite upset that [The] Collective isn't working anymore because now he doesn't have a voice to the government anymore.... And he had a really strong voice in The Collective. Now he doesn't [have the voice] anymore. So, I remember that last meeting [the Kaurna representative] stood up many times and said how much he valued the approach that [the coordinator from DEW] took because it really meant a lot to him, and how he was able to influence a lot of things. (ID#1)

I guess now that The Collective has stopped it's just unfortunate because certain people that were on that group had a direct line to the Minister, to the government. So, for example, ... [the Kaurna representative] was really a big part of The Collective pushing for that co-management. So, he said, 'I know this group is great because I have a voice to the government, and they are listening.' (ID#1)

5.5.4 Perceptions of challenges of The Collective approach

Respondents were asked about challenges of The Collective approach for environmental management. They mentioned several challenges which were two-fold, that is, challenges for The Collective and those for the Collective concept. although some of the challenges fell in both categories as general challenges. The following are the challenges that respondents pointed out.

5.5.4.1 Working with a mixed group is challenging

A few respondents (n=4/7) indicated that one of the challenges for the Collective approach is working successfully with a diverse group of people. These respondents identified several problems that come with working in a diverse group, despite the advantages that collaboration brings. The respondents said there is need to come up with strategies to ensure harmony and to achieve agreement on issues of concern. Strategies include setting guiding principles and creating a common ground for participation. These respondents said it is not easy to find common footing for a diverse group:

The only challenge I put my finger on is trying to present a common presence with mixed individual backgrounds coming together. So, we had state government, we had private industry, we had cultural groups, we had local government all in that space. For me, as the working groups were going, I was saying, 'alright, I need to think differently of how I approach the conversation here.' So, when you are presenting stuff, 'this is

how we do it. Has this been considered?' So, it's not like, 'this is the decision or the outcome or, this is what needs to be achieved,' but, 'how can we work together?' (ID#2)

A Collective is complex because there are many players, many egos and all of that has to be flat, otherwise it doesn't work. (ID#5)

And then establishing ground rules too. Does everyone have equal say? What if you have got a bigger representation from one party [than] from another, how do you balance out that approach? ... It's not going to work out unless you have got some really established ground rules, I would imagine. So, I think that could be a problem with [working with a mixed group]. (ID#6)

And again, I think that will take any organisation quite some time to really develop that kind of shared consensus because they were such a broad range of people in the room. (ID#4)

5.5.4.2 The Collective group is too big

A few of the respondents (n=3/7) indicated that because The Collective was a large group, size presented a challenge. These respondents said that a large group is usually difficult to keep focused. These respondents also stated that when working with a big group it is difficult to find a time that suits everyone and it is not easy to ensure that the same people come for meetings and/or activities.

Well, [The Collective's role] was I guess like a Steering Committee, but it was quite big. So, it was meant to act like a Steering Committee and set direction, but it was maybe too big in some ways. (ID#4)

So, those are a couple of things I can think of that could be an issue with [a big group]. And finding time for the groups to meet as well, because the more parties you've got, the more parties you've got to try and bring together. The harder it is that you will find a commonly agreeable time where everyone can make it, especially if it's going to be at a cost. I mean if they are business owners and so on, they are not likely to close their business to attend the meeting. So that's the problem. It's got to be the problem of the approach I reckon. (ID#6)

If you put 20/30 people in a room, it's hard to keep everyone sort of focused. ... I think that probably meant that it lacked focus. (ID#4)

So, just a pretty big group to try and manage. It tried to manage that in part by setting up a number of task groups, so sub-committees in those 4 areas I talked about before. But again, they didn't necessarily have the right people in the room. (ID#4)

I think [that was a challenge], getting the same people along. I think I went to everyone, I don't think I missed a single one because I could see how important this was for my student's jobs, and for my role in the university, in academia and I loved it. (ID#5)

5.5.4.3 Gathering stakeholders together is challenging

A couple of respondents (n=2/7) thought that bringing stakeholders together to jointly work towards a common goal was a challenge. These respondents indicated that getting the right stakeholders to be part of a joint management arrangement is difficult because the stakeholder identification process requires good judgement as to who can be involved with regards commitment and issue to be addressed. The respondents said that the other challenge is contacting stakeholders identified for participation:

Gathering together the stakeholders will be a big challenge. From what I remember from the Elizabeth River one [the people] wanted to clean up the river because it was heavily polluted or something, and it was seen as [being in the] community's best interest I suppose. Unless you have got a goal like that, [it will be] very hard to get groups together, and knowing which groups to target, and establishing the contact - how do you get the message out there? So, I think a problem with it would be initiating the whole process, how do you get the participants, ... gathering together the interest groups and targeting the right groups I think will be one of the initial challenges of any Collective approach. (ID#6)

Number one [challenge] is [that] everyone is busy with something else and if they are not paid to go you don't get people just loafing without payment.... So, people from the councils would go because it's part of their job and so the challenge there is that the reasons they are there, 'oh let's go as long as the job is done.' So, they are not passionate like me. So, I retired, and I am not paid anymore, and I am more passionate than ever. (ID#5)

5.5.4.4 Problems addressed by Collective approach are too big therefore challenging

Two respondents (n=2/7) indicated that problems addressed using The Collective concept are usually very big problems. One of the respondents stated that the problem The Collective was trying to solve was also too big to solve, especially because it was an international problem. The respondent said they looked at the international problem that The Collective was trying to solve as a challenge partly because the Collective approach is supposed to deal with narrow problems. The respondents pointed out that when problems are too big stakeholders might be scared and choose not to be part of the solution which is the bad side of the magnitude of the challenge that the Collective approach works to address:

I mean there was a fourth element which was about, looking into greater research and partnership opportunities beyond Adelaide in the context of the global network. So, it's a big, difficult environmental challenge and so I guess in that sense it would meet some of the criteria of these so-called wicked problems but maybe it's too big. Maybe there are sort of too many wicked problems all connected. (ID#4)

Our Sanctuary is just one, an important stop [on the flyway], but only one stop in the network so, it's an international question. I mean in how many cases was Collective Impact being used to try and solve international problems, I don't know. This is meant a lot for a [problem that is] much narrower not very complex but much more clearly defined and measurable, and urgent and have that real sense of urgency. (ID#4)

We've had some people come and talk to us about Collective Impact and one thing that I have heard quite a bit is the fact that sometimes the problem is too big and it gets like too overwhelming that people can't [solve it], it's too hard so you have to kind of break it down and have smaller manageable parts that people can deal with (ID#7)

Probably the biggest [challenge] is that you have got an issue that is too big [such] that it becomes unworkable and people get scared off by it and they can't see where they fit into it and the people can't see where they fit into the process as well. So, I think that's probably what would be for me the biggest challenge of Collective Impact - the problem you are trying to solve is too big (ID#7)

5.6 Conclusion

This chapter has presented an overview of The Collective from the perspective of the respondents. On the basis of the Most Significant Change Stories the findings have shown that the value of the AIBS lies in the opportunities it offers for shorebirds, for wider habitat protection and for the people who use it. As shown by the respondents' views the importance of the site is heightened by the fact that it is potentially beneficial locally, nationally and globally.

Based on the interviews, the findings have shown that The Collective constituted a group of people representing different organisations and/or themselves who worked through task force groups to address the focus areas of the AIBS. The chapter describes the activities that The Collective undertook in as far as the AIBS is concerned. Out of the several activities, production of a management plan is the major task that The Collective performed. The Collective was involved in all other activities alongside tasks that were done to collect information to feed into the management plan. The section has shown how The Collective

performed the activities, mainly areas that it did well and areas where improvement was required. A number of achievements were registered during the time The Collective was involved in the different activities, although for the production of the management plan respondents expressed different views about its status ranging from 'being finalised' to 'endorsed'.

Additionally, the findings have also highlighted perceptions that The Collective is new and different because it is the first of its kind to be implemented in South Australia and had a deeper regard for collaboration. Other perceptions have indicated that The Collective was not new or different because it implemented its activities in a manner that was similar to what was already happening in natural resource management without introducing actual different ideas and approaches.

Furthermore, the chapter has presented factors that can help to classify the Collective approach as a model that can be replicated for other environmental management initiatives. The information provided shows the positive aspects of the Collective concept in general, as well as the way it has been applied to the AIBS. Information about challenges of the approach has also been highlighted. Both are important in determining how valuable the Collective approach is and aid in decision making as to whether to adopt it or not for environmental management.

The following discussion will present the implications of these findings by comparing the findings with the literature on co-management.

CHAPTER SIX: DISCUSSION

6.1 Introduction

This study set out to investigate the value of the Adelaide International Bird Sanctuary, the characteristics of The Collective and how it performed its duties, how different The Collective was as compared to co-management approaches and whether The Collective is worthy to be recommended for other environmental management initiatives. The study achieved this investigation by looking at the value of the AIBS as presented in the Most Significant Change Stories, and seeking through interviews perceptions of The Collective members in regard to the characteristics, and activities of The Collective as well as the manner in which The Collective carried out its operations. It was anticipated that the respondents' perceptions would help to establish whether and in what ways The Collective was a unique approach to collaborative management. Additionally, it was anticipated that should The Collective prove to be unique and successful as perceived by the respondents in this study it may provide a basis as an approach that could be used by others involved in collaborative forms of environmental management.

This study confirms that The Collective shares characteristics of co-management arrangements, as evidenced by the survey results and the literature centred on co-management. The most important characteristic common between The Collective and co-management arrangements cited in the literature is that both approaches draw different stakeholders together to work jointly towards achieving a common goal.

This chapter presents a discussion of the findings in two parts. The first part covers findings from the Most Significant Change Stories on the value of the AIBS, and the second part discusses the implications of the findings from the interviews.

6.2 Importance of the AIBS

One of the objectives of this study was to investigate the value attached to the Adelaide International Bird Sanctuary by various stakeholders. In meeting this objective, the study considered a DEW data set of a range of individual perceptions about the value of the AIBS, based on Most Significant Change Stories. The main finding from the Stories is that the AIBS is indeed perceived to be a valuable place on the basis that it provides benefits for shorebirds as well as people interested in the area. The AIBS is identified as a place which provides a habitat for shorebirds, and opportunities for recreation, tourism, learning and stewardship (DEWNR 2013).

The Stories show that stakeholders have an interest in the protection of shorebirds visiting or residing in the sanctuary. They felt that extinction of the birds (likely if they are not protected) would impact not only the local environment, but also the world. Participants in the DEW study thought the AIBS was of paramount importance because other places that used to provide refuge to the shorebirds along the East Asian-Australasian Flyway have been degraded (DEWNR 2013). Most importantly, benefits for people through the AIBS, as identified by respondents in the DEW study, show these benefits as being linked to the wellbeing of the shorebirds. The argument is that the public would not want to trade their enjoyment, economic development, attachment to country, and knowledge of the birds and the AIBS because of their own practices that would threaten the livelihood of the birds and the habitat hence would participate in the conservation efforts for the AIBS.

So, the value that is accorded to the AIBS environmentally, socially, economically and culturally in provision of a habitat for shorebirds and benefits to humans implies that the AIBS is a place that needs to be properly managed in order to ensure that the benefits that it provides continue to be enjoyed by all concerned stakeholders. This justifies the establishment of the AIBS and probably The Collective which was endowed with the responsibility of managing the AIBS.

The following discussion presents an analysis of findings based on the interviews.

6.3 Principles of co-management – recognising diversity

According to the literature co-management recognises different values, interests and concerns that exist within and outside the local communities that are involved in the management of natural resources (Borrini-Feyerabend et al. 2000). The different aspects highlighted as present in natural resource management have been regarded as a cause of the complexity which characterises natural resource management. It is the complex nature of managing natural resources that calls for the involvement of stakeholders who have common interests in the natural resources earmarked for management (Borrini-Feyerabend, et al. 2000; Head 2004; Plummer & FitzGibbon 2006; Reed 2008). This study established that The Collective consisted of a varied range of people with vested interests in the AIBS who came together with the purpose of establishing and managing the Adelaide International Bird Sanctuary (AIBS). The Collective members consisted of experts in environmental issues from government and non-governmental organisations, groups with commercial interests, people interested in birds, including the community within the area of the AIBS. The membership of The Collective is in keeping with the literature that defines stakeholders as 'all those who affect, and/or are affected by the policies, decisions, and actions of the system: they can be individuals, communities, social groups or institutions of any size, aggregation or level in

society' (Grimble et al. 1995; Grimble and Wellard 1997 as cited by Vira & Jeffery 2001:3). So, the fact that The Collective brought together different groups of people to work together in managing the AIBS because of their shared interest shows that The Collective shares this principle of co-management. As such The Collective is not unique. It can be identified as a type of co-management.

However, it should be noted that the definition of stakeholders by Grimble et al. (1995), Grimble and Wellard (1997) as cited by Vira & Jeffery (2001) above refers to everyone who may affect or is affected as a stakeholder, which was not the case with The Collective. The study showed that The Collective brought together a big group of different stakeholders, considered to be too big by some. According to the respondents, there was a limit of 30 groups of people who were supposed to be members of The Collective per time whilst literature stipulates an average of 35 groups of stakeholders at any point (NPSA 2016; NPSA 2017; NPSA 2018). The determined number of stakeholders who can make up The Collective may mean that some eligible groups were not included in the partnership. The specific number of people who could make up The Collective was considered by some to make the group exclusive. This was regarded as something that applies only to The Collective among different management systems using participatory approaches in South Australia. Considering the fact that The Collective can bar some interested groups from participating, a suggestion may be to adopt the arrangement put forward by Borrini-Feyerabend et al. (2000) which indicates that a start-up team set up at the beginning of the co-management arrangement may facilitate the process of joint management of resources. Putting in place a small group of people to facilitate the joint management of resources on behalf of all stakeholders involved may ensure that there is smooth coordination. Additionally, having the small group can also ensure that all groups of people with vested interests in the natural resource area under management are considered for inclusion in managing the resources without major concerns about negative consequences.

6.4 Principles of co-management – harnessing capacity

This study found that the skills, knowledge and abilities of Collective members mattered in the joint management of the AIBS. The Collective members were chosen to be part of the management group because of their interests in the AIBS and/or the role they would play in The Collective. Respondents indicated that some people became members of The Collective because they were environmental experts and others for their socio-economic interests. It was also revealed that there were several task force groups which had members from The Collective as well as co-opted members who were specifically targeted because of their expertise suited to the deliberations of the task force. These findings agree with Borrini-

Feyerabend (2000) who states that in co-management the various capacities and comparative advantages of different actors are harnessed. Stakeholders focus on activities that will bring the best out of them thereby making meaningful contribution in a situation where people with different backgrounds and abilities work together for a common good. The Collective, therefore, can be seen to be following what are fairly standard principles of co-management.

6.5 Phases of co-management – learning by doing

This study has also showed that in the process of carrying out its activities, The Collective was not rigid, but changed depending on what the coordinator from the Department of Environment and Water deemed suitable, who incorporated new areas of focus over time. These changes introduced to The Collective as it executed its roles are a characteristic of the third phase of co-management called 'learning-by-doing' (Borrini-Feyerabend 2000). It is during the learning-by-doing phase of co-management when stakeholders manage resources together, learn from experiences in the course of implementation of activities and make necessary changes to the way they operate. Adoption of new ways of doing things depending on learnings makes co-management adaptive co-management, with emphasis on lessons being taken on board as implementation progresses (Folke et al. 2002 as cited by Armitage 2007). This shows that the coordinator was doing what is expected in a learning-by-doing phase of co-management. Again, The Collective is exhibiting practices that are described as quite usual and appropriate for co-management approaches to natural resource management.

This study found that some members of The Collective were negatively affected by the change of course of action which was continuously done as The Collective implemented its activities. Borrini-Feyerabend (2000) cautions that when making changes to the original plan and strategies, stakeholders need to agree to the modifications. The study revealed that some members were confused and frustrated by the individual decisions. It appears that there was insufficient communication between stakeholders to assist in developing an understanding why changes were necessary. Lack of consensus as to why adjustments were made may have been the reason for the negative reaction of some members. This suggests some shortfalls in the approach followed by some members of The Collective.

6.6 Levels of co-management

The study found out that the Department of Water and Environment would typically have sole jurisdiction for natural resource areas but in the case of the AIBS DEW became progressive in extending a shared approach to management. The gesture to involve stakeholders was appealing. Many of the participants felt privileged to take part in this venture. In addition, this study has identified that the Department of Environment and Water took a leading role in all

the activities of The Collective. The Department provided resources for conducting activities of The Collective, which it spearheaded through the DEW coordinator. Respondents thought this was DEW controlling and not sharing decision-making with The Collective members. This suggests that DEW was open to working with other groups of people in managing the AIBS but reserved its powers to make decisions suited to the government. Being the initiator of The Collective, DEW had an upper hand in the affairs of The Collective. Head (2007) points out that the funds that governments provide to participatory arrangements leads to governments driving programs. The sort of partnership that existed between the state and other stakeholders in The Collective concurs with the literature. The Collective arrangement (which sees the government in control), can be classified as a consultative co-management arrangement whereby 'government interacts often but makes all the decisions' (Armitage 2007:107). With regard to levels of co-management, as presented by Berkes (1991) and the ladder of citizen participation by Arnstein (1969), The Collective sits between informing to communication; and informing to placation, which shows that there is a relationship between the government and the stakeholders but stakeholders do not have the power to make decisions (fig. 2.2).

6.7 Conclusion

Considering the previous discussion, The Collective can be regarded as following a co-management approach. It is, therefore, not a unique approach, as claimed during its operation.

This study established that The Collective did not bring elements that were completely new or different to participatory approaches already in existence. Some respondents indicated that what The Collective did would have been done even if the group was not in place, and that most of the stakeholders taken on board were already working in the AIBS. Some were already working with each other. According to Vira & Jeffery (2001:7), 'collaborative approaches need to build on existing social arrangements, and to create new ones if those that exist are inappropriate.' The findings show that The Collective was formed using existing social arrangements already in place, and hence can be seen to follow due process as located in the literature. However, the fact that some respondents expressed dissatisfaction with The Collective's operations and its existence because of lack of noticeable unique things that The Collective brought may indicate that the system that existed before was still appropriate. Replacing an arrangement which was in order with another one without bringing something very different may have been what led to the frustrations of some stakeholders who could not figure out the reason why The Collective was created. Ironically, the realisation that another ably functioning system was in place may have been the reason there were claims that The Collective was new and different. Uniqueness may have been considered a sensible reason

for introducing another approach in a system that was functioning properly. The study shows that stakeholders were glad they would be involved in a new thing until they started finding it difficult to identify the unique elements, so the claims about The Collective's uniqueness may have succeeded to keep stakeholders engaged in the processes of The Collective, if that was the reason why the claims were made.

CHAPTER SEVEN: CONCLUSION

The complexity of environmental management problems and the role multi-stakeholder engagement plays to address the challenges can be clearly observed in the purpose, and the function of The Collective in carrying out its activities. The coming together of The Collective members to work towards creating the AIBS to secure habitat for shorebirds as well as to promote socio-economic benefits for stakeholders was viewed as a step in the right direction in environmental management. The Collective worked through task force groups, each responsible for a separate focus area with a different set of experts and interested groups portraying an example of complementarity benefits that are realised from multi-stakeholder collaboration. The Collective, in view of its nature and operations, shared characteristics of co-management, a reason the claim of The Collective's uniqueness attracted the interest for this study so that a closer and careful look could be taken and probably a discovery of the unique nature about The Collective could be made. This study accomplished what it set out to do because of the conclusions made that The Collective is not unique to co-management arrangements in environmental management based on reliable data that was provided on how The Collective functioned. The information gathered and analysis made can be used to clear the mist around uniqueness claims of The Collective and even other initiatives through the understanding that mere introduction of a different thing in an approach does not make participatory approaches unique to arrangements already in existence.

The potential of creating lasting relationships among stakeholders and ability to achieve set goals, though not completely unique benefits, may be indications that The Collective is a valuable approach that can be recommended for other environmental initiatives. However, as The Collective approach is recommended for other initiatives, caution should to be taken to ensure that The Collective is not promoted as a new or unique thing. The fact that uniqueness claims were made by the government agency responsible for the resource is problematic and perhaps misleading. The AIBS is a valuable environmental management initiative as portrayed in the findings from the Most Significant Change Stories but perhaps is following standard approaches to engaging multiple stakeholders.

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APPENDICES

Appendix 1: Letter of Introduction



College of Humanities, Arts and Social Sciences

GPO Box 2100
Adelaide SA 5001

Tel: +61 8 201 2760
Fax: +61 8 201 3521
beverley.clarke@flinders.edu.au

[insert web address](#)

CRICOS Provider No. 00114A

Date: 10 May 2019

LETTER OF INTRODUCTION (for student - Tamala Zembeni)

Dear Sir/Madam/Name,

This letter is to introduce Tamala Zembeni who is a post-graduate student in the College of Humanities, Arts and Social Sciences at Flinders University.

She is undertaking research leading to the production of a thesis on the subject of environmental management titled, "Investigating the Uniqueness of 'The AIBS Collective' as a co-management model for the Adelaide International Bird Sanctuary (AIBS)". The research aims to investigate the uniqueness of the 'The AIBS Collective' by comparing it to other environmental management models.

Tamala would like to invite you to assist with this project by agreeing to an interview which covers certain aspects of this topic. No more than 30 minutes on one occasion would be required.

Be assured that any information provided will be treated in the strictest confidence and none of the participants will be individually identifiable in the resulting thesis. You are, of course, entirely free to discontinue your participation at any time or to decline to answer particular questions.

Since she intends to make a tape recording of the interview, she will seek your consent, on the attached form, to record the interview, to use the recording or a transcription in preparing the thesis, on the condition that your name or identity is not revealed, and to make the recording available to other researchers on the same conditions.

Any enquiries you may have concerning this project should be directed to me at the address given above or by telephone on 8201 2760 or e-mail (beverley.clarke@flinders.edu.au).

Thank you for your attention and assistance.

Yours sincerely
Associate Prof. Beverley Clarke
Course Coordinator – Environmental Management
College of Humanities, Arts and Social Sciences

This research project has been approved by the Flinders University Social and Behavioural Research Ethics Committee in South Australia (Project number 8367). For queries regarding the ethics approval of this project, or to discuss any concerns or complaints, please contact the Executive Officer of the committee via telephone on +61 8 8201 3116 or email human.researchethics@flinders.edu.au

Appendix 2: Consent form for participation in Research



CONSENT FORM FOR PARTICIPATION IN RESEARCH

(by interview)

Investigating the uniqueness of 'The AIBS Collective' as a co-management model for the Adelaide International Bird Sanctuary

I

being over the age of 18 years hereby consent to participate as requested in the for the research project on

1. I have read the information provided.
2. Details of procedures and any risks have been explained to my satisfaction.
3. I agree to audio recording of my information and participation.
4. I am aware that I should retain a copy of the Information Sheet and Consent Form for future reference.
5. I understand that:
 - I may not directly benefit from taking part in this research.
 - Participation is entirely voluntary and I am free to withdraw from the project at any time; and am free to decline to answer particular questions.
 - While the information gained in this study will be published as explained, my participation will not be anonymous; however any information I provide will remain confidential.
 - I may ask that the audio recording be stopped at any time, and that I may withdraw at any time from the interview without disadvantage.
6. I understand that only the researchers on this project will have access to my research data and raw results; unless I explicitly provide consent for it to be shared with other parties

Participant's signature.....**Date**.....I certify that I have explained the study to the volunteer and consider that she/he understands what is involved and freely consents to participation.

Researcher's name.....

Researcher's signature.....Date.....

NB: Two signed copies should be obtained.

This research project has been approved by the Flinders University Social and Behavioural Research Ethics Committee in South Australia (Project number 8367). For queries regarding the ethics approval of this project, or to discuss any concerns or complaints, please contact the Executive Officer of the committee via telephone on +61 8 8201 3116 or email human.researchethics@flinders.edu.au

Appendix 3: Interview Information Sheet



Tamala Zembeni
College of Humanities, Arts and Social Sciences
Sturt Road
Bedford Park SA 5042
GPO Box 2100
Adelaide SA 5001
Tel: +61 4 5175 2119
Fax: +61 8 xxx xxx
tamala.zembeni@flinders.edu.au
Web: address@xxxxxxxx
CRICOS Provider No. 00114A

INFORMATION SHEET (for Interviews)

Title: Investigating the Uniqueness of 'The AIBS Collective' as a co-management model for the Adelaide International Bird Sanctuary (AIBS)

Researcher(s)

Miss Tamala Zembeni
College of Humanities, Arts and Social Sciences
Flinders University
Tel: +61 4 5175 2119

Supervisor(s)

Associate Prof. Beverley Clarke
College of Humanities, Arts and Social Sciences
Flinders University
Tel: 8201 2760

Description of the study

This project is investigating how 'The Adelaide International Bird Sanctuary Collective' is a unique co-management model. This project is supported by Flinders University, College of Humanities, Arts and Social Sciences.

Purpose of the study

This project aims to find out how 'The Adelaide International Bird Sanctuary Collective' is a unique approach to environmental management by comparing it to other co-management models. The study aims to

- Examine how the 'The Adelaide International Bird Sanctuary Collective' functions
- Compare the 'The Adelaide International Bird Sanctuary Collective' model to other co-management models to establish its unique qualities
- Elicit the successful qualities of 'The Adelaide International Bird Sanctuary Collective' as they have potential for application for other environmental management programs in other settings

inspiring
achievement

What will I be asked to do?

You are invited to participate in a one-on-one interview with a researcher regarding your views and experience with respect to your engagement with the 'The Adelaide International Bird Sanctuary Collective'. Your participation is entirely voluntary. The interview will take about 30 minutes. The interview will be audio recorded using a digital voice recorder to help with reviewing the results. Once recorded, the interview will be transcribed (typed-up) and stored as a computer file, and will only be destroyed if the transcript is checked by the participant.

What benefit will I gain from being involved in this study?

The sharing of your knowledge and ideas will help build an enhanced understanding of the uniqueness of the Adelaide International Bird Sanctuary Collective model.

Will I be identifiable by being involved in this study?

You may not be anonymous but your contribution will be confidential. Once the interview has been typed-up any identifying information will be removed and both the voice file and the typed-up file will be stored on a password protected computer that only the supervisor (Associate Professor Beverley Clarke) will have access to. Your comments will not be linked directly to you.

How do I agree to participate?

Participation is voluntary. You may answer 'no comment' or refuse to answer any questions, and you are free to withdraw from the interview at any time without effect or consequences. A consent form accompanies this information sheet attached with the email.

How will I receive feedback?

On project completion, the final project outcomes can be sent to you via email on your request.

Thank you for taking the time to read this information sheet, and we hope that you will accept our invitation to be involved.

This research project has been approved by the Flinders University Social and Behavioural Research Ethics Committee in South Australia (Project number 8367). For queries regarding the ethics approval of this project, or to discuss any concerns or complaints, please contact the Executive Officer of the committee via telephone on +61 8 8201 3116 or email human.researchethics@flinders.edu.au

Appendix 4: Ethics Approval Notice

8367 ETHICS approval notice (26 June 2019)

Human Research Ethics

Wed 26/06/2019 11:12

To: Tamala Zembeni <tamala.zembeni@flinders.edu.au>; Beverley Clarke <beverley.clarke@flinders.edu.au>

Dear Tamala,

Your conditional approval response for project 8367 was reviewed by the interim Chairperson of the Social and Behavioural Research Ethics Committee (SBREC) and was **approved**. The ethics approval notice can be found below.

APPROVAL NOTICE

Project No.:

8367

Project Title:

Investigating the Uniqueness of the 'The AIBS Collective' as a co-management model for the Adelaide International Bird Sanctuary (AIBS)

Principal Researcher:

Miss Tamala Zembeni

Email:

tamala.zembeni@flinders.edu.au

Approval Date:

26 June 2019

Ethics Approval Expiry Date:

31 December 2020

The above proposed project has been **approved** on the basis of the information contained in the application, its attachments and the information subsequently provided with the addition of the following comments:

Additional comments:

Please ensure that copies of the correspondence granting permission to conduct the research from [Department of Environment, Water \(DEW\)](#) are submitted to the Committee *on receipt*. Please ensure that the SBREC project number is included in the subject line of any permission emails forwarded to the Committee. Please note that data collection should not commence until the researcher has received the relevant permissions (item D8 and Conditional approval response – number 13).

RESPONSIBILITIES OF RESEARCHERS AND SUPERVISORS

1. Participant Documentation

Please note that it is the responsibility of researchers and supervisors, in the case of student projects, to ensure that:

- all participant documents are checked for spelling, grammatical, numbering and formatting errors. The Committee does not accept any responsibility for the above mentioned errors.
- the Flinders University logo is included on all participant documentation (e.g., letters of Introduction, information Sheets, consent forms, debriefing information and questionnaires – with the exception of purchased research tools) and the current Flinders University letterhead is included in the header of all letters of introduction. The Flinders University international logo/letterhead should be used and documentation should contain international dialling codes for all telephone and fax numbers listed for all research to be conducted overseas.
- the SBREC contact details, listed below, are included in the footer of all letters of introduction and information sheets.

This research project has been approved by the Flinders University Social and Behavioural Research Ethics Committee (Project Number 'INSERT PROJECT No. here following approval'). For more information regarding ethics approval of the project the Executive Officer of the Committee can be contacted by telephone on 8201 3116, by fax on 8201 2035 or by email human.researchethics@flinders.edu.au.

2. Annual Progress / Final Reports

In order to comply with the monitoring requirements of the *National Statement on Ethical Conduct in Human Research 2007 (updated 2018)* an annual progress report must be submitted each year on the **26 June** (approval anniversary date) for the duration of the ethics approval using the report template available from the [Managing Your Ethics Approval](#) web page.

Please note that no data collection can be undertaken after the ethics approval expiry date listed at the top of this notice. If data is collected after expiry, it will not be covered in terms of ethics. It is the responsibility of the researcher to ensure that annual progress reports are submitted on time; and that no data is collected after ethics has expired.

If the project is completed *before* ethics approval has expired please ensure a final report is submitted immediately. If ethics approval for your project expires please either submit (1) a final report; or (2) an extension of time request (using the modification request form).

First Report due date:

26 June 2020

Final Report due date:

31 December 2020

Student Projects

For student projects, the SBREC recommends that current ethics approval is maintained until a student's thesis has been submitted, assessed and finalised. This is to protect the student in the event that reviewers recommend that additional data be collected from participants.

3. Modifications to Project

Modifications to the project must not proceed until approval has been obtained from the Ethics Committee. Such proposed changes / modifications include:

- change of project title;
- change to research team (e.g., additions, removals, researchers and supervisors)
- changes to research objectives;
- changes to research protocol;
- changes to participant recruitment methods;
- changes / additions to source(s) of participants;
- changes of procedures used to seek informed consent;
- changes to reimbursements provided to participants;
- changes to information / documents to be given to potential participants;
- changes to research tools (e.g., survey, interview questions, focus group questions etc);
- extensions of time (i.e. to extend the period of ethics approval past current expiry date).

To notify the Committee of any proposed modifications to the project please submit a Modification Request Form available from the [Managing Your Ethics Approval](#) SBREC web page. Download the form from the website every time a new modification request is submitted to ensure that the most recent form is used. Please note that extension of time requests should be submitted prior to the Ethics Approval Expiry Date listed on this notice.

Change of Contact Details

If the contact details of researchers, listed in the approved application, change please notify the Committee so that the details can be updated in our system. A modification request is not required to change your contact details; but would be if a new researcher needs to be added on to the research / supervisory team.

4. Adverse Events and/or Complaints

Researchers should advise the Executive Officer of the Ethics Committee on 08 8201-3116 or human.researchethics@flinders.edu.au immediately if:

- any complaints regarding the research are received;
- a serious or unexpected adverse event occurs that affects participants;
- an unforeseen event occurs that may affect the ethical acceptability of the project.

Kind regards
Rae

Andrea Mather and Rae Tyler
Executive Officers, Social and Behavioural Research Ethics Committee
Research Development and Support
P: (+61-8) 8201 3116 | andrea.mather@flinders.edu.au
P: (+61-8) 8201 7938 | rae.tyler@flinders.edu.au

Flinders University
Sturt Road, Bedford Park, South Australia, 5042
GPO Box 2100, Adelaide, South Australia, 5001

http://www.flinders.edu.au/research/researcher-support/ebi/human-ethics/human-ethics_home.cfm



Proactively supporting our Research

Appendix 5: Interview Guide

Interview Questions

1. Could you please tell me when first you became involved in The Collective?
 - And how long were you a member?
2. In what capacity were you included as a member of The Collective?
 - What was your role as a member of The Collective?
 - How did you as an individual contribute to The Collective?
 - How did the organisation that you represent contribute to The Collective?
 - How did your role relate to that of other stakeholders in The Collective?
3. Can you describe to me the role of The Collective?
4. How well do you think The Collective worked towards achieving its aims?

Very effective	Moderately effective	Neutral	Slightly effective	Very ineffective
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- Please give a reason for your choice
5. How much influence do you think you had personally in decisions that were made by The Collective?

Highly influential	Moderately Influential	Neutral	Slightly Influential	Not influential at all
5	4	3	2	1

- Please give a reason for your choice
 - If you were influential what factors allowed you to be influential within The Collective?
 - if not at all what factors prevented you from being more influential within the Collective?
6. What do you think have been the main achievements of The Collective to date?
 7. Can you tell me what you think are the benefits of this approach to environmental management?
 8. Can you tell me what you think are the challenges of this approach to environmental management?
 9. What do you think was new / different about The Collective as an approach to environmental management?
 10. Do you think there might be a more effective approach to managing the AIBS, rather than using The Collective concept?
If yes, can you describe it?
 11. Has The Collective network continued beyond the purpose of managing the AIBS?
 12. What will be the biggest loss if The Collective does not continue into the future?
 13. Is there anything else that you would like to add about The Collective that we have not yet discussed?

Appendix 6: Letter of invitation to participate in interviews

From: Mossop, Catherine (DEW) <Catherine.Mossop@sa.gov.au>

Sent: Thursday, 27 June 2019 10:34 AM

Subject: Flinders University co-management study invitation [DLM=For-Official-Use-Only]

For Official Use Only

Dear AIBS Collective members,

A Masters' student from the College of Humanities, Arts and Social Sciences at Flinders University, Tamala Zembeni, is undertaking a research project and has approached DEW to ask if we could help facilitate a connection between them and you.

In the pursuit of research and learning from the AIBS collective, of course I'm happy to help, and so am forwarding the invitation to you. If you are interested in participating, please contact them directly (details below). If you are not in a position to be involved, then no further response is required from you.

The project will lead to the production of a thesis on the subject titled, 'Understanding the AIBS Collective as a co-management model'.

This project is investigating 'The Adelaide International Bird Sanctuary Collective' and its uniqueness as a management approach by comparing it to other co-management environmental management models in the academic literature. The study aims to:

- Examine how the 'The Adelaide International Bird Sanctuary Collective' functions
- Compare the 'The Adelaide International Bird Sanctuary Collective' model to other co-management models cited in academic literature to establish its unique qualities
- Elicit the successful qualities of 'The Adelaide International Bird Sanctuary Collective' as they have potential for application for other environmental management programs in other settings

Tamala is interested in the perceptions of members of the AIBS Collective in regard its approach to management. Given your past role on the Collective you are being asked to assist in the research.

Attached is a Letter of Introduction as well as the Information Sheet, which provides more details about being involved in the project. A Consent Form for Participation in Research is also attached.

Please indicate your willingness to participate in the study by sending Tamala an email: Tamala Zembeni tamala.zembeni@flinders.edu.au or calling her on 045175 2119.

If you have any questions or comments about the study, please feel free to contact Tamala via return email or phone.

Thank you on Tamala's behalf, for taking the time to consider this request. It's greatly appreciated.

Kind regards,

Cath Mossop

Community Engagement Coordinator

Please note that I work part-time, Tuesday, Thursday and Friday.

Natural Resources Adelaide & Mt Lofty Ranges | Parks and Regions

Department for Environment & Water

E catherine.mossop@sa.gov.au | M 0417 417 802

205 Greenhill Rd

Eastwood SA 5063

environment.sa.gov.au | naturalresources.sa.gov.au | envirodata.sa.gov.au

[Facebook](#) | [YouTube](#) | [Twitter](#) | [Good Living](#)



Government of South Australia

Department for Environment
and Water



Natural Resources
Adelaide and Mt Lofty Ranges

*Helping South Australians
conserve, sustain
and prosper*



Reconciliation
South Australia Inc

The information in this e-mail may be confidential and/or legally privileged. Use or disclosure of the information to anyone other than the intended recipient is prohibited and may be unlawful. If you have received this email in error please advise by return email.

Appendix 7: The Most Significant Change Story Capture Guide

Adelaide International Bird Sanctuary



The Most Significant Change Story Capture

Story collection purpose

The Most Significant Change Technique is used as a monitoring and evaluation tool that is intended to be coupled with other forms of quantitative data. The story is documented so that it can be reviewed by a number of people and can be circulated among different stakeholder groups.

The documented story then acts as a basis for discussion about what is important. In this case we are looking to gather information about what's important on a community, personal and ecological level about the Adelaide International Bird Sanctuary.

Context

This story collection will be looking forward and thinking about the future OR looking back and what's changed.

Information to document

1. Information on who collected the story.
2. Description of the story itself.
3. Significance (to the storyteller) of the events described in the story.

Questions to collect a story on

1. Ask interviewees to introduce themselves and state their involvement/interest in the Bird Sanctuary.
2. What is the most important thing about the International Bird Sanctuary and why is that important to you?
3. What is the most important change you would like the International Bird Sanctuary to achieve at an environment/ecological level and why?
4. What is the most important change you would like the International Bird Sanctuary to achieve at a community level and why?
5. Thinking about all of these changes, which one of these is the most significant to you and why?

Ethics and consent

When collecting stories from the community, please remember to gain consent for the story and photos via signed form and/or verbal recording.



Government of South Australia
Department of Environment,
Water and Natural Resources



National Parks
South Australia

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Appendix 8: Stakeholders who provided the Most Significant Change Stories

No.	Name	Role	Organisation
1	Bill Breed	Emeritus Professor	The University of Adelaide
2	Brenton Gear	Executive Director	Department of Environment, Water (and Natural Resources)
3	Brett Symes	Policy Officer	Department of Environment, Water (and Natural Resources)
4	Chris Daniels	Professor	
5	Cindy Flower	Manager	Department of Environment, Water (and Natural Resources)
6	Craig Johansen	Team Leader	City of Salisbury
7	Craig Wilkins	Chief Executive	Conservation Council of South Australia
8	Frank Day	Birder	
9	Joan Gibbs	Lecturer	University of South Australia
10	Ly Luan Le	Spokesperson	Vietnamese Farmers Association
11	MacDonald (Mac) Crabb	Land holder & Resident	Lower Light
12	Mark McAuldy	Brine Operator	Dry Creek Saltfield
13	Michael Garrod	Director	Department of Environment, Water (and Natural Resources)
14	Murray Townsend	Project Director	Department of Environment, Water (and Natural Resources)
15	Samantha Bywaters	TAFE Lecturer	
16	Sandy Pitcher	Chief Executive	Department of Environment, Water (and Natural Resources)
17	Steve Jones	Councillor	DC Mallala
18	Tony Flaherty	Manager	Coastal and Marine, Natural Resources, Adelaide and Mount Lofty Ranges
19	Tony Fox	District Manager that encompasses Adelaide International Bird Sanctuary Area (AIBS)	Department of Environment, Water (and Natural Resources)